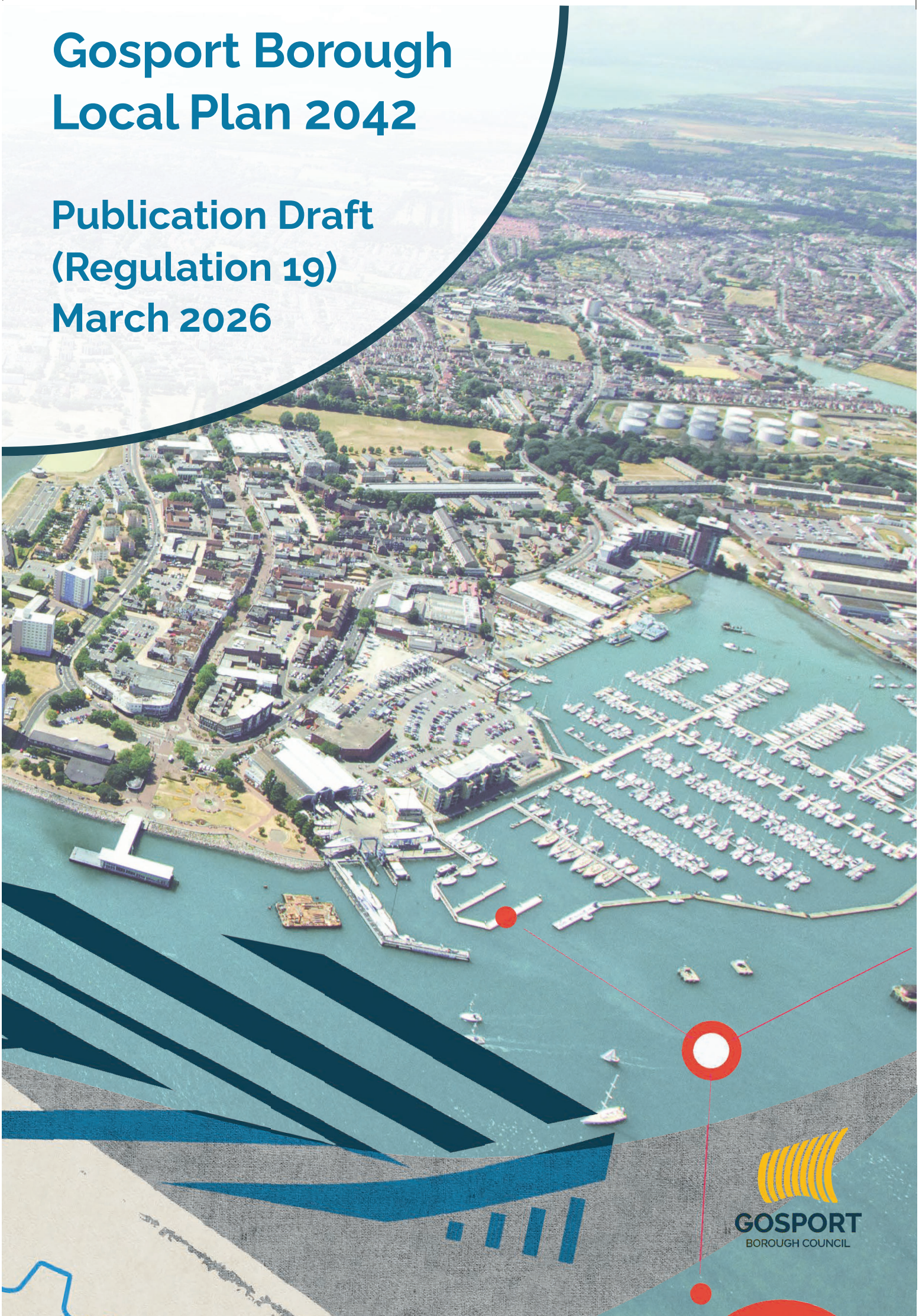
Gosport Borough Local Plan 2042

Publication Draft (Regulation 19) March 2026



GOSPORT
BOROUGH COUNCIL

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Note: Footnotes and webpage links do not form part of the formal Local Plan text and will be subject to change in the electronic version of this document in order to provide the most up-to-date information.

Plans

The following plans are for illustrative purposes only to highlight key issues and proposals. Detailed boundaries of the various designations are shown on the Policies Map.

Policies Map: A hard copy is located inside the back cover of this document. An electronic copy is available online: www.gosport.gov.uk/GBLP2042

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1 Introduction

What is a Local Plan?

1.1 A local plan is a document which sets out planning policies and proposals for new development in an administrative area. Local plans are prepared by the Local Planning Authority (LPA), which is usually the local council. The National Planning Policy Framework (NPPF) states that the planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for meeting housing needs and addressing other economic, social and environmental priorities; and a platform for local people to shape their surroundings. It is a legal requirement that local plans are monitored and reviewed regularly to ensure that they are kept up-to-date.

1.2 The Publication Local Plan sets out Gosport Borough Council's planning strategy for the Borough covering the period to 2042. It identifies key proposals, allocates land for development and sets out detailed policies which the Council will use to determine planning applications.

1.3 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 as well as the Town and Country Planning (Local Plan) (England) Regulations 2012. It is produced in accordance with the Government's NPPF (2024) and the Planning Practice Guidance (PPG). It has also considered the relevant implications of the Environment Act 2021 and the Government's South Inshore and Offshore Marine Plan (July 2018)[1].

1.4 It also takes account of the sub-regional evidence prepared by the Partnership for South Hampshire (PfSH)[2] of which Gosport Borough Council is a partner. Evidence includes the PfSH Spatial Position Statement (December 2023)[3] which forms the basis of a multi-lateral Statement of Common Ground. The Local Plan has also been informed by strategies and plans of key stakeholders and a significant evidence base[4].

What does the Local Plan include?

1.5 In the remainder of this section the Local Plan identifies the national and regional policy context, sets out the key economic, social and environmental, characteristics of Gosport Borough in the **Gosport Profile** and highlights the **Key Issues** which the Local Plan needs to address. This is followed by an overarching **Vision** and a set of **Objectives** which aim to

[1] www.gov.uk/government/publications/the-south-marine-plans-documents
[2] Formerly Partnership for Urban South Hampshire (PUSH)
[3] www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/
[4] www.gosport.gov.uk/GBLP2042

deliver the vision and address the key issues. The policies and proposals of the Local Plan are included as follows:

- **Development Strategy and Strategic Policies (Section 2)** includes the overall Development Strategy which details the overall level and location of growth in the Borough over the period to 2042. It identifies strategic considerations for development proposals. This section includes a suite of strategic policies relating to the regeneration strategy, marine employment, strategic open space, climate change, ecology, flood risk, health, design, heritage and infrastructure.
- **Regeneration Areas (Section 3)** highlights the opportunities relating to five key Regeneration Areas in the Borough which are: Gosport Waterfront; Gosport Town Centre and Stoke Road; Haslar Peninsula (including Blockhouse), Land at Rowner and HMS Sultan; and Daedalus.
- **Other Allocation Sites (Section 4)** includes details of the smaller allocations for residential, employment and other uses outside the main Regeneration Areas.
- **General Development Policies (Sections 5-10)** includes a set of detailed policies relating to housing, employment, community and commercial uses, detailed design and heritage matters, and biodiversity, open space and environmental considerations.
- **Implementation and Monitoring (Section 11)** details key delivery mechanisms and how each policy will be monitored. It also sets out the triggers for further reviews.

1.6 The Local Plan is supported by a Sustainability Appraisal Report[5] which incorporates a Strategic Environmental Assessment (SEA) which is a current Government requirement. 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 Local Plan is also being prepared alongside the Habitats Regulations Assessment (HRA)[5] which is required under the EU Habitat and Bird Directives, which have been transposed in UK law through the Conservation of Habitats and Species Regulations 2017 (often referred to as the Habitats Regulations).

1.7 In addition the Local Plan is supported by a number of evidence studies which are included on the Local Plan evidence webpage[5].

1.8 A ***glossary*** of terms used in the Local Plan and other planning documents produced by the Council is available online: www.gosport.gov.uk/GBLP2042

[5] The Sustainability Appraisal is available online: www.gosport.gov.uk/GBLP2042

National and Regional Context

Sustainable Development

1.9 The pursuit of sustainable development is at the heart of the planning process. The NPPF quotes the United Nations General Assembly in defining what this means at a strategic level:

"meeting the needs of the present without compromising the ability of future generations to meet their own needs"

1.10 The aim of the GBLP 2042 is to translate this high level objective into a meaningful and positive framework at the local level to inform decision making for the benefit of the Borough. This relates to both strategic issues, such as the amount of growth proposed, how it is distributed and how the Borough should move towards a zero carbon society, and through to more detailed issues such as housing design and protecting local heritage assets.

1.11 Achieving sustainable development will mean that decision-takers must look at all of the elements – economic, social and environmental - of sustainable development in arriving at decisions. In all cases a balance of considerations is needed and it is accepted this will often lead to a variety of options being expressed. For example, in Gosport there is a fundamental balance to be struck between delivering new housing whilst retaining employment land in the long-term. This work is undertaken in collaboration with a range of stakeholders including local people, businesses and site promoters.

National Planning Policy Framework

1.12 The NPPF was first published by the Government in March 2012 and has since had several iterations, most recently in December 2024. The NPPF forms national planning policy, and whilst it is not part of the development plan, it is a significant material consideration in decision-taking and plan-making. The NPPF is supported by the Planning Practice Guidance (PPG) which sets out detailed guidance.

1.13 The importance of a plan-led system is a central feature of the NPPF. This key principle is supported by the 'presumption in favour of sustainable development' which sets out that local plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change. Whilst the NPPF establishes a number of principles to guide both decision-making and the preparation of local plans, such as the requirement to meet an area's housing needs as a minimum requirement, it is for the Local Plan to distil this into an appropriate long-term strategy for the Borough and to prepare policies to guide and manage development effectively.

1.14 Many of the national policies also incorporate international agreements and directives including the Habitats Regulations. 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.

Planning in South Hampshire

1.15 South Hampshire has a dense and complex settlement pattern and accommodates a population of just over one million people, making it the 7th largest conurbation in the UK. South Hampshire is focused on the two port cities of Portsmouth and Southampton which is surrounded by areas of high landscape value and sensitive habitats (see Plan 1), with the New Forest National Park to the west, the South Downs National Park to the north, the Chichester Harbour National Landscape to the east and the Solent to the south.

1.16 Sustainable development is a cross local authority boundary issue. The Localism Act 2011 places a duty on local planning authorities to cooperate with each other in the planning of their area and whilst this duty is due to be revoked there is a need to maintain effective cooperation and produce a Statement of Common Ground with neighbouring authorities. In South Hampshire local authorities have set up the Partnership for South Hampshire (PfSH)[6] which provides a mechanism for the Council to meet its duty to cooperate and deliver sustainable development. The Partnership agreed a Spatial Position Statement (SPS) in December 2023[7] which forms the multi-lateral Statement of Common Ground.

1.17 The sub-regional strategy provides the focus for the authorities within South Hampshire to work collaboratively and plan in a consistent manner across the sub-region. The latest strategy and supporting evidence provides a policy framework to inform the policies and proposals of the Gosport Borough Local Plan 2042.

1.18 The SPS sets out ten strategic principles for sustainable growth in the sub-region (see Box 1). Further details of the provisions of the Position Statement are included in the relevant sections of the Local Plan.

[6] PfSH includes: 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.
[7] www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/

Box 1: PfSH strategic principles for sustainable growth

SPS1: STRATEGIC PRINCIPLES FOR SUSTAINABLE GROWTH

The PfSH authorities will work together to produce local plans according to the following strategic principles for sustainable growth:

1. **Addressing the linked climate and biodiversity emergencies are pivotal strategic principles for South Hampshire.**
2. **Achieving the transition to net zero carbon will require a fundamental modal shift in transport to zero and low carbon travel, including active travel and public transport. Site selection and capacities will need to be optimised to promote modal shift and avoid car dependency where possible.**
3. **Where possible, housing need will be met. This will be through a combination of strategic and smaller sites allocated in local plans, where appropriate.**
4. **Housing growth needs to be balanced with economic growth.**
5. **Growth will be focussed in existing urban areas with 'cities and towns first' and/or in locations that support modal shift in transport.**
6. **Environmental assets (many of which are linked to national policy and legislation) must be recognised and addressed and the need for nature recovery and to protect and enhance key habitats will be prioritised.**
7. **Local plans should consider the need for strategic or settlement gaps where they would be important to maintain the character of distinct/separate settlements or visual gaps between settlements.**
8. **The protection of best and most versatile agricultural land should be considered when determining sites for allocation in local plans, recognising its value for food production.**
9. **The PfSH authorities will work together to deliver new and enhanced multifunctional green and blue infrastructure.**
10. **The PfSH authorities will continue to share evidence on infrastructure investment which is needed within the South Hampshire sub-region.**

SPS1 from the PfSH Spatial Position Statement, December 2023

Plan 1: South Hampshire



Marine planning

1.19 A marine planning system was introduced in 2009 through the Marine and Coastal Access Act. The Act delegated functions for marine planning to the Marine Management Organisation (MMO), and made marine planning a statutory requirement.

1.20 In 2018 the MMO adopted the South Inshore and South Offshore Marine Plan (the South Marine Plan)[8], which provides planning policy and guidance for the waters off Southern England, from Folkestone in Kent to the River Dart in Devon. The South Marine Inshore Area starts from the mean high water spring tide to 12 nautical miles, while the South Marine Offshore Area starts from 12nm to the maritime borders with France and the Channel Islands, totalling approximately 10,000 sqkm.

1.21 Gosport Borough Council's administrative area covers the whole of the Borough and down to the mean low water spring tide, meaning there is an area of overlap with the South Marine Area. Any projects within or adjacent to this intertidal zone will require close working with the MMO and consideration of the policies within the South Marine Plan.

Gosport Profile and Issues

1.22 This section identifies the key economic, environmental, and social characteristics of Gosport Borough and highlights the key issues which the Local Plan needs to address. Further information about Gosport Borough is kept up-to-date online in the **Gosport Profile**: www.gosport.gov.uk/gosportprofile

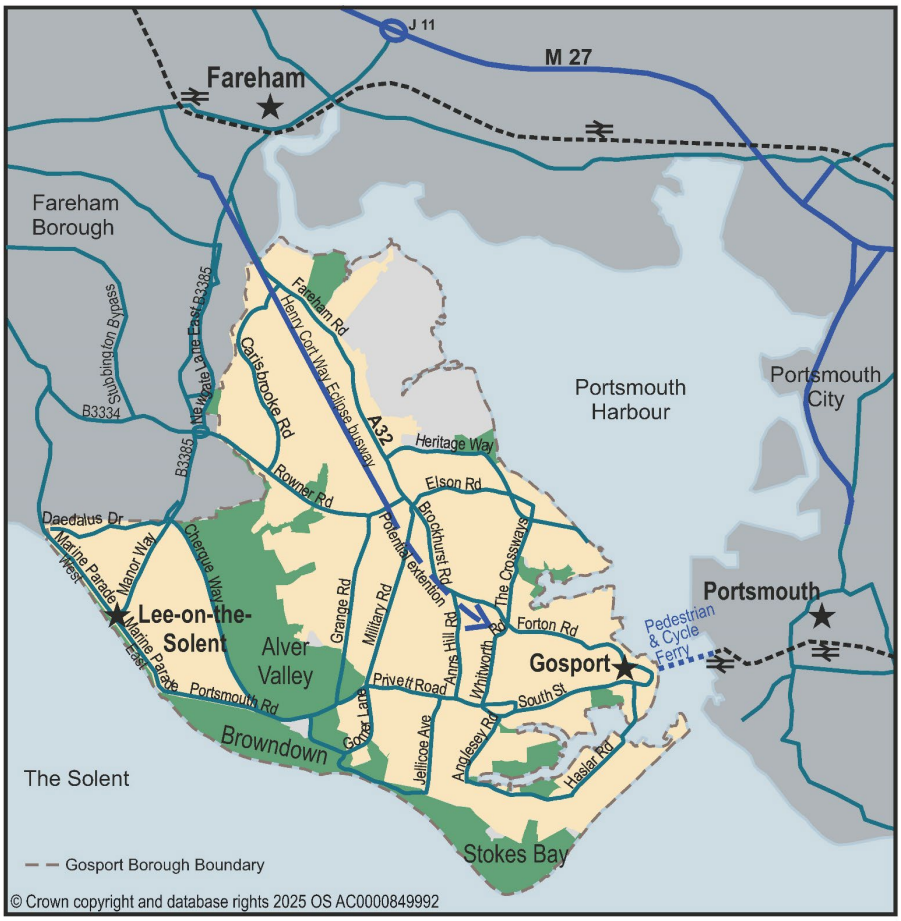
Location and geography

1.23 Covering 27.6 square kilometres (10.6 square miles or 2,761 hectares)[9], Gosport Borough is the twelfth smallest district in England and the smallest in Hampshire. The Borough sits on a peninsula adjacent to Fareham Borough and is surrounded on three sides by the Solent and Portsmouth Harbour, with 39 kilometres (24 miles) of coastline.

1.24 There are two main settlements, Gosport and Lee-on-the-Solent, which are separated by the Alver Valley. The Borough is predominantly urban in character, with over 80% 'built on'[10]. Space is at a premium so must be used effectively.

[8] www.gov.uk/government/publications/the-south-marine-plans-documents
[9] Source: ONS Standard Area Measurements (SAM) 2019. Total extent includes land area to mean high water.
[10] Made up of 61% discontinuous urban fabric and 20% industrial or commercial units. Source and land cover breakdown available from: A Land Cover Atlas of the UK: https://doi.org/10.15131/shef.data.5219956

Plan 2: Location of Gosport Borough



Population and households

1.25 The population of the Borough in 2021 was 81,900 people[11], a decrease of 0.9% from 2011[12], although an increase of 7.2% from 2001[13]. Long-term ONS projections show a decline in the population between 2025 and 2042 of 3%; a decrease of 2,468 people[14]. Projections commissioned by the Council which take into account the housing growth set out in this Local Plan and up-to-date data regarding fertility, mortality, and migration show an increase in the population of 1.8% by 2042; an increase of 1,484 people[15]. The Borough is densely populated with 3,228 people per square km, seven times the England average at 434.

1.26 There are approximately 35,900 households with an average household size of 2.3 people. The number of households decreased by 2.1% between 2011 and 2021, although increased by 13.1% between 2001 and 2011. By 2042, the number of households is projected to increase by 4%; at the same time household size is projected to decrease[15].

[11] ONS Census (2021)
[12] ONS Census (2011)
[13] ONS Census (2001)
[14] ONS sub-national population projections (2022-based)
[15] Demographics and Housing Need Report (2024) with adjustments by GBC as set out in the Infrastructure Assessment Report: www.gosport.gov.uk/GBLP2042

1.27 The population is ageing due largely to longer life expectancy. ONS projections show the proportion of the population over 65 is projected to increase from 23.4% in 2025 to 29.6% in 2042[14], 4,366 additional over 65s. The proportion living beyond 85 is projected to increase from 3.1% in 2025 to 5.4% in 2042. At the same time the number aged under 16 is projected to decrease from 17% in 2025 to 13.5% in 2042. The working age population (16-64) is projected to decrease from 60% in 2025 to 57% in 2042, a reduction of 3,776 people. Projections commissioned by the Council based on the housing growth in this Local Plan show similar trends in an ageing population.

1.28 Gosport has the highest proportion of the population in the country who have previously served in the UK armed forces. In 2021, 12.5% of residents (8,422 people) had previously served in the UK armed forces, compared to 3.8% in England.

Economy, employment and education

1.29 Gosport's legacy as a support base for the Royal Navy is evidenced by the naval heritage across the Borough. The decline of the military around Portsmouth Harbour has led to a significant supply of brownfield land and each site has a mix of issues including contamination, historic buildings and flood risk.

1.30 There are approximately 25,000 jobs in Gosport Borough which has declined by 24% from 33,000 jobs in 2000. In the Solent region, Gosport with a jobs density of 0.49 stands out as recording the lowest jobs density in the Solent and South East England. It ranks as the 7th lowest jobs density of all local authority areas in the UK[16]. Many of the Borough's residents now work in different locations. In 2011, 52% of residents commuted outside the Borough for work, particularly along the A27-M27 corridor in areas where the journey to work is predominantly by private car.

1.31 There were 13,594 schoolchildren and full-time students in 2021 in Gosport. Gosport has a less qualified population than most of the Solent area, and the South East region, and is ranked 239th out of 331 local authority areas (most qualified= 1, least qualified= 331)[17]. 24.8% of the population aged 16 years and over had Level 4 or above qualifications[18] compared to 33.8% in England and Wales. In 2021, 17.4%, or 11,695 people reported having no qualifications. This was an improvement from 21.6% in 2011 and below the England and Wales average of 18.2% in 2021, but remains above the South East figure of 15.4%.

[16] ONS jobs density (7th lowest in 2021) – this includes employees, self-employed, government-supported trainees and HM Forces (from MoD). A jobs density of 1.0 would mean there is one job for every resident aged 16-64.
[17] ONS Census (2021)
[18] For example, Higher National Certificate, Higher National Diploma, Bachelor's degree and post-graduate qualifications.

Transport

1.32 Access to the peninsula is via four road routes (the A32, Newgate Lane, Stubbington Bypass and Stubbington Lane) and a Bus Rapid Transit (BRT) route. Gosport Town Centre is around 11km (7 miles) from the nearest motorway junction (J11 M27) with the northern extent of the Borough being 3km (2 miles) away. Despite significant road and transport improvements (BRT, Stubbington Bypass and Newgate Lane improvements) there are still congestion issues exacerbated by the peninsula constraints and high rates of out-commuting. In 2011, 58.1% of people travelled to work by car or van, this reduced to 52% in 2021[19]. Reducing out-commuting, congestion and car usage therefore remain key issues. Gosport is linked to Portsmouth and Portsmouth Harbour railway station by the Gosport Ferry. There is no railway station within Gosport Borough making it one of the largest towns in England with no rail service. Gosport is one of the top 10 districts in the country for cycling to work with 6.3% of people cycling to work[20].

Housing

1.33 The need to provide sufficient housing that is affordable and well-designed is a vital matter for this Plan. In 2024, the median house price was £245,000 and the average house cost 6.8times the average annual income[21]. However, this remains below the England average of £290,000 and South East average of £375,000, making the Borough a relatively affordable place to live compared to other parts of the region. The Borough is characterised by smaller properties with 56.7% comprising terraced housing, flats and converted/shared houses.

1.34 Before the 2007-08 economic downturn, there was a high number of housing completions in the Borough which outpaced housing requirements. Between 1996 and 2020 over 5,500 homes were built, mainly on previously developed land. Between 1996 and 2011 there was an average of 292 dwellings completed every year. Over the past decade, the number of new housing completions has reduced, largely due to wider national economic trends and the type of development land and its availability. Since 2011, an average of 130 dwellings were completed every year.

Health and wellbeing

1.35 The Borough has a lower life expectancy compared to the Hampshire average. There are three Lower Layer Super Output Areas within the 10% most deprived in England and sixteen within the 20% most deprived in England experiencing health and disability deprivation. 74.6% of adults (over 18) are classified as overweight or obese, significantly more than the

[19] ONS Census (2021) – it should be noted that method of travel work may have been affected by the pandemic where more people worked from home.
[20] ONS Census (2021) – Gosport ranked 7th highest for cycling to work.
[21] House price to workplace-based earnings ratio. Available from: www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian

Hampshire (64.8%) and national average (64%), the highest proportion in the whole of Hampshire and the 4th highest proportion of all districts in the country. The prevalence of overweight and obesity in year 6 pupils is 39.5%, the highest out of the Hampshire districts.

Infrastructure and facilities

1.36 Good infrastructure to serve residents and meet the requirements of new development is vitally important to delivering a sustainable community. This includes transport infrastructure, flood defences, community facilities such as health and education as well as improved leisure and cultural facilities.

1.37 The Borough's centres provide a focus for many facilities and these must remain vibrant and viable. Gosport Town Centre is the principal centre and there are two district centres at Lee-on-the-Solent and Stoke Road as well as 22 smaller centres in the Borough's neighbourhoods. The Plan aims to promote diversity beyond retail and leisure to draw people into the centres.

1.38 The enhancement of leisure and cultural facilities is an area where the Local Plan can deliver improvements. This includes protecting facilities such as Gosport Leisure Park and community halls, and ensuring developments deliver new spaces for residents and visitors. Gosport Borough has an excellent provision of museums and heritage facilities which offer an opportunity to explore the Borough's history, these include the Hovercraft Museum, Diving Museum, Explosion Museum, the Submarine Museum, and the Gosport Discovery Centre.

Flood risk and coastal erosion

1.39 Gosport Borough faces significant flood risk from a variety of sources. A total of 362 hectares of land is within Flood Zones 2 and 3 representing 13% of the total land area. Flood risk and the impacts of climate change are considered throughout the Plan, particularly given the predicted increases in the frequency and intensity of storms which will have implications for the Borough's coastal defences.

Quality of the environment

1.40 Despite being densely developed the Borough benefits from attractive open spaces. The Alver Valley and Stokes Bay form the green heart of the Borough for residents and visitors alike. The seafront at Lee-on-the-Solent provides an uninterrupted view across the Solent to the Isle of Wight.

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

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

Further information

The latest Gosport Profile is online: www.gosport.gov.uk/gosportprofile

Further analysis of key issues facing can be found in the Background Papers: www.gosport.gov.uk/GBLP2042

Key Issues

The Borough needs to adapt to, and mitigate the impacts of climate change and contribute to the national requirement of net zero carbon by 2050.

Growth is constrained by the peninsula location and amount of land in active military use. Large areas, previously used by the MoD, require significant investment and are more complex to redevelop.

The Borough has the lowest number of jobs for its population out of all its neighbours in the Solent, falling significantly below the South East and UK averages. This results in high levels of out-commuting by private car and significant traffic congestion.

A substantial number of new homes are required. Housing can be too expensive for residents; these new homes need to suit their requirements and be designed to a high standard.

New development and existing communities need the infrastructure required to make sure the people who live and work in the Borough can enjoy their lives.

The natural environment and diverse range of habitats and species need protection from the pressures of new development as well as biodiversity enhancements so they can continue to be enjoyed by all.

The rich historic built environment risks being eroded through insensitive development which fails to promote local distinctiveness. It is therefore necessary to find suitable uses which preserves and enhances the significance of heritage assets, including their contribution to significance made by their settings.

The Borough’s centres face significant competition from neighbouring areas and online shopping. They also risk becoming less attractive destinations.

The low-lying geography and coastal location leaves the Borough vulnerable to flood risk. Flood defences and adaptation measures need to protect existing and new communities.

Some residents have poorer health and experience greater inequalities than much of the region. The ability for people to have good health and wellbeing needs to be facilitated as far as possible.

The Borough experiences signficiant deprivation in relation to education, skills and training.

The needs of all ages of the population are changing. An ageing population means residents will require different services and facilities. At the same time, opportunities for young people and future generations need to be maximised.

A Vision of Gosport in 2042

A sustainable and healthy environment, adapting well and mitigating the impacts of climate change

- Gosport will be a Borough that continues to thrive in responding to significant social, environmental and economic challenges. The Borough will continue to be a great place to live and its people will remain its greatest asset, they will be healthier and live in a cleaner and greener environment. The overall aim of the Local Plan is to improve the quality of life for all residents.

- Growth will not be at the expense of our environment. Development will enhance the environment and achieve a net gain in biodiversity. The planting of trees will boost biodiversity and internationally and nationally designated sites will be suitably protected and enhanced.

- Proposals involving both new and existing buildings shall demonstrate how they have been designed to adapt to and mitigate the impacts of climate change and flood risk. The Borough will be more energy and water efficient and use resources in a sustainable way. By 2050, we will reduce greenhouse gas emissions to 'net-zero', ending our contribution to global warming.

An enhanced sense of place and high quality regenerated sites

- Gosport will be regenerated by capitalising on its coastal location and unique heritage assets. Land historically used by the military will be reintegrated into the wider form and fabric of the Borough with new uses, routes and facilities. Historic naval and maritime heritage assets will find new roles and be protected from inappropriate development.

- The Gosport Waterfront and the Haslar Peninsula will aim to be a world-class locale for marine industries and sailing, and be redeveloped to provide new mixed-use neighbourhoods and marine employment. This will be accessible for residents and visitors to enjoy its significant natural features and maritime heritage and will be a catalyst for regeneration.

- The Town Centre will adapt to the changing needs of both residents and visitors and will have a wider range of commercial and community uses and become more accessible to support its future prosperity. Daedalus, the Haslar Peninsula and Rowner will continue their long-term regeneration to provide new employment, homes and facilities. The Alver Valley Country Park will continue to offer a countryside haven for local residents and visitors and be enhanced with improved facilities and routes.

A successful place where people choose to live and work

- Gosport's profile and reputation as a successful and attractive place to live and work will be enhanced. Waterfront living, superb beaches and easy access to high quality open spaces will continue to afford people the benefits of a

healthier life on their doorstep.

- Improvements in our built environment will improve our quality of life. The priorities are to provide new employment opportunities, with mixed-use neighbourhoods that provide new sustainable market and affordable homes and to improve accessibility.

- Growth in the right kind of housing is a priority. The provision of new market and affordable homes will be focused on making the best possible use of previously developed land. New homes will be well-designed, come in a variety of sizes and forms, and be built to nationally recognised standards.

An economy making the most of its coastal location

- The Borough's economy will be strengthened and diversified in key sectors including marine engineering and tourism. Gosport will be an attractive location to set up, relocate and grow a business. The Borough will become a hub for marine and maritime activity, exploiting our unique natural geography and proximity to the Solent and Portsmouth Harbour.

- We will have a larger employment base and broader range of job opportunities for local residents and there will be a more balanced mix between working residents and jobs, with less people having to out-commute. People will also have the skills through education and training that allow them to take advantage of the range of opportunities available.

Reduced out-commuting and sustainable ways of getting around

- Improvements to strategic infrastructure will open up access to the peninsula from public transport and the major road network.

- Local connectivity will be improved and it will be easier to move around the Borough, particularly by walking, cycling and public transport. More of our coastline and waterfront spaces will be accessible.

- The move away from petrol and diesel cars towards cleaner electric and other ultra-low emission vehicles will be made easier by more charging points. The Bus Rapid Transit will be extended and will serve more of the Gosport Peninsula, reducing the need to travel by car.

Local Plan Objectives

	Overarching objective	This will be achieved by…
1	**Create a sustainable and healthy environment, adapting well and mitigating the impacts of climate change**	→ Ensuring resources are used in a sustainable way and the energy requirements of development are minimised to support the transition to net zero by 2050. → Adapting and mitigating to the consequences of climate change and ensuring people remain safe from flood risk and coastal change. → Protecting and enhancing internationally, nationally and locally designated nature conservation sites and ensuring growth is not at the expense of the environment. → Enhancing the Green Infrastructure Network and boosting biodiversity through the planting of trees and continued improvements to the Alver Valley Country Park and the Borough's other open spaces. → Creating a healthy place which supports and promotes healthy lifestyles and leads to reductions in health inequalities for people of all ages.
2	**Regenerate Gosport through the delivery of high quality sites and enhance a sense of place**	→ Making the most effective possible use of land and prioritising brownfield sites in accessible locations. → Promoting local distinctiveness through the conservation and enhancement of the Borough's rich historic built environment and ensuring all new development is of the highest quality. → Creating high quality environments in the Borough's Regeneration Areas, working collaboratively for positive outcomes, which celebrate heritage assets and maximise economic regeneration.
3	**Create successful places where people choose to live and work**	→ Delivering sustainable new homes which range in size, type and tenure to provide the opportunity for people to live in a decent and affordable home. → Delivering high quality environments which enable and support healthy and sustainable choices over the course of a lifetime. → Creating places for people that offer a diverse mix of activities and spaces within an accessible, safe, resilient and attractive environment, supported by high quality public spaces. → Improving the Borough's centres so that they meet the needs of local communities. → Ensuring existing communities and all new development is supported by sufficient and high quality infrastructure.

4	**Deliver an economy that capitalises on the Borough's coastal location**	→ Regenerating the local economy and supporting its businesses and people to create a strong and sustainable economy with local jobs. → Capitalise on the Borough's coastal location and ensure employment land is available to diversify the economy and meet the needs of modern businesses. → Improving local skills and developing the tourism and leisure sectors.
5	**Improve transport and accessibility**	→ Reducing the need to travel and out-commuting and encouraging sustainable forms of travel. → Supporting the charging of plug-in and ultra-low emission vehicles. → Enhancing connections by improving options for cycling and walking, ensuring all development improves public accessibility. → Improving the Borough's transport infrastructure, particularly public transport and active travel, as well as improving the highway network.

2 Development Strategy and Strategic Policies

Development Strategy and Strategic Policies

Introduction

2.1 This section sets out the strategic policies in accordance with the NPPF which will help deliver the vision and objectives of the Local Plan. The section is organised as follows:

- Policy D1: Adaptation and Mitigation to Climate Change – Given that climate change is the overriding challenge affecting all planning decisions during the plan period and beyond, it is considered that this needs to be the overarching strategic policy which informs the rest of the Local Plan including the overall development strategy.

- Policy D2: Development Strategy covers the overall approach to development in the Borough including key locational and land use considerations, and the quantum of development.

2.2 Policies D3 to D12 are arranged around the following strategic themes:

- Policy D3: Marine Employment
- Policy D4: Green Infrastructure Network
- Policy D5: Internationally and Nationally Important Sites and The Local Ecological Network
- Policy D6: Gosport Strategic Open Spaces
- Policy D7: Flood Risk and Coastal Erosion
- Policy D8: Healthy Communities
- Policy D9: Design
- Policy D10: Historic Environment
- Policy D11: Securing Infrastructure
- Policy D12: Sustainable Travel

Policy D1: Adaptation and Mitigation to Climate Change

Introduction

2.3 Climate change is the long-term shift in average weather patterns across the world. Since the mid-1800s humans have contributed to the release of carbon dioxide and other greenhouse gases, which help to trap heat in the Earth's atmosphere. This causes global temperatures to rise, resulting in long-term changes to the climate[22] impacting on the quality of the environment and human health[23].

[22] www.metoffice.gov.uk/weather/climate-change/what-is-climate-change
[23] www.who.int/news-room/fact-sheets/detail/climate-change-and-health

POLICY D1: ADAPTATION AND MITIGATION TO CLIMATE CHANGE

1. **The Council is committed to achieving net zero carbon emissions by 2050 and supporting the wider community in reaching this target through land use decisions. This overarching strategic objective will be delivered through:**

   a) **promoting 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 (Policies D2 and D12);**

   b) **delivering higher densities of development on the most accessible sites (Policies D2 and H1);**

   c) **promoting sustainable design and construction methods in the built environment (Policy DE1);**

   d) **addressing flood risk and promoting sustainable water management (Policies D7 and LE13); and**

   e) **enhancing blue and green infrastructure and biodiversity (Policies D5 and LE8 and other nature conservation Policies LE5-LE7).**

EXPLANATION OF POLICY D1

2.4 There is clear evidence to show that climate change is happening, with the average temperature of the Earth's surface having risen by around 1ºC since the pre-industrial period when large amounts of greenhouses gases began to be emitted. This increase in greenhouse gases is almost entirely due to human activity, with the main sources being the burning of fossil fuels, agricultural and deforestation, and the manufacturing of products[24].

2.5 Climate change is likely to have many impacts upon the built environment including increasing the risk of overheating and flooding. As a coastal town, this is of particular concern to Gosport. The UK Climate Change Risk Assessment 2017[25] provides a full list of the climate risks for the country, while the UK Climate Projections[26] show how the climate is likely to change.

2.6 By reducing carbon emissions, the likely impacts of climate change can be lessened. Measures can also be taken to adapt to the likely impacts. The Climate Change Act 2008 (as amended in 2019) legally commits the UK to reduce its carbon emissions to net zero levels by 2050, when compared to a 1990 baseline. To achieve this it will require significant effort from all levels of government, communities, businesses and individuals.

[24] www.gov.uk/guidance/climate-change-explained
[25] www.gov.uk/government/publications/uk-climate-change-risk-assessment-2017
[26] www.metoffice.gov.uk/research/approach/collaboration/ukcp

2.7 According to Government data, carbon dioxide emissions in Gosport have reduced by 50% between 2005 and 2020. When considering the emissions covered by this data, Gosport's emissions as of 2020 are the lowest per capita in Hampshire and less than the majority of local authorities in the UK. This is a strong starting position but is mostly the result of national policies, while eliminating the remaining emissions will require a concerted effort across the Borough, including from new developments.

2.8 The Council is committed to reducing its own emissions to net zero by 2050 or sooner, and assisting the wider community in reaching the same target. In February 2020 the Council adopted its Climate Change Strategy to show how this target will be achieved[27]. The strategy identified the following areas of focus which relate to the planning system:

- promoting sustainable communities and low carbon lifestyles;
- reducing flood risk and securing resilience to climate change;
- encouraging higher environmental standards; and
- increasing green infrastructure and improving biodiversity.

2.9 These objectives are addressed through this climate change policy and other policies within this Local Plan (including Policies D2, D4-D7, D12, H1, DE1 and LE8).

2.10 Increasing renewable energy production within the Borough and across Hampshire would be an effective approach to reducing climate change, promoting sustainable communities and low carbon lifestyles, and delivering economic benefits to the sub-region, including enhanced energy security.

2.11 A 2023 report compiled by the University of Southampton[28] considered the potential for renewable energy generation across Hampshire. It identified that whilst there are opportunities across Hampshire, the opportunities within Gosport Borough were limited due to land constraints.

2.12 Potential was shown for some utility-scale photovoltaic (PV) within Gosport, however the identified locations, such as the Alver Valley Country Park are not considered appropriate. The Borough also has potential for rooftop solar PV, primarily on residential roofs.

2.13 It is considered the impact of grid constraints on the deployment of renewables, as well as the estimated 250% increase in electricity demand by 2050, primarily due to the electrification of heating and transport. This report showed that there are currently significant grid constraints across Hampshire, and without large-scale investment from utility companies, only between 9.6% and 13.5% of renewable potential could be realised. In urban

[27] www.gosport.gov.uk/article/2279/Climate-Change-Strategy-2022
[28] www.gosport.gov.uk/GBLP2042

areas such as Gosport it did note that the increased deployment of rooftop solar PV would be feasible, particularly with battery storage, as it would more evenly balance energy supply and demand.

Directing development towards locations that reduce the need to travel and maximise the ability to make trips by sustainable modes of travel (Point 1a of Policy D1)

2.14 One of the core principles of sustainable development is ensuring that development is directed towards locations where the need for travel is reduced. Given the compact nature of the Borough many locations within Gosport are accessible however it is important to ensure that balanced communities develop with a range of jobs, services and facilities, with the appropriate level of infrastructure to serve them.

2.15 Hampshire County Council's Local Transport Plan 4[29] (LTP4) provides a framework to guide all future transport planning investment and sets out a vision for Hampshire in 2050: 'A carbon neutral, resilient and inclusive transport system designed around – and with – people, which: supports health, wellbeing, and quality of life for all; supports a connected economy and creates successful and prosperous places; and respects and seeks to enhance Hampshire's unique natural and built environment.' LTP4 includes a number of transformational changes which aim to:

- shift away from planning for vehicles, towards planning for people and places;
- meet national priorities to decarbonise the transport system;
- reduce reliance on private car travel;
- gives people a choice of high quality travel options;
- support sustainable economic development and regeneration; and promote active lifestyles.

2.16 Policy D2: Development Strategy provides further guidance on selecting sustainable locations for development. The principles of LTP4 have informed the Council's Development Strategy.

2.17 Where travel is required, development should be designed to maximise sustainable modes of travel; primarily walking and cycling, followed by public transport and car pools. Where travel by personal vehicles is required, the provision of electric vehicle charging points will help to ensure that emissions are reduced. Further details can be found in Policies D11: Securing Infrastructure and D12: Sustainable Travel.

[29] www.hants.gov.uk/transport/localtransportplan

Delivering higher densities of development on the most accessible sites (Point 1b of Policy D1)

2.18 With the scarce land resources in the Borough, it is important to make efficient and effective use of development sites to meet the significant need for new housing. Developing at higher densities in accessible locations (see Policies D2 and H1) will help create sustainable communities by reducing the need to travel and making local shops and services more viable.

Promoting sustainable design and construction methods in the built environment (Point 1c of Policy D1)

2.19 The built environment contributes around 40% of the UK's carbon emissions[30]. Of this, approximately half of this is energy used in buildings, while around 3% is from the construction industry itself. In order to reach UK goals for the reduction of carbon emissions, and other environmental targets such as enhanced water efficiency, sustainable design and construction methods will be required from all developments (see Policy DE1).

Addressing flood risk and promoting sustainable water management (Point 1d of Policy D1)

2.20 As a coastal town, the Borough faces significant flood risk which is likely to increase with climate change. Proposals will need to address the requirements of Policy D7. It is also necessary to manage water sustainably in accordance with Policy LE13.

Enhancing green infrastructure and biodiversity (Point 1e of Policy D1)

2.21 Green infrastructure provides many multifunctional benefits including recreation and wellbeing opportunities, improved air, water and soil quality, and flood and climate change mitigation. For example, the planting of trees can help lock in carbon, reducing levels within the atmosphere, while also providing increased shading and evaporative cooling to help regulate local temperature.

2.22 In addition, green infrastructure can deliver biodiversity benefits, including helping wildlife adapt to a changing climate. The Government's 25 Year Environment Plan[31] has a goal for the planning system to enhance and increase the provision of green infrastructure and help address the loss of biodiversity and abundance, including through development providing biodiversity net gain. Further guidance can be found within Policies D5: The Local Ecological Network and Internationally and Nationally Important Sites and LE8: Securing Measureable Biodiversity Net Gain as well as other environmental policies within this Local Plan.

[30] www.ukgbc.org/climate-change
[31] www.gov.uk/government/publications/25-year-environment-plan

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).

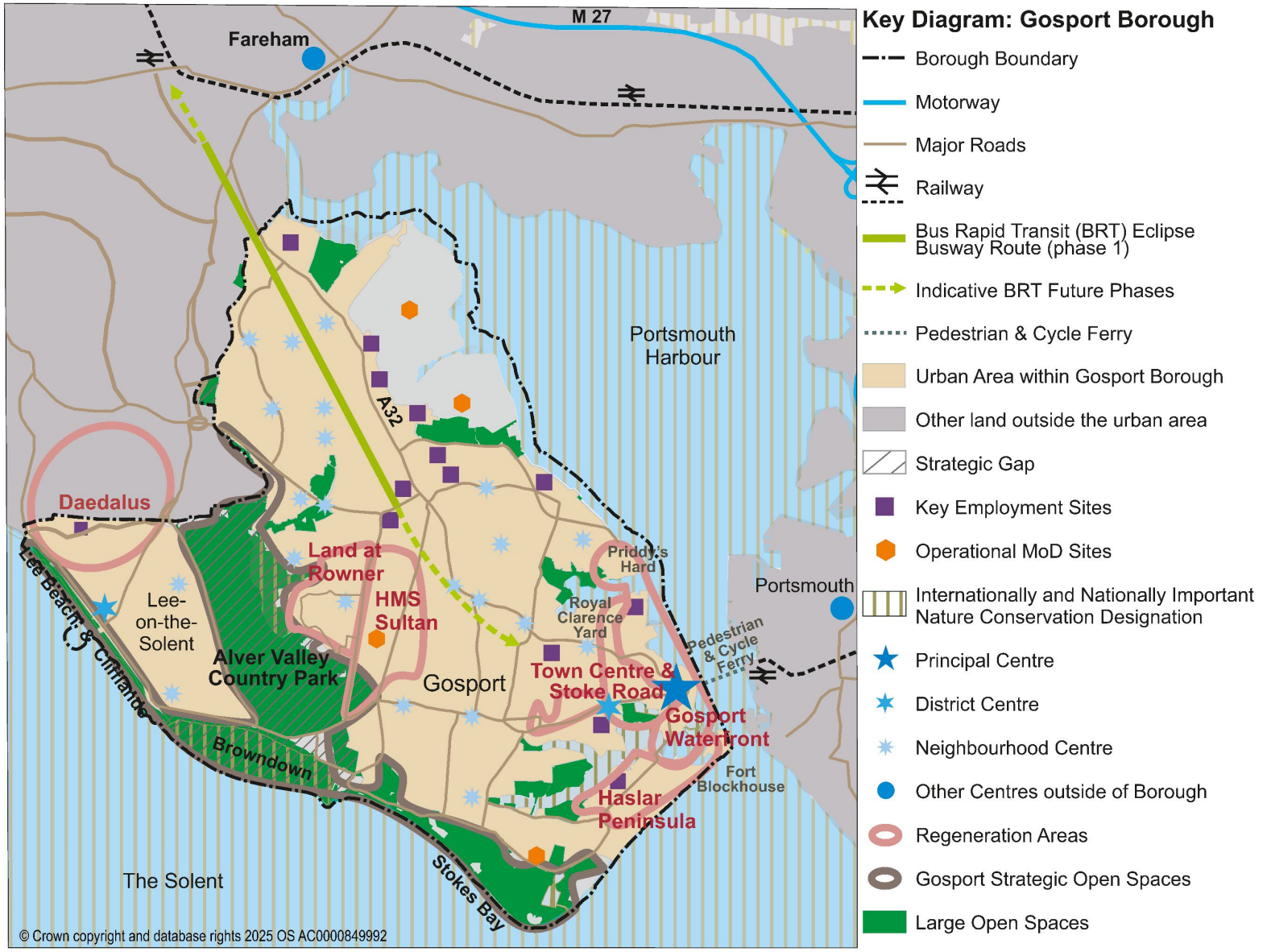
2.24 The Development Strategy provides an overarching framework for the more detailed policies of the Local Plan and establishes how much development should take place and where it should be located. It outlines opportunities for development through the identification of five Regeneration Areas and other 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 floorspace[32]**
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 PfSH[33] 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 4[35] (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: $$Adjustment\ factor = \left(\frac{five\ year\ average\ affordability\ ratio - 5}{5}\right) x\ 0.95 + 1$$ 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) x 0.95 + 1 = **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 Statement[38].

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)* *Subtotal: 1,085*	**Gosport Waterfront** *Subtotal: 76*	**RA1**	H&TWTSPD05	Land at Gosport Marina	70
			FT018	Granary and Bakery, Royal Clarence Yard	6
	Gosport Town Centre and Stoke Road *Subtotal: 71*	**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 *Subtotal: 491*	**RA6 & RA7a**	AG005	Royal Haslar Hospital	433
			AG007	Land at the Piggeries	58
	Daedalus *Subtotal: 414*	**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)* *Subtotal: 201*	**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
				Subtotal	*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

Regeneration Area	Policy ref.	Site ref.	Site name	Dwellings (net)
Gosport Waterfront *Subtotal: 60*	**RA1**	HD005	Land at Priddy's Hard Heritage Area	60
Gosport Town Centre and Stoke Road *Subtotal: 82*	**RA2**[39]	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 *Subtotal: 620*	**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 *Subtotal: N/A*	**RA8-RA9**		*No sites currently identified up to 2042.*	-
Daedalus *Subtotal: N/A*	**RA10**	LW020	*See existing planning permissions.*	-
			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 Lapthorn Close	10
			Subtotal	*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
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 floorspace[40], 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

EDNA/ELAA Site ref.	Policy ref.	Site name	Employment Floorspace (net gain) (sqm)
Source of supply: Existing planning permissions not built-out at 1 April 2025			
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
		Subtotal	*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
		Subtotal	*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
		Subtotal	*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
		Subtotal	*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 announcement[42] 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 Map[43].

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 Assessment[44] 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 monitoring[45], 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 Strategy[47].

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

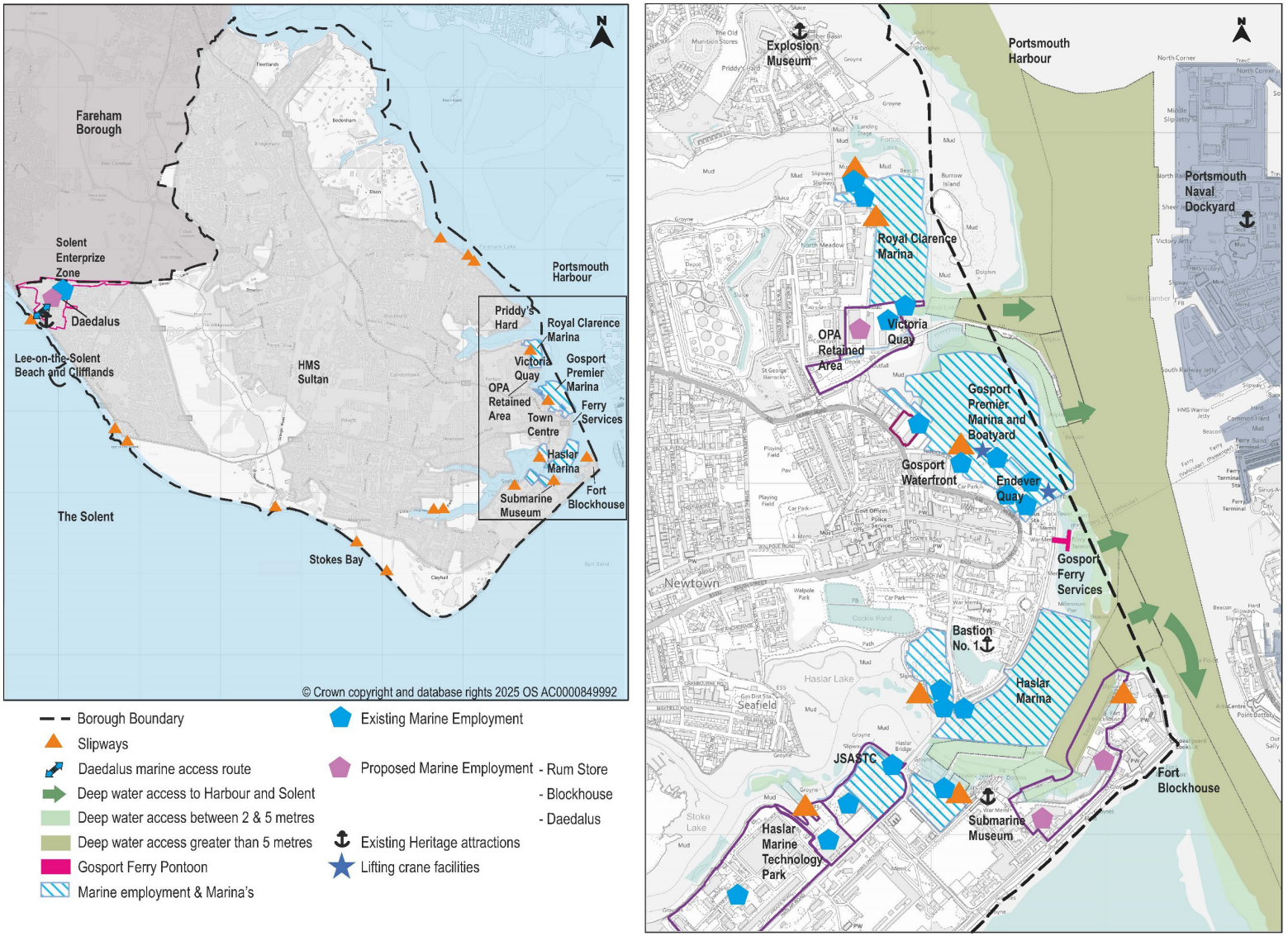
2.86 The use of land for marine employment is a strategic issue as it is necessary to ensure that land with the appropriate characteristics is safeguarded and developed for one of the Borough's key sectors in which it has a competitive advantage over other areas. Box 3 and Plan 4 identify Gosport's key 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.

Plan 4: Gosport's key marine employment assets



POLICY D3: MARINE EMPLOYMENT

Gosport's marine employment assets (see Box 3) will be enhanced, intensified and made more accessible to enable Gosport to grow and diversify its existing offer to become a recognised global hub for marine and maritime business and leisure activities. This will be achieved through the following development and planned change:

1. **The following sites as identified on the Policies Map are safeguarded for marine employment and leisure uses only within Use Classes B2, B8, E(a)(b)(cii)(ciii)(g), F1(a)(c) and F2(a)(c):**

    a) **Royal Clarence Yard**
    b) **Victoria Quay and Oil and Pipelines Agency Retained Area**
    c) **Gosport Marina and adjoining areas**
    d) **Haslar Marina**
    e) **Blockhouse Marina and adjoining areas; and**
    f) **Haslar Gunboat Sheds and Yard**

2. **Proposals for the upgrading, intensification and/or refurbishment of safeguarded land, buildings and marine infrastructure will be supported in principle in order that it meets modern marine business and/or leisure standards. All proposals will need to clearly demonstrate:**

    a) **their requirement for being located in these sites rather than elsewhere in the Borough.**

    b) **that there would be no harmful impact on:**

        i. **the ongoing operation of existing marine/maritime employment and/or leisure uses; and**
        ii. **the continued use of operational infrastructure including deep water accesses, slipways, cranes and pipelines in any circumstances.**

    c) **the development does not result in unacceptable amenity impacts to residential occupiers in close proximity; nor the continued operation of other commercial or leisure uses in the vicinity.**

3. **Other uses will only be supported in principle within the safeguarded sites if it is demonstrated that they are ancillary to marine employment and/or leisure uses.**

4. **Non-ancillary commercial and/or residential development within safeguarded sites will only be considered in wholly exceptional**

circumstances where it has been clearly demonstrated that:

a) **the land it is sited upon, or the existing buildings it re-uses, is not required to maintain existing marine employment or leisure uses nor undermine future growth; and**
b) **where the re-use of heritage assets is proposed it is clearly demonstrated that their re-use for any marine/maritime employment or leisure use is not viable.**

5. **There are other waterfront sites where marine employment uses are the Council's preferred option, however it is recognised that other uses may be required to deliver a viable scheme. Such circumstances are identified in the relevant site-specific policies.**

6. **Where appropriate, opportunities to improve pedestrian and cycle routes throughout Gosport's harbour frontage will be taken to maximise accessibility (see also Policy LE4).**

EXPLANATION OF POLICY D3

Safeguarded marine and marina uses (Point 1 of Policy D3)

2.87 Gosport's harbour frontage is a working waterfront with a long history of boat building, repair and marine uses, and is a key regeneration area in the Borough. Employment associated with marine related industries[48] are of particular importance to both the Borough and the South Hampshire sub-region. It has been identified as a 'priority site' by the former Solent Local Economic Partnership (LEP) in the Solent Strategic Economic Plan[49]. This is because of the opportunities to create or intensify marine-related employment, due primarily to the deep water access and benefits offered by the cluster of existing marine businesses.

2.88 The Solent LEP Gosport Infrastructure Investment Plan (GIIP) (2019)[50] sets out that there is a unique opportunity by virtue of public sector land disposals to develop and evolve Gosport to become a world-class global hub for marine and maritime activity. This includes land at Royal Clarence Yard and the Haslar Peninsula. The GIIP (p.59) also identifies the Local Plan as an opportunity to establish a preferred planning policy approach for key development sites. The importance of waterfront access sites for economic purposes has been strongly advocated by numerous sub-regional strategies and evidence studies including the Solent LEP's Transforming Solent Growth Strategy (Solent LEP, 2015)[51] and the Marine and Maritime

[48] The local marine cluster of businesses includes building and repairing boats, defence activities, water transport, equipment manufacturing and recreation, and niche support services geared towards the marine sector.
[49] https://solentlep.org.uk/media/1332/solent_strategic_economic_plan.pdf
[50] https://solentlep.org.uk/media/2543/gosport-infrastructure-investment-plan-feb-2019.pdf
[51] https://solentlep.org.uk/media/1508/transforming_solent_growth_strategy_-_jan_2015.pdf

Supplement[52] (2014). The Solent Waterfront Strategy (SEEDA, 2007) also identifies significant stretches of Gosport Waterfront as having potential for marine businesses.

2.89 Therefore, Gosport's marine employment land and assets, as defined in this policy and shown on the Policies Map, will be an area of focus for new employment development in the plan period. It is therefore proposed to safeguard land with access to assets and facilities that serve this sector, such as, but not limited to, deep-water facilities, jetties, slipways, cranes, moorings and marinas.

2.90 All proposals in Gosport's harbour frontage should also accord with Policy S-PS-1 of the South Marine Plan, which requires port and harbour proposals to not restrict current and future marine activities.

a) Royal Clarence Yard

2.91 Royal Clarence Yard has been redeveloped from its original use as a naval victualling yard into a mix of residential, light industrial uses and a small number of commercial uses (restaurant, cafe and offices). The site is within the Royal Clarence Yard Conservation Area and includes numerous listed buildings which have been converted to form a quality development. In addition, it has an attractive waterfront and marina area known as Royal Clarence Marina. The area also includes a number of ground floor commercial units and protected commercial frontage (protected by Policy C4). While these commercial units have remained vacant for some time, they have now been purchased by a new operator and present significant opportunities for food and beverage uses and shops and services related to the marina, and as such will be protected. The site will also benefit by being included as part of the Gosport Historic Trail being funded by the Local Regeneration Fund (LRF).

b) Victoria Quay and Oil and Pipelines Agency Retained Area

2.92 Victoria Quay (formerly referred to as the Royal Clarence Yard Retained Area and identified in the Gosport Waterfront and Town Centre SPD) will continue to be protected and enhanced for marine employment uses. Proposals should provide public access to the waterfront and enhanced pedestrian routes between the Forton lifting bridge to the north and the town centre to the south. These routes should form part of the King Charles III England Coast Path and the Solent Way.

2.93 The site was formerly owned by the MoD and Crown Estate and remained abandoned for many years. After significant lobbying by the Council and MP, the site was disposed of and purchased by UK Docks in 2019. Successful regeneration of the site including the boat yard and re-use of historic and

[52] www.gov.uk/government/uploads/system/uploads/attachment_data/file/303591/transforming-solent.pdf

other buildings for a range of marine industries has been undertaken. The derelict Grade II listed Rum Store presents a significant opportunity for further regeneration for marine employment uses and restoration of this building forms part of the LRF scheme together with the public realm improvements as part of the Gosport Historic Trail.

2.94 The Oil and Pipelines Agency (OPA) Retained Area (located to the south of Victoria Quay) remains in operational use and includes St Georges House which has been redeveloped as the national headquarters for the OPA. The site will continue to be protected for marine employment uses and there are no plans for the site to be released for development. The MoD and OPA will require that it maintains control over its remaining oil pipeline and associated land holdings. Development proposals in proximity to the oil pipeline will need to address this issue. Early engagement with the MoD and OPA is encouraged.

c) Gosport Marina and adjoining areas

2.95 Gosport Marina includes a cluster of marine-related businesses including those connected with the boat repair and maintenance facilities at Endeavour Quay which includes a heavy boat lifting crane. The Marina has approximately 500 berths and is a base for sail training operations. As such, both Endeavour Quay and Gosport Marina have a significant role in supporting the local marine economy and leisure use and are safeguarded accordingly.

d) Haslar Marina

2.96 Haslar Marina offers a significant sailing facility with 600 berths and access on all tides. The Gosport Waterfront and Town Centre SPD[53] sets out detailed planning guidance on Haslar Marina and Haslar Boat Yard that should be addressed in any development proposals. A number of planning applications have been approved for the Haslar Marina site including a boat workshop and showroom, boat sales centre, a restaurant, shop, offices and extensions to existing pontoons to provide additional berths.

e) Blockhouse Marina and adjoining areas

2.97 The Regeneration Area policy for Blockhouse (Policy RA3) sets out the Council's approach for the mixed-use elements of the Blockhouse site, which is due to be released by the MoD. The harbour frontage of Blockhouse is protected for marine employment and leisure uses.

2.98 The proposed marine employment areas on the Haslar Peninsula, Blockhouse Marina and adjoining areas, are within the Haslar Peninsula

[53] www.gosport.gov.uk/article/1278/Gosport-Waterfront-and-Town-Centre-SPD

Conservation Area and as such all development proposals should accord with the supporting Conservation Area Appraisal[54].

2.99 Blockhouse Marina is broadly the area between Haslar Bridge and Fort Blockhouse which has a shoreline onto Haslar Lake. It includes both marine infrastructure such as jetties and pontoons, and a cluster of industrial buildings and facilities including the Royal Navy Submarine Museum (RNSM) (see Policy RA3) and sailing clubs. Blockhouse Marina is currently under MoD ownership.

2.100 The GIIP sets out that Blockhouse Marina has existing features which are potentially attractive to the marine, marina and associated sectors[55]. This includes deep and sheltered water on the Solent as well as on-site assets and a neighbouring cluster of technology businesses.

f) Haslar Gunboat Sheds and Yard

2.101 The employment area, Haslar Gunboat Sheds and Yard, is also on the Haslar Peninsula and within the Haslar Peninsula Conservation Area and as such all development proposals should accord with the supporting Conservation Area Appraisal[54].

2.102 The Haslar Gunboat Sheds and Yard marine employment area is to the west of the Blockhouse 1 site, as defined in the Conservation Area Appraisal and includes part of the Scheduled Monument (a review by Historic England excludes the walls and guard houses[56] from the Scheduled Monument). Development should take full account of the setting of these heritage assets and the adjacent gunboat sheds. The interior boundary of the scheduled boundary walls should also be separated from new buildings to ensure their significance is sustained. The area of the site within Flood Zone 3 is compatible for marine-related uses and the creation of an open space. There is also an opportunity to incorporate a public coastal path within the site, in line with Policy LE4.

Development principles associated with safeguarding marine and marina uses (Point 2 of Policy D3)

2.103 Employment and/or leisure proposals will be supported in principle, subject to it being demonstrated that it is both marine-related *and* necessary for it to be located within the safeguarded areas. The objective is to stop scarce land resources safeguarded for marine employment and leisure uses being utilised by uses which could satisfactorily be accommodated elsewhere in the Borough, this includes other types of employment uses.

[54] www.gosport.gov.uk/conservation-area-appraisals
[55] https://solentlep.org.uk/media/2543/gosport-infrastructure-investment-plan-feb-2019.pdf
[56] The guardhouses are also Grade II listed

2.104 All development proposals should demonstrate that the ongoing functioning of marine employment and leisure uses should not be harmed through amenity conflicts or restricting access and hours of operation. Proposals in the vicinity of marine operational areas should give careful consideration to health and safety implications in relation to access to the waterfront and to the security of moorings and storage areas.

2.105 There is deep water access at Endeavour Quay, Victoria Quay and Blockhouse Marina. Development proposals in these locations must retain this access to support future growth in the marine economy and assist water-based leisure uses where it is needed. The retention of deep water access, slipways and cranes for marine employment and leisure is of paramount importance. Many marine businesses require access to water and in many cases deep water access is required, which for example, enables boats to be serviced during all tidal stages. This is a scarce resource of national significance.

2.106 The potential juxtaposition of commercial uses with residential occupiers can result in long-term amenity impacts. All proposals should demonstrate that there would not be significant harmful impacts on residential amenity. It is also important to recognise that any residential development in the vicinity of marine sites must take into account existing and potential marine operations identified in this policy. The design of dwellings must mitigate any impacts caused by normal marine operations.

Ancillary and complementary uses to marine and marina uses (Points 3 and 4 of Policy D3)

2.107 Other functions which support the marine economy may be acceptable if it is clearly demonstrated that this relationship is ancillary. This could include for example chandler's retail units or marine insurance offices. It could also include leisure and other commercial uses in conjunction with marina uses provided the extent of the use does not prejudice the continued use of marine and marina operations.

2.108 For non-ancillary proposals it would have to be clearly demonstrated that the site and/or buildings proposed to be utilised would not be required to maintain existing marine employment or leisure uses nor undermine future growth. Residential development would only be considered appropriate within the safeguarded areas in very exceptional circumstances. This is because the supply of such land which could support the long-term growth of the marine economy is so scarce.

2.109 The re-use of heritage assets for residential uses will only be considered where it is demonstrated both that there are no other viable commercial uses, and that residential use would be consistent with its long-term conservation.

Other site-specific policies (Point 5 of Policy D3)

2.110 There are waterfront sites within the Borough where marine employment uses are the Council's preferred option to grow and diversify Gosport's marine employment assets, however the Council recognises that in some cases other uses may be required to deliver a viable scheme and balanced mix of uses within a development. Where the Council considers these circumstances may apply, this is identified in the relevant site-specific policies.

Improving pedestrian and cycle access to Gosport's harbour frontage (Point 6 of Policy D3)

2.111 Where appropriate, opportunities to improve pedestrian and cycle routes throughout Gosport's harbour frontage will be taken to maximise accessibility (see Policy LE4). It will be necessary to ensure that any access improvements are compatible with the operations of marine assets.

Policy D4: Green Infrastructure Network

Introduction

2.112 Green infrastructure is a natural capital asset which can provide multifunctional benefits at a range of scales to help meet national, sub-regional and local objectives. According to national planning guidance[57] benefits include:

- building a strong, competitive economy;
- achieving well-designed places;
- promoting healthy and safe communities;
- mitigating climate change, flooding and coastal change; and
- conserving and enhancing the natural environment.

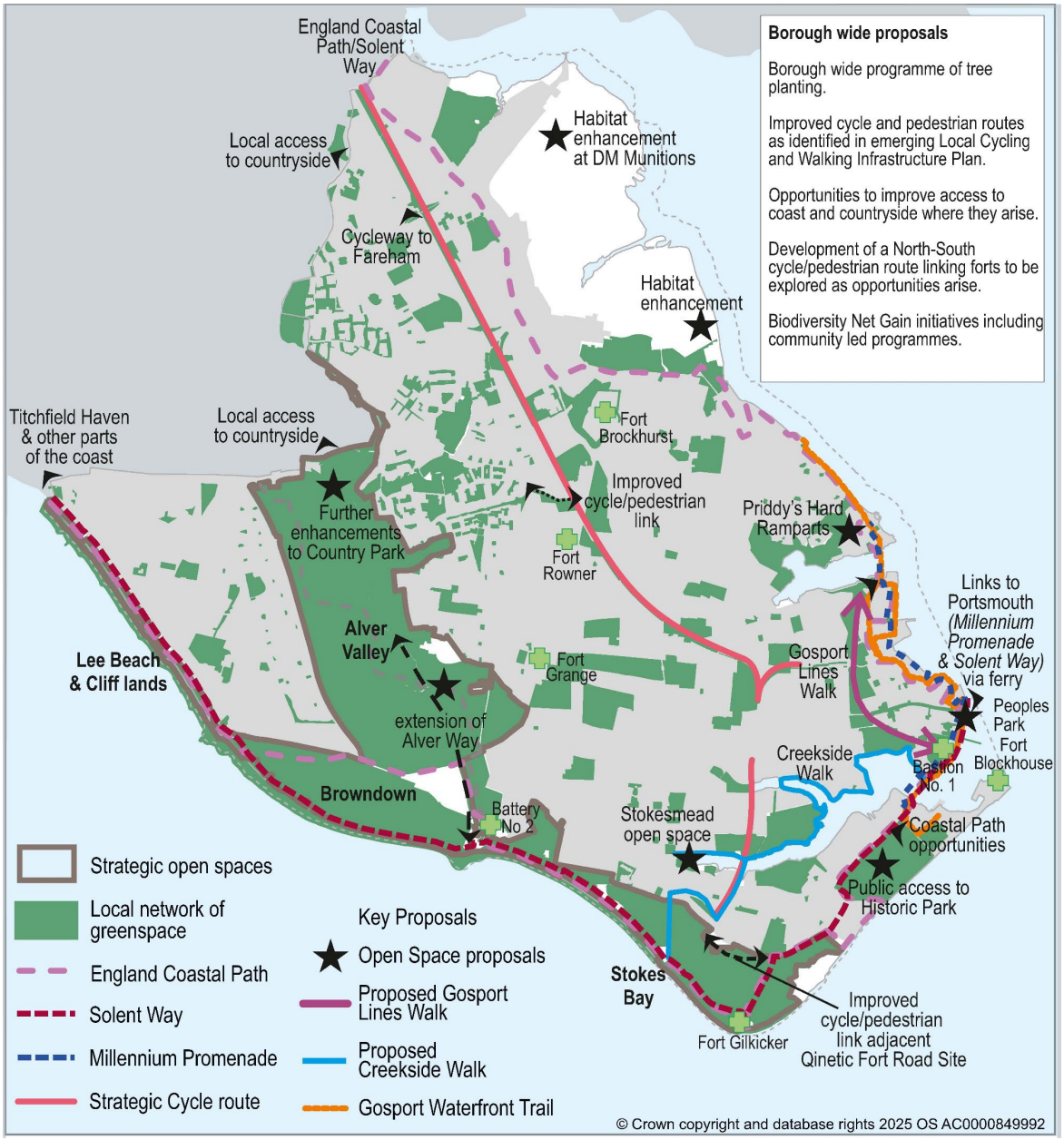
2.113 The NPPF defines green infrastructure (GI) as 'a network of multifunctional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity'. Amongst other features this includes the Borough's parks and gardens, including private gardens, large areas of open space such as the Alver Valley and Stokes Bay, the River Alver, amenity green spaces, Public Rights of Way, green corridors and trees and hedgerows.

2.114 Increasing the provision of GI can provide multiple benefits including enhanced biodiversity, improved air and water quality, reduce flood risk (such as natural flood management/flood storage), enhancing heritage, alleviating noise, and helping to adapt to climate change. In addition,

[57] www.gov.uk/guidance/natural-environment

evidence shows that access to green space can help reduce stress, fatigue, anxiety and depression[58]. It also encourages physical activity, boosts the immune system and may reduce the risk of chronic diseases such as asthma.

Plan 5: Green Infrastructure Network



[58] Evidence Statement on the links between natural environments and human health, University of Exeter and Defra, 2017; Urban Green Spaces and Health, World Health Organisation Regional Office for Europe, 2016, 9-10.

POLICY D4: GREEN INFRASTRUCTURE NETWORK

1. **The Borough aims to establish a comprehensive, high quality and multifunctional Green Infrastructure Network (GIN) throughout Gosport and, where possible, link into the green infrastructure networks of neighbouring districts. The network will be formed from a wide variety of green and/or open features, including the countryside, parks, gardens, public spaces, coastal fringes, watercourses, green verges, hedgerows and woodland. The approach will take into account the Local Nature Recovery Strategy for the area.**

2. **The GIN has the following overarching objectives linked to the relevant Local Plan policies:**

   a) **contributing towards the mitigation of the local impacts of climate change (Policy D1);**
   b) **supporting the maintenance and enhancement of multifunctional green infrastructure (Policy D4);**
   c) **protection and enhancement of the Local Ecological Network (Policy D5);**
   d) **enhancing local biodiversity through providing habitats for plants and animals, and corridors for their movement (Policies D5, LE5, LE6, LE7, and LE8);**
   e) **mitigating the risks and impacts of flooding (Policy D7);**
   f) **providing high quality recreation and sporting facilities for all through a range of open spaces (Policies D6 and LE1); and**
   g) **improving pedestrian and cycle routes (Policies D12 and DE3) and facilitating access to the countryside and coast, specifically long-distance routes including the Millennium Promenade, Solent Way, King Charles III England Coast Path and the National Cycle Network (Policy LE4).**

3. **The network will incorporate existing, enhanced and new green infrastructure. All developments should positively contribute, commensurate to their scale, to the improvement and expansion of the GIN by maximising as far as practicable:**

   a) **the amount of green infrastructure on the site, whilst having regard to the development needs of the Borough;**
   b) **the interconnectedness of green infrastructure within and around the site, and connections to the wider network, thereby helping to enhance key functions of the green infrastructure network;**
   c) **the multi-functionality of any green infrastructure, whilst ensuring it can properly fulfil its core functions;**

d) the quality of any green infrastructure, to ensure it can meet its various functions as effectively as possible; and

e) the suitable protection, maintenance and monitoring of green infrastructure.

4. Planning obligations or conservation covenants will be considered to secure green infrastructure and appropriate arrangements for long-term management and monitoring, as required.

5. Green infrastructure which is designed in accordance with 'Building with Nature' standards will be considered favourably.

EXPLANATION OF POLICY D4

Overall approach (Point 1 of Policy D4)

2.115 The Council will seek to develop a strategic Green Infrastructure Network (GIN) making use of all available green assets, and where possible linking up with cross-boundary networks in Fareham and other surrounding areas. The Council will work with relevant partners and the wider community to facilitate the implementation of the county Local Nature Recovery Strategy[59] which is required by the Environment Act 2021.

2.116 The Council is also working with the PfSH to support and deliver a sub-regional green infrastructure network which is set out in the South Hampshire Green Infrastructure Strategy 2017-2034 (PfSH 2018)[60] and the South Hampshire Green Infrastructure Implementation Plan (PfSH 2019)[61]. The strategy promotes a variety of strategic projects including enhancements to the Alver Valley Country Park, water quality improvements and directing recreational pressure away from sensitive Protected Sites. The Council will support the delivery of these strategic GI assets, including through securing developer contributions where appropriate.

Overarching objectives and protecting its integrity (Point 2 of Policy D4)

2.117 The delivery of the GIN links with a number of other policies within the Local Plan and help to deliver its overarching objectives. Proposals should ensure they fully consider the requirements of these linked policies and take advantage of opportunities to achieve multifunctional benefits from green infrastructure enhancements, where it does not harm other core objectives such as nature conservation.

[59] www.legislation.gov.uk/ukpga/2021/30/part/6/crossheading/local-nature-recovery-strategies/enacted
[60] www.push.gov.uk/wp-content/uploads/2018/08/South-Hampshire-GI-Strategy-2017-2034-FINAL.pdf
[61] www.push.gov.uk/wp-content/uploads/2019/08/South-Hampshire-Green-Infrastructure-Implementation-Plan-June-2019-.pdf

2.118 It is important that the integrity of the GIN 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 LE5–LE7.

2.119 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 GI 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 the wider network. This includes assessing the following potential functions:

- recreation and leisure;
- access and movement (e.g. cycleway/pedestrian links/wildlife corridor) (this should include consideration of how the proposal can assist in delivering the improvements in the Gosport Local Cycling and Walking Infrastructure Plan (LCWIP) and the Council's own 'Living List' of potential cycle and walking improvements);
- landscape/townscape setting;
- flood risk mitigation and water resource management;
- climatic benefits (shade, shelter and climate change mitigation);
- food and energy production; and
- habitat provision and access to nature.

All developments should contribute towards the GIN (Point 3 of Policy D4)

2.120 Opportunities to maintain and enhance the Borough's GIN need to be considered at the earliest stages of development. They should form an integral part of a proposal and take into account existing natural assets as well as considering the most suitable locations and types of new provision.

2.121 Measures should be commensurate to the scale of development proposed, and should primarily be delivered through on-site infrastructure, however additional off-site provision may be appropriate in certain circumstances.

2.122 **On-site provision:** It will be necessary for schemes to indicate how the proposed development intends to protect and enhance the Borough's GIN. On-site measures could include:

- retaining existing natural features;
- creation of areas managed for wildlife;
- planting of street trees and hedges of indigenous species and those which will cope with changing conditions (see Policy LE7);
- use of green roofs and walls;

- linking new development to existing and surrounding green infrastructure such as the Local Ecological Network (see Policy D5);
- enhancing the quality and multifunctionality of existing and surrounding green infrastructure; and
- the use of Sustainable Drainage Systems, where appropriate (see also Policy D7).

2.123 Such measures will need to be appropriately managed and maintained for a period of 30 years and be secured by the Council through an appropriate mechanism. In the case of Sustainable Drainage Systems, a longer term management scheme will be required as advised by Hampshire County Council as the Lead Local Flood Authority. It will be appropriate for some of these measures to be incorporated as part of the public open space standards outlined in Policy LE1, where it can be shown the measures have recreational value to the residents of the development.

2.124 **Off-site provision:** In some cases and particularly with larger developments, in addition to suitable on-site measures, it may be necessary to secure contributions towards the provision of off-site green infrastructure. The need for off-site provision will be informed by the latest evidence studies, DEFRA's Biodiversity Metric and/or advice from Natural England and the Environment Agency as part of the planning process. Such provision may be necessary to mitigate the impact of the development and could include:

- avoidance and mitigation measures in relation to an identified effect on internationally/nationally important habitats;
- ameliorating the impacts of climate change;
- securing a measureable biodiversity net gain;
- flood risk mitigation measures (for example, land associated with a balancing pond).

2.125 Developer contributions may be sought towards improving the Borough's Local Ecological Network and the delivery of other strategic green infrastructure projects, such as those listed within the latest PfSH strategies and other relevant strategies and evidence (included in the Further Information Box at the end of this section). The enhancement, restoration and creation of new green infrastructure and its management will need to be informed by the latest evidence and strategies.

2.126 **Maintenance:** As part of new developments it will be important that green infrastructure is appropriately managed and maintained. Such provision will need to be considered at an early stage and factored into the design and implementation, balancing the costs with the benefits. Engagement with the local community can assist with management plans and tailoring provision to local needs. Proposals should be accompanied with a suitable management plan 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.

Planning obligations and conservation covenants (Point 4 of Policy D4)

2.127 To ensure new green infrastructure is constructed and maintained at the required high standard, conditions, planning obligations and/or conservation covenants will be applied. Conservation covenants will need to be made between the landowner and a suitable 'responsible body', have a conservation purpose, and be for the public good[62]. Arrangements for the management and monitoring of the green infrastructure will need to be included.

Use of good practice guidance and standards (Point 5 of Policy D4)

2.128 Proposals that apply good practice guidance and suitable standards in the design of new green infrastructure will be considerably favourably. Accredited Building with Nature[63] proposals would satisfy this requirement, as an approved standard, however equivalents will also be considered.

Further information

South Hampshire Green Infrastructure Strategy 2017-2034 (PfSH, 2018)
www.push.gov.uk/wp-content/uploads/2018/08/South-Hampshire-GI-Strategy-2017-2034-FINAL.pdf

South Hampshire Green Infrastructure Implementation Plan (PfSH, 2019)
www.push.gov.uk/wp-content/uploads/2019/08/South-Hampshire-Green-Infrastructure-Implementation-Plan-June-2019-.pdf

Hampshire Local Nature Recovery Strategy (2025)
www.hants.gov.uk/landplanningandenvironment/nature-recovery-hampshire/hampshire-strategy

Gosport Biodiversity Duty Plan (2026)
www.gosport.gov.uk/GBLP2042

Mapping the Hampshire Ecological Network (HBIC, 2020)
https://documents.hants.gov.uk/biodiversity/MappingtheHampshireEcologicalNetworkFinalReport.pdf

Hampshire Countryside Access Plan 2015-2025 and its future replacement (HCC, 2015)
www.hants.gov.uk/landplanningandenvironment/countryside/accessplan

Countryside Access Plan for the Solent 2008-2013 (HCC, 2008)

[62] www.gov.uk/guidance/getting-and-using-a-conservation-covenant-agreement
[63] www.buildingwithnature.org.uk/

www.hants.gov.uk/landplanningandenvironment/countryside/accessplan

Solent Waders and Brent Goose Strategy (Hampshire and IOW Wildlife Trust et al 2020)
https://solentwbgs.files.wordpress.com/2021/03/solent-waders-brent-goose-strategy-2020.pdf

Building with Nature: Standards Framework 2.0 (BwN, 2021)
www.buildingwithnature.org.uk

Open Space Monitoring Report (2026) and supporting evidence
www.gosport.gov.uk/GBLP2042

Policy D5: Internationally and Nationally Important Sites and the Local Ecological Network

Introduction

2.129 This section relates to the preservation and enhancement of the Borough's Local Ecological Network including its biodiversity (see Box 4) and habitats. Policy D5 relates specifically to protected habitats and species as well as other important nature conservation features. It should be read in conjunction with Policy D4 which sets out the multiple beneifts of green infrastructure.

Box 4: 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 mitigation, 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.

Local context

2.130 The Local Ecological Network (LEN) of Gosport comprises international, national and locally designated sites of importance for biodiversity, local nature reserves, ancient woodlands and other priority habitats, veteran trees, important hedgerows, buffer zones, wildlife corridors and the stepping stones that connect them. Functionally linked land, sites identified as compensatory measures for adverse effects on biodiversity, areas identified for habitat restoration and creation, and sites with protected or notable species and their habitats also form part of the LEN. Sites could include playing fields, allotments, cemeteries, residential 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. There are a number of issues which affect the LEN and biodiversity and these are summarised in Box 5.

Box 5: Key issues relating to the Local Ecological Network and biodiversity[64]

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 wastewater and the potential consequences on water quality including the impact of nutrients on sensitive habitats;
  - increased air pollution particularly relating to increased traffic on sensitive species; and
  - 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.

[64] See Biodiversity and Geological Conservation Background Paper and evidence studies identified therein for further details: www.gosport.gov.uk/GBLP2042

2.131 The 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 main designations of the LEN are summarised in Box 6 and shown on Plan 6. Designations are identified in detail on the Policies Map.

Box 6: Summary of nature conservation designations

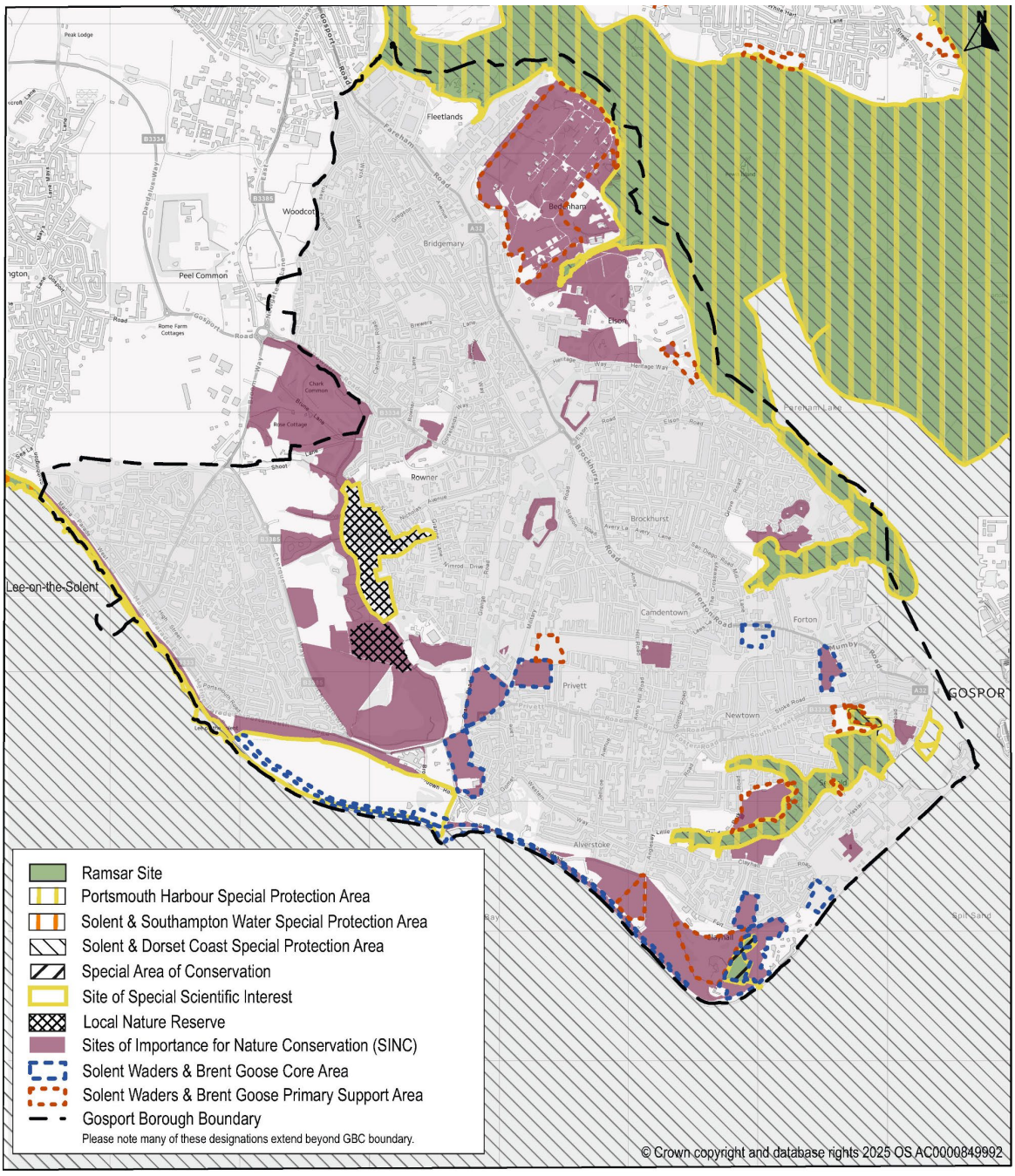
Internationally Important Sites The legal requirements for all nature conservation designations are set out in the Conservation of Habitats and Species Regulations 2017.	
Designation	**Sites**
Special Protection Areas (SPA) - SPAs are designated under the European Union Birds Directives and transposed into UK Law. This requires 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.	*Portsmouth Harbour Special Protection Area (SPA):* 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 and Portsmouth. *Solent and Dorset Coast Special Protection Area (SP*A): includes the Borough's Solent and Portsmouth Harbour coastline including the creeks, and is identified for its importance for feeding for various tern species.
Special Area of Conservation (SAC) - designated under the European Union Habitats Directive and transposed into UK Law which protects important wildlife habitats and the rare or threatened plants and animals they support.	*Solent and Isle of Wight Special Area of Conservation (SAC):* includes Gilkicker Lagoon within Gosport Borough. This is part of a larger designation which includes a series of saline lagoons around the Solent.
Ramsar Sites - designated as wetlands of international importance under the 1971 Ramsar Convention. Where the sites are identified for waterfowl interest, the criteria are similar to those for SPAs.	*Portsmouth Harbour Ramsar site*: covers the same areas as the Portsmouth SPA but has additional features of interest. *Solent and Southampton Water Ramsar Site*: includes the Gilkicker Lagoon, but 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 in Gosport.
Potential SPA, Possible SAC and proposed Ramsar are sites on which Government has initiated public consultation on the scientific case for designation and are given the same status as fully designated habitat sites (see Chapter 15 of the NPPF).	None at present.

Nationally Important Sites	
Designation	**Sites**
Sites of Special Scientific Interest (SSSI) - Sites are designated and protected under the Wildlife and Countryside Act 1981, as amended by the Countryside and Rights of Way Act 2000.	There are five SSSIs in the Borough: *Portsmouth Harbour* (also Ramsar and SPA) contains a number of important habitats including inter-tidal mudflats and marshes which support internationally important wetland bird species; *Gilkicker Lag*oon (also a Ramsar and SAC site) is a saline lagoon, which is a rare habitat and supports specialised species including several national rarities; *Browndown 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 (site 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 fossils.
National Nature Reserve	None at present in the Borough.

Locally Important Sites	
Designation	**Sites**
Sites of Important for Nature Conservation (SINCs) - identified by HBIC following an ecological assessment and considered by the Local Sites Panel which comprises Natural England, HCC and the Hampshire and Isle of Wight Wildlife Trust for ratification, in accordance with local sites guidance issued by DEFRA in 2006.	As at 1st April 2024 there are 39 SINCs ranging in size from Bedenham (85ha) to a site within Fort Grange (0.17ha). They include a range of habitats from moats to wooded areas.
Local Nature Reserves - 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).	There are two sites in the Borough, both in the Alver Valley Country Park: • the Wildgrounds (also a SSSI) • West of the River Reserves.
Undesignated sites - may include	There are found across the Borough

important nature conservation features which from part of the LEN such as those recognised in a Biodiversity Action Plan (see also Policy LE6-LE8).	(see Plan 6).

Plan 6: Nature conservation designations



2.132 Policy D5 sets out how development proposals will be considered in relation to the Local Ecological Network including the strategically important internationally and national significant habitats. Policies relating to other part of the LEN are included in the Local Environment Section (Policies LE5-LE8).

POLICY D5: INTERNATIONALLY AND NATIONALLY IMPORTANT SITES AND THE LOCAL ECOLOGICAL NETWORK

1. **Development which results in harm to the Local Ecological Network will not be permitted unless the need for, and benefits of the development outweighs the harm. If harm cannot be avoided measures which mitigate or compensate that harm will be required. Details are set out in the relevant policies for the following:**

   a) **Internationally important habitats (see 'Habitats Regulations' and Part 2 of this Policy);**
   b) **Nationally important habitats (see Part 3 of this Policy);**
   c) **Locally designated nature conservation sites (see Policy LE5);**
   d) **protecting species and other features of nature conservation importance (see Policy LE6);**
   e) **protecting tree, woodland and hedge coverage (see Policy LE7).**

   In addition opportunities should be taken to enhance the Local Ecological Network and deliver the Local Nature Recovery Strategy including securing measureable biodiversity net gain (see Policy LE8 and the policies cited above) and improving connections between sites.

2. **The integrity of internationally important sites will be subject to the highest level of protection as set out in the relevant international and national regulations, and development will need to take account of the following considerations:**

   a) **Development that will result in any adverse effect on the integrity of a designated international site will not be permitted unless it can be demonstrated that:**

      i. **there are no alternatives to the proposal;**
      ii. **there are reasons of overriding public benefit/interest;**
      iii. **compensatory provision is secured; and**
      iv. **the Local Planning Authority is satisfied that any necessary mitigation is secured such that in-combination with other development there will be no adverse effects on the integrity of the designated sites.**

   b) **Development which has the potential to have an impact on a designated international site will be subject to a Habitats Regulations Assessment to determine the potential for likely significant effects.**

c) 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. In addition other forms of development[65] may be required to mitigate recreational disturbance impacts. Where these measures cannot be provided development proposals will be refused, unless the applicant can demonstrate, subject to meeting the tests of the Habitats Regulations, there would not be a likely significant effect on the Solent Special Protection Areas.

d) Residential development proposals that are within the New Forest 15km zone of influence and are subject to a Habitats Regulations Assessment and/or an Environmental Impact Assessment, may be required to provide on-site mitigation and/or developer contributions towards reducing recreational pressure on the internationally important habitats of the New Forest.

e) Proposals that have a detrimental impact on Brent goose and/or wader feeding and roosting sites that support the functionality and integrity of the internationally important designated sites will be refused unless it can be satisfactorily avoided and/or mitigated in accordance with the Solent Waders and Brent Goose Strategy.

f) Proposals will need to demonstrate nutrient neutrality to avoid having a detrimental impact on the recognised features of the internationally important habitats. It is therefore necessary for developers to submit a nutrient budget in line with the latest guidance and deliver nutrient neutral development through:

- **i. achieving a water efficiency target of 110 litres per person per day (see Policy LE13);**
- **ii. prioritising on-site mitigation measures including the provision of green open space and Sustainable Drainage Systems where appropriate;**
- **iii. securing off-site strategic mitigation options, such as land offsetting, the creation of interceptor wetlands and enhancements to wastewater treatment works; and**
- **iv. delivering multifunctional benefits, where possible, including recreational and biodiversity enhancements and climate mitigation.**

3. Planning permission will not normally be granted for development if it directly or indirectly harms a Site of Special Scientific Interest and the following considerations will need to be taken into

[65] See provisions set out explanatory text and within the Solent Recreation Mitigation Strategy.

account:

a) Development that affects a Site of Special Scientific Interest will only be permitted where it has been demonstrated that:

i. the objectives of the designated area and overall integrity would not be compromised; or

ii. 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.

b) In the exceptional circumstances where development that affects a Site of Special Scientific Interest is permitted the 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.

4. Applications for development which could impact the Local Ecological Network should include adequate and proportionate information to enable an assessment of the implications taking into account the importance of the site in the designation hierarchy. They should also be supported by mitigation plans and/or compensation plans informed by the assessment of harm which would deliver a net gain for biodiversity and which set out the long-term management of any measures (see Policy LE8).

EXPLANATION OF POLICY D5

Overview

2.133 The importance of local ecological networks for biodiversity is recognised in the NPPF. It states that it is necessary to protect and enhance the natural environment including helping to improve biodiversity and promoting the establishment of coherent ecological networks that are more resilient to current and future pressures. It also advises that plans should take a strategic approach to maintaining and strengthening networks of habitats and green infrastructure and to plan across local authority boundaries. This includes the hierarchy of international, national and locally designated sites, wildlife corridors and the stepping stones that connect them.

2.134 Plans should promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity. Priority habitats and species are those

listed under Section 41 of the Natural Environment and Rural Communities Act 2006 and the UK Biodiversity Action Plan (UK BAP)[66].

2.135 The LEN is based on work undertaken by the Hampshire Biodiversity Information Centre (HBIC) on behalf of the Hampshire and Isle of Wight Local Nature Partnership (LNP) which includes local authorities and agencies such as the Environment Agency and Natural England. It has been informed by the environmental records held by HBIC and the plan will be regularly updated to take into account new survey information and changes to the network such as new designations and updated habitat mapping. A simplified version[67] is available on the Council's Policies Map webpage[68].

2.136 The LEN should not be viewed as a constraint to development and must be considered in conjunction with the other policies in the Local Plan including the other nature conservation policies. The network can be used to inform possible on-site and off-site impacts and the potential for enhancement as part of the development process.

2.137 The South Marine Plan (2018) (SMP)[69] is also of relevance with Policy S-MPA-1 supporting marine protected areas (such as SPAs and SACs) and ensuring that proposals will not affect their ecological coherence and resilience to climate change. In addition, Policies S-BIO-1, S-BIO-2, S-BIO3 and S-BIO-4 of the SMP relate to biodiversity conservation and enhancement within the marine environment, and require proposals to avoid, minimise and mitigate significant adverse impacts, while supporting enhancements, including to priority habitats.

Impact on the Local Ecological Network (Point 1 of Policy D5)

2.138 It will be necessary to ensure that development does not have a detrimental impact on the overall network. The assessment of the impact of development will need to take account of the relationship of the proposed development to components of the LEN both in terms of its proximity, the proposed end use and the impact of that use on it. The impact of any construction activity also need to be considered. Provisions for internationally and nationally important habitats are set out later in this policy and provisions for locally designated sites and protected species are considered further in Policies LE5, LE6 and LE7.

2.139 All development should adhere to a core environmental planning principle called the mitigation hierarchy. Under this approach, the starting point for all development is to avoid harm, and only if not possible, to progress through

[66] https://webarchive.nationalarchives.gov.uk/ukgwa/20140712055944/ and www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx
[67] Not all the features are shown on the plan due to issues of scale and consequently for more detailed information it will be necessary to consult HBIC directly.
[68] www.gosport.gov.uk/GBLP2042
[69] www.gov.uk/government/publications/the-south-marine-plans-documents

the options. Development which does not follow the mitigation hierarchy will be refused. It should be noted that the mitigation hierarchy is separate from any consideration under the Conservation of Habitats and Species Regulations 2017.

- Avoid: where possible habitat damage should be avoided;
- Minimise: where possible habitat damage and loss should be minimised;
- Remediate: where possible any damaged or lost habitat should be restored;
- Compensate: As a last resort, damaged or lost habitat should be compensated for.

2.140 The NPPF aims to facilitate development that makes a positive contribution in terms of reducing the fragmentation of wildlife sites and maximising the ecological linkages between them. Harm to the LEN can occur where:

- as a result of the development the quality of the existing ecological interest is diminished;
- the extent of an existing nature conservation site, wildlife corridor or stepping stone is reduced; and
- development impedes the functioning of the ecological network i.e. the potential for movement for wildlife within or through the network is impacted.

2.141 There are a number of ways in which the impact of development on the LEN can be mitigated and improvements to it achieved including:

- through the careful design of layouts to facilitate the movement of wildlife including retaining natural features on-site and areas for wildlife on-site;
- the use of new landscape planting informed by local biodiversity priorities; and
- inclusion of specific building features such as green roofs and walls, bat boxes, swift bricks and sparrow terraces.

2.142 The LEN mapping shows designated and local nature sites, as well as ecological opportunity areas derived from the LNRS ACB map (Areas that Could become of particular importance for Biodiversity (ACB))[70] (see Appendix 5) which highlights potential areas to be improved or managed in a way that can achieve biodiversity net gain.

2.143 Where new green infrastructure assets are to be provided their design should consider how biodiversity can be incorporated without compromising their primary function.

[70] www.gosport.gov.uk/GBLP2042evidence

2.144 The Environment Act 2021 established the Local Nature Recovery Strategies (LNRS), which is a new system of spatial strategies for nature which will cover the whole of England. Hampshire County Council has prepared an LNRS (2025) for the County[71]. Therefore development proposals should accord with its principles and proposals.

Internationally Important Habitats (Point 2 of Policy D5)

Overview (Point 2a-b of Policy D5)

2.145 The Borough has five internationally important designations which are shown on the Policies Map and summarised in Box 6.

2.146 In addition to the cross-boundary designations, the Council is minded that development in the Borough in-combination with other developments in the sub-region may in certain circumstances have an effect on other international designations. An example is the Solent and Southampton Water SPA which is adjacent to 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.

2.147 In relation to internationally important sites the Government's Conservation of Habitats and Species Regulations 2017[72] (commonly referred to as Habitats Regulations), which transposes the European Union Habitats Directive into national law, is of relevance. It is a requirement for each local planning authority to conduct a Habitats Regulations Assessment (HRA) of relevant development plan documents. 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.The latest HRA for the Local Plan can be viewed on the Council's website[73].

2.148 Developers should refer to the Habitat Regulations in instances where a proposal may impact upon the integrity of such sites. Policy D5 reinforces the significance of this issue and includes specific local considerations (such as recreational disturbance and nutrient neutrality) 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.

[71] https://consult.defra.gov.uk/land-use/local-nature-recovery-strategies/
[72] The Conservation of Habitats and Species Regulations 2017 consolidates various amendments made to the Conservation and Habitats and Species Regulations 2010 and the Conservation (Natural Habitats, &c.) Regulations 1994.
[73] www.gosport.gov.uk/GBLP2042

2.149 Any proposal which may have a significant effect upon a Protected Site, 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.

2.150 There is potential for development in close proximity to internationally important habitats to have site specific impacts on those habitats and their qualifying features. This could occur through, for example, construction noise and construction pollution, or as a result of shortened Brent goose and wader sight-lines. Mitigation for site specific impacts during construction and / or operation will be required in the form of a Construction Environmental Management Plan (CEMP) or sensitive design in the scale, form, massing and layout. Table 4.2 of the HRA report identifies which measures are applicable to each of the Plan's site allocations.

Recreational disturbance (Point 2c of Policy D5)

2.151 It is estimated that 147,500 new homes are planned around the Solent up to 2050[74]. Research has shown that these will lead to more people visiting the coast for recreation which will create additional disturbance to internationally protected birds of the SPAs and have a detrimental impact on their survival and breeding rates. In order to address this issue, the Bird Aware Solent partnership was set up which includes Natural England, the local authorities around the Solent, relevant harbour groups and the RSPB. A Strategy was published in 2017 and then revised in 2024[74] which sets out key issues, the research undertaken, and how the identified disturbance can be avoided or mitigated.

2.152 Natural England[75] have made it clear that the 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 therefore expects all residential development within a 5.6km 'Zone of Influence', which includes Gosport Borough in its entirety, contributes towards the avoidance and mitigation measures.

2.153 The Strategy aims to prevent bird disturbance from recreational activity which it seeks to do through a series of management measures which actively encourage all coastal visitors to enjoy their visits in a responsible manner rather than restricting access to the coast or preventing activities

[74] Bird Aware Solent Revised Strategy (Bird Aware Solent 2024): https://birdaware.org/solent/about-us/our-strategy/revised-strategy-2024/
[75] NE's letter dated 31 May 2013 Planning application affecting Solent Special Protection Areas'
See Document LP/E2/2 on the Council's Local Plan evidence page: www.gosport.gov.uk/localplan2029

that take place there. It is therefore considered an effective and efficient mechanism for developers to use.

2.154 The Strategy deals with all new residential development and in this context includes net new dwellings created through the sub-division of existing dwellings, second homes, dwellings to be used as holiday accommodation, self-contained student accommodation[76] and new accommodation approved through the Town and Country Planning (General Permitted Development) (England) Order 2015, where provision is made to ensure that such proposals need to comply with the Habitats Regulations.

2.155 The need for mitigation for the recreational impact of other types of residential accommodation such as residential accommodation designed specifically for elderly people or new hotels or other tourist accommodation will be assessed on a case-by-case basis by the Local Planning Authority. The key test is based around the likelihood of the proposed development generating additional recreational visits to the SPA. Further details are set out in the Bird Aware Strategy.

2.156 The Council has produced the *Gosport Bird Disturbance Mitigation Protocol*[77] which is regularly updated setting out the latest agreed financial contributions of the scheme for each size of dwelling as well as arrangements for payment and other background information. The contribution is increased on 1st April each year in line with the Retail Price Index.

2.157 It is important to recognise that there is no obligation for a developer to make contributions towards the Bird Aware Solent scheme and it is open to them to pursue other ways to mitigate the effects of their scheme. Such schemes will be subject to assessment under the Habitats Regulations as to their suitability and effectiveness and will need to provide mitigation that is funded in-perpetuity. Such stand-alone schemes should not rely solely on measures put in place within the development.

2.158 In some instances an individual scheme, when accounting for their scale or particular location with the SPA, may need a site-specific package of mitigation measures in addition to the financial contribution required for the in-combination effect covered by the Bird Aware Strategy. For example, a very large scheme could have a disproportionate impact on a particular sensitive section of the coast. The Council, with advice from Natural England, will consider the mitigation requirements for such proposals on a case-by-case basis. Developers are encouraged to hold early discussions with the Council on the mitigation which will be needed for such schemes.

[76] In the case of self-contained student accommodation the Strategy does allow for a case by case approach to be taken due to particular characteristics as set out in the Strategy.
[77] www.gosport.gov.uk/internationalsites

New Forest recreational impacts (Point 2d of Policy D5)

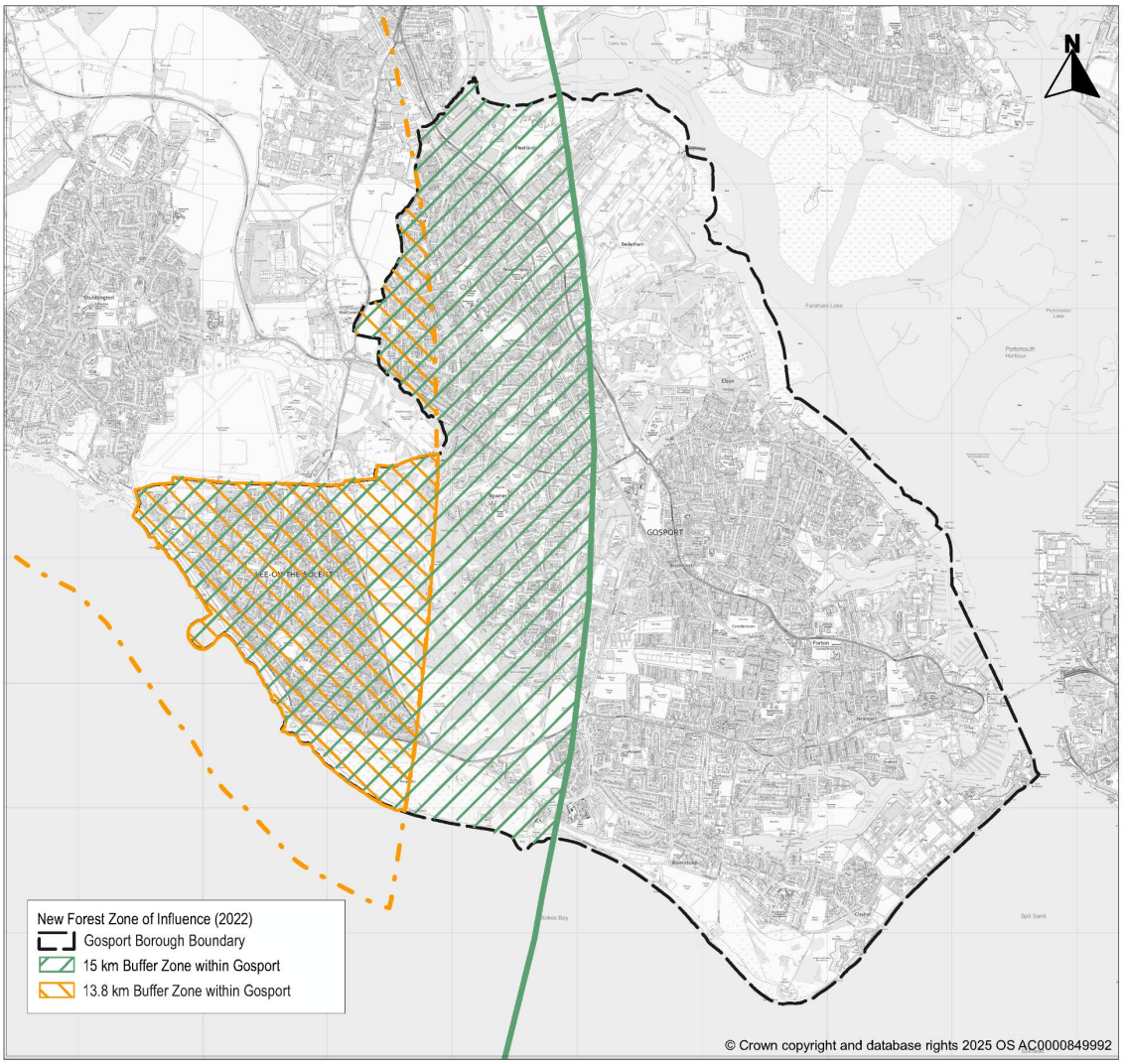
2.159 In 2018 a coalition of local authorities, working with Natural England and Forestry England, supported with Government funding, commissioned research into the recreational disturbance impacts of future development in the sub-region on the designated habitats within the New Forest. The report, provided by Footprint Ecology in February 2021[78], utilised visitor data to build a picture of existing travel movements to the New Forest from surrounding areas[79].

2.160 The report concludes that the majority of visits to the designated sites of the New Forest occurred from visitors living within a 'zone of influence' of 13.8km. Furthermore, additional housing growth within this zone would trigger likely significant effects on the designated sites from increased recreation and therefore mitigation would be required.

2.161 Gosport falls just outside the 13.8km zone of influence however the report also recommends that large developments of 200 or more dwellings within an enlarged 15km 'zone of influence', should be subject to project-level Habitats Regulations Assessment and may also need to provide mitigation. As shown in Plan 7 the 15km zone bisects the Borough and therefore relevant large developments within this area may need to provide mitigation on a case-by-case basis, in consultation with Natural England. Such mitigation could take the form of high quality local greenspace or contributions toward strategic mitigation schemes.

[78] www.newforestnpa.gov.uk/app/uploads/2021/08/New-Forest-zone-of-influence-report-2021.pdf
[79] www.newforestnpa.gov.uk/conservation/managing-recreation/managing-recreation/research-into-recreational-use-of-the-new-forests-protected-habitats-footprint-ecology-2020/

Plan 7: New Forest 15km zone of influence



Feeding and roosting sites that are functionally linked to the internationally important designated sites for Brent goose and waders (Point 2e of Policy D5)

2.162 There are a number of terrestrial sites, used by Brent geese and waders, which are located outside of the Solent SPAs but as these sites are frequently used by SPA species (including qualifying features and assemblage species) support the functionality and integrity of the designated sites. The land in many instances significantly contributes towards the SPAs conservation objectives. The use of such sites is functionally linked for feeding and roosting. Such sites in Gosport include playing fields and parks or grasslands within Ministry of Defence sites. Developments on, or adjacent to, these areas can have an impact on the SPAs which may be additional to the impacts set out above.

2.163 The Solent Waders and Brent Goose Strategy[80], prepared by Natural England and a range of other organisations[81], includes guidance on mitigation and off-setting requirements. The guidance document for the Strategy identifies the areas of supporting habitat and grades them into five categories[80]: Core Areas; Primary Support Areas; Secondary Support Areas; Low Use Sites; and Candidate Sites.

2.164 Proposals on or adjacent to such sites must be assessed in accordance with the Habitats Regulations in order to determine the levels of impact the development proposal will have alone and/or in-combination with other plans and projects. Suitable avoidance and mitigation measures will be required depending on the category of the Brent goose/wader site, proportionate to its use by the Solent SPA bird population. The relevant measures are set out in the guidance and must be put in place prior to development taking place and be confirmed through a legal agreement.

2.165 Candidate Sites contain some record of Brent geese or wader use, but further surveys will be necessary to determine the classification of these sites. To confirm the classification of a Candidate Site, the following amount of survey data will be required:

- two consecutive years survey where there has only been one survey to date.
- one year survey where there have been two or more surveys to date.

2.166 Surveys should follow a suitable survey methodology (such as the one set out in the Solent Waders and Brent Geese Strategy) and suitable bodies should be consulted throughout the process.

Nutrient neutrality (Point 2f of Policy D5)

2.167 Since 2019, Natural England have been issuing guidance that under the Habitat Regulations all new developments in the Solent must be 'nutrient neutral' so as not to contribute towards eutrophication at protected sites.

2.168 As such, all residential proposals and those which include overnight accommodation[82] will be required to submit a nutrient budget alongside their submission. There may also be some commercial or industrial projects which would cause an increase in nitrogen discharges and would be subject to a case-by-case approach.

2.169 A nutrient budget should be drawn up according to the latest Natural England guidance[83], and be accompanied by a statement on how nutrient

[80] https://solentwbgs.wordpress.com/
[81] Including the Hampshire and Isle of Wight Trust, RSPB, Hampshire County Council ecologist and the Eastern Solent Coastal Partnership (now called Coastal Partners).
[82] This includes hotels, tourism accommodation, student accommodation and naval accommodation.
[83] www.gosport.gov.uk/article/1888/Nutrient-Neutrality

mitigation (if required) will be secured and provided prior to the occupation of the development. The delivery of this mitigation will be secured through a Section 106 agreement and planning conditions, as necessary.

2.170 Suitable mitigation will include residential development achieving a high level of water efficiency of 110 litres per person per day as required by Policy LE13. Priority should be given to on-site mitigation measures where available, including land use change and Sustainable Drainage Systems, where appropriate and effective. Off-site measures include land offsetting schemes, the creation of interceptor wetlands and enhancements to wastewater treatment works.

2.171 Where wetlands are proposed within a mitigation strategy, a bespoke approach is required with specialist input, preferably from an accredited member of the Constructed Wetlands Association[84]. Designs will need to take into account the hydraulic loading rates (HLR), inlet N concentrations, temperature and geomorphology to ascertain accurate N removal efficiency rates.

2.172 In many instances in the Borough, particularly brownfield sites, it will be necessary for developers to secure off-site measures. The Council has entered into legal agreements with landowners who have made their land available for nutrient mitigation, and who have received approval from Natural England. The Council with PfSH partners is continuing dialogue with other landowners about the prospect of bringing further mitigation proposals forward. PfSH can also provide developers with a list of third party schemes which can deliver nitrate credits as part of a land off-setting scheme within the catchment area[85].

2.173 Where possible, nutrient mitigation schemes, both on and off-site, should seek efficient use of land and deliver additional multifunctional benefits. This could include providing recreational space, biodiversity gain, climate mitigation, or enhancing the landscape. Schemes that maximise the use of multifunctional benefits will be considered favourably.

2.174 Further details can be found on the Council's webpage[86] and in the Natural England guidance.

Nationally important habitats - Sites of Special Scientific Interest (Point 3 of Policy D5)

2.175 The Borough's Sites of Special Scientific Interest (SSSIs) 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

[84] www.constructedwetland.co.uk
[85] www.push.gov.uk/work/mitigation-schemes-available-to-developers
[86] www.gosport.gov.uk/article/1888/Nutrient-Neutrality

part of five SSSIs which are outlined in Box 6 and defined on the Policies Map.

2.176 The 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 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 a 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 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.

Supporting information (Point 4 of Policy D5)

2.177 Proposals should be informed by proportionate information on the biodiversity interests of the site and adjoining area including an assessment of a site's significance towards the functioning of the Local Ecological Network (LEN). Developers are encouraged to engage with the Local Planning Authority at an early stage in the process to ensure that the potential implications of the LEN are taken into account in the preparation of proposals.

Policy D6: Gosport Strategic Open Spaces

POLICY D6: GOSPORT STRATEGIC OPEN SPACES

1. **The Gosport Strategic Open Spaces (GSOS) comprises the Alver Valley, Browndown, Stokes Bay and Lee Beach and Clifflands. These key open spaces are the green heart of the Borough offering significant community, education, health and nature conservation benefits to residents of Gosport, Lee-on-the-Solent and visitors alike. The Gosport Strategic Open Spaces will be protected and enhanced to assist in achieving the Borough's aim of being a healthier place for all.**

2. **The Alver Valley will continue to be promoted as a Country Park in line with the latest Alver Valley Country Park Strategy[87] offering community, education, health and nature conservation benefits, a range of informal recreational opportunities and limited associated commercial uses appropriate to its setting outside the urban area. Planning permission will be granted for suitable new or improved facilities or infrastructure improvements to support the enjoyment of the Alver Valley as a Country Park. Planned development proposals include visitor and education facilities, and complementary and ancillary uses suitable for the Country Park setting.**

3. **Browndown, Stokes Bay and Lee Beach and Clifflands are highly valued designated environmental assets for the local community and will retain their role as accessible open space, throughout the plan period. In the case of Browndown it is recognised that MoD requirements take priority.**

4. **The following sites are also included within the Gosport Strategic Open Space:**

   a) **the portion of Lee-On-The-Solent Golf Club located within the Borough; and**
   b) **the open space associated with the River Alver between Brune Way and Rowner Road.**

5. **The Council will support the following proposals and work with partners where appropriate to assist with delivery:**

   a) **the completion of a dedicated off-road cycle and pedestrian route between Lifeboat Lane and Fort Road car park utilising land along the southern edge of the former Qinetiq Fort Road site;**

[87] www.gosport.gov.uk/avcpmanagement

b) the extension of the Alver Way northwards through the Alver Valley and links northwards; and southwards through Browndown to the Battery West Car Park;

c) improvements to the River Alver drainage network to reduce the impact of flooding events on country park visitors; and

d) integration of existing playing fields (often referred to as the Polo Field) between Grange Road and Privett Road into the Alver Valley Country Park should the field be no longer required by HMS Sultan.

6. Within Browndown and Stokes Bay, the following sites are identified for redevelopment and allocated in this Local Plan:

a) Fort Gilkicker and Land south of Fort Road (Policy A2); and
b) Browndown Camp (Policy A5).

7. All development proposals within the Gosport Strategic Open Spaces should seek to address the following criteria:

a) provision of new and/or enhanced walking and cycling links and public transport connections in accordance with Policy D12;

b) delivering landscape-scale biodiversity enhancement in accordance with Policy D5;

c) ensuring the coastal and rural landscapes are protected and enhanced through appropriate design in accordance with Policy D9;

d) protecting and enhancing heritage assets and ensuring people have the opportunity to learn of its history in accordance with Policy D10;

e) ensuring that development avoids and reduces the risks from flooding and impacts on coastal processes and that flood risk is not increased elsewhere as a result in accordance with Policy D7; and

f) accord with relevant policies related to international, national and local nature conservation designations in accordance with Policy D5.

EXPLANATION OF POLICY D6

Overview (Point 1 of Policy D6)

2.178 The Alver Valley, Browndown, Stokes Bay, and Lee Beach and Clifflands are by far the largest area of open space in the Borough and a significant

undeveloped gap between Gosport and Lee-on-the-Solent and form the Gosport Strategic Open Spaces (GSOS). It is the Borough's objective to retain, protect and enhance these precious assets for future generations as public open space with a range of recreational opportunities in locations compatible with the objectives of protecting wildlife and enhancing habitats.

Alver Valley Country Park (Point 2 of Policy D6)

2.179 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 been completed. The Alver Valley encompasses a great diversity of habitats and landscapes including wetlands, woodlands and grasslands. It is an important corridor linking the open land to the north with the coast. Much of the Alver Valley is now accessible to the public and owned or controlled by the Council. The Alver Valley is identified by PfSH as being of sub-regional significance representing a strategic element of the South Hampshire Green Infrastructure Network. It has also been identified as a Suitable Accessible Natural Greenspace (SANG) and consequently is considered as one of a network of sites that can help deflect recreational pressure from sensitive habitats.

2.180 The Council adopted a strategy for the Alver Valley Country Park in April 2014[88]. The strategy includes the following vision which Point 2 of Policy D4 seeks to support the delivery of:

The Alver Valley Country Park will be an interesting and exciting natural location for all the community incorporating a variety of recreational and educational activities for the whole community. It will be a place for having fun, exercising, exploring and socialising. More local residents and others in South Hampshire will be able to enjoy all the Country Park has to offer and utilise the enhanced facilities and services. The Country Park will be a well-managed, safe and desirable place to visit.

It will offer wildlife experiences and splendid views across the Solent, the Borough of Gosport and beyond. Habitats will continue to be managed and where possible enhanced; and the net increase of biodiversity will be integral to the establishment and ongoing management of the Country Park. Heritage assets will be managed, their significance understood and this will be communicated to visitors.

2.181 Visitor numbers to the Alver Valley have been increasing and there is significant potential to further 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

[88] www.gosport.gov.uk/avcpmanagement

lengths of journeys. The Country Park will also promote healthy living which can potentially reduce certain health problems evident within the Borough.

2.182 Since the GBLP 2011-2029 was adopted in 2015 there have been a number of improvements delivered in the Country Park. These include:

- a new garden centre with a café, toilets, and other visitors facilities located at the Grange Farm Gateway;
- provision of two new car parks at the East and West Gateway with interpretation panels and attractive landscaping;
- the creation of new trails and routes including a spine route through the park for cyclists;
- the development of a major play area at the Western Gateway with a toilet block and food and drink facility;
- creation of a major BMX track with associated pump cycling track; and
- biodiversity enhancements.

2.183 In 2022, the Council purchased land within the Alver Valley Country Park which had been used by a gun club. The Council will be restoring the land and integrating it into the country park, this will include contamination remediation, biodiversity enhancements and access improvements.

2.184 The Council will support other appropriate visitor and educational facilities, and complementary and ancillary uses suitable for the Country Park setting in accordance with the latest Alver Valley Country Park Strategy. Such facilities can provide space for activities and events which increase footfall and encourage a wider range of visitors to the Park.

2.185 It is important that the proposed limited new buildings and car parking in the Alver Valley do not increase surface water run-off and that Sustainable Drainage Systems are incorporated where appropriate which can also assist with local biodiversity. Due to the site's history as a landfill site it will be necessary to undertake an assessment for each proposal in order to establish the nature and extent of contamination and ensure that proposals and associated drainage systems do not act as a pathway for pollutants. For example soakaways in areas of contamination would not be acceptable due to the risk to the water environment. Practicable and effective measures will be required to treat, contain or control contaminants to protect proposed users or prevent the spread of contamination to adjacent land or cause pollution to groundwater, the River Alver and the Solent.

Protecting Browndown, Stokes Bay and the Lee Beach and Clifflands (Point 3 of Policy D6)

Browndown

2.186 Browndown is a vegetated shingle beach with associated habitats to the south of the Alver Valley Country Park, adjacent to the coast at the eastern

end of Lee-on-the-Solent. It has had various uses over time including military training and farming. In 1987 the Browndown site was designated a Site of Special Scientific Interest (SSSI).

2.187 In 1990 Browndown was included in the MoD list of managed conservation areas. The area is still used by the armed services for training purposes including on-shore amphibious landings as well as emergency fuel handling. The ranges at Browndown are open to the public when not in use by the military for various day and night exercises.

Stokes Bay

2.188 The shoreline of Stokes Bay is a crescent-shaped, south-west facing shingle beach, running from Browndown Point at its north-west end to Gilkicker Point in the south east. Behind the beach is a low-lying open area that was formerly a tidal marsh. Stokes Bay is now characterised by a mixture of suburban and seaside development. It also retains evidence of an unusual variety of historically-significant coastal defences that were built between the late 16th and the mid-20th century such as Number 2 Battery which now accommodates the Diving Museum, Fort Gilkicker and Fort Monckton. It also retains a number of areas significant for wildlife including the Gilkicker Lagoon SAC.

2.189 The Council designated the Stokes Bay area as a Conservation Area in 2023 and produced the Stokes Bay Conservation Area Appraisal (July 2023)[89]. The appraisal sets out that the number and scale of open spaces is a primary component of the area's special interest. Many of the spaces, along with the habitats and species within them, owe their survival and/or origin to the historical land uses of the area and in particular military uses. These open spaces include former parkland and gardens, a managed grassed golf course, natural grasslands, lagoon and shingle shoreline.

Lee-on-the-Solent Beach and Clifflands

2.190 Lee-on-the-Solent beach and clifflands is a long narrow area between the shoreline and the built-up promenade. The beach is a shingle bank and faces south-west over the Solent towards the Isle of Wight and the New Forest. Above the beach is the promenade which forms part of the Solent Way and King Charles III England Coast Path. The area plays an important role in maintaining an open character in Lee.

Additional areas within the GSOS (Point 4 of Policy D6)

2.191 Lee-on-the-Solent Golf Club is located north of the Alver Valley Country Park, partly in Gosport Borough and partly in Fareham Borough. The portion of the golf club within Gosport is included within the GSOS to provide

[89] www.gosport.gov.uk/conservation-area-appraisals

additional protection to this area as open space. The area is partly covered by a Site of Importance to Nature Conservation (SINC) designation.

2.192 North and east of the golf club is an L-shaped area of land that forms a partly open corridor between two tree belts. This area includes the River Alver. The area is covered by a Site of Importance to Nature Conservation (SINC) designation. The Council considers that this area has significant potential to provide an off-road pedestrian and cycle route between Brune Way and Rowner Road.

Proposed enhancements to the GSOS (Point 5 of Policy D6)

2.193 The Borough has four improvement projects it will seek to bring forward in the plan period with regard to the GSOS.

Land between Fort Road car park and Lifeboat Lane

2.194 The first project is to provide a dedicated off-road cycle and pedestrian route between the Fort Road car park and Lifeboat Lane. Land is safeguarded to enable the provision of this route in Policy A6.. Any redevelopment proposals on the former Qinetiq Fort Road site (see Policy A2) must also take account of this. The scheme is included in the Council's 'Living List' of Local Cycling and Walking projects which is linked to Hampshire County Council's Local Cycling and Walking Infrastructure Plan[90].

The Alver Way

2.195 The second project relates to the extension and enhancement of the Alver Way which links the Apple Dumpling Bridge within the Alver Valley to Stokes Bay. Where the opportunity arises it is proposed to extend the route northwards through the Country Park. The route would then extend northwards linking with green infrastructure improvements in the Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap. Similarly there may be opportunities to extend the route south of Browndown Road on the west side of the river through Browndown itself to the shoreline and Stokes Bay.

Alver Valley Outfall

2.196 The third project is to improve drainage in the Alver Valley because of the extent of localised flood events caused by periodic blockages of the Alver outfall at Stokes Bay. This will be delivered through a beach management scheme and an enhanced management regime of removing shingle from the outfall.

[90] Gosport LCWIP: www.hants.gov.uk/transport/strategies/transportstrategies Gosport Borough Council Living List: www.gosport.gov.uk/GBLP2042

HMS Sultan Playing Fields

2.197 The fourth project is to integrate the playing fields at the southern end of HMS Sultan, if that site is released, within the Alver Valley. This would be a very long-term project and would likely necessitate improved pedestrian access across Grange Road and Privett Road. Proposals would be centred on continuing sports use on grass pitches and ensuring the core Brent Goose habitat is maintained. It is likely that further measures could be introduced to enhance biodiversity on the site.

Allocated sites (Point 6 of Policy D6)

2.198 All three sites are allocated for development in Policies A2 and A5 for the following uses.

Leisure and tourism

2.199 Browndown Camp is a former MoD site immediately south of the Alver Valley. It is considered to be an appropriate site for outdoor leisure use or non-permanent holiday accommodation (tents, touring caravans, motor-homes and self-catering cabins). Suitably-scaled ancillary facilities could also be acceptable. Further detail is set out in Policy A5.

Residential or Commercial Development

2.200 Fort Gilkicker is located at Stokes Bay overlooking the Solent. The fort has a particular landmark quality due to its unique architecture and physical dominance as a result of its height, scale and position. Fort Gilkicker is considered to be a suitable site for residential uses which retains and enhances the heritage assets. Further detail is set out in Policy A2.

Mixed-use – Residential, Access and Public Open Space

2.201 The former Qinetiq Test Centre is a brownfield site of approximately 9.0ha south of Fort Road. The site has been vacant since 2012 and has over 3,500 sqm of buildings across the central portion of the site which also includes a Scheduled Monument. The outer portions of the site are designated as open space in the current Local Plan. The Council considers that the central portion of the site is suitable for new housing, subject to the protection and enhancement of heritage assets. In conjunction with this housing a new off-road route should be provided. The residual area of open space should also be made publicly accessible and this will be secured through a suitable planning obligation. Further detail is set out in Policy A2.

Design and development considerations (Point 7a-f of Policy D6)

2.202 Point 7 links to more detailed policies in the Local Plan which aim to secure improved outcomes in terms of walking and cycling, public transport

connections, biodiversity enhancement, landscape improvement and high quality design, heritage assets, community facilities, flood risk and designated environmental sites.

2.203 It is clear that within the GSOS the design of new buildings and spaces, and routes within and between them are vitally important to encourage positive physical and mental health benefits as well as prevent accidents and encourage active lifestyles.

Plan 8: Gosport Strategic Open Spaces



Policy D7: Flood Risk and Coastal Erosion

Introduction

2.204 Flood events are becoming more frequent in the UK and the effects of climate change over the longer term mean managing flood risk and coastal erosion is an increasingly important issue in planning for development and determining planning applications. Effective management of this risk can be achieved through locational choices, and where necessary, ensuring that appropriate water management and mitigation measures are put in place to protect the development and the wider community.

Box 7: 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% or less).

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.

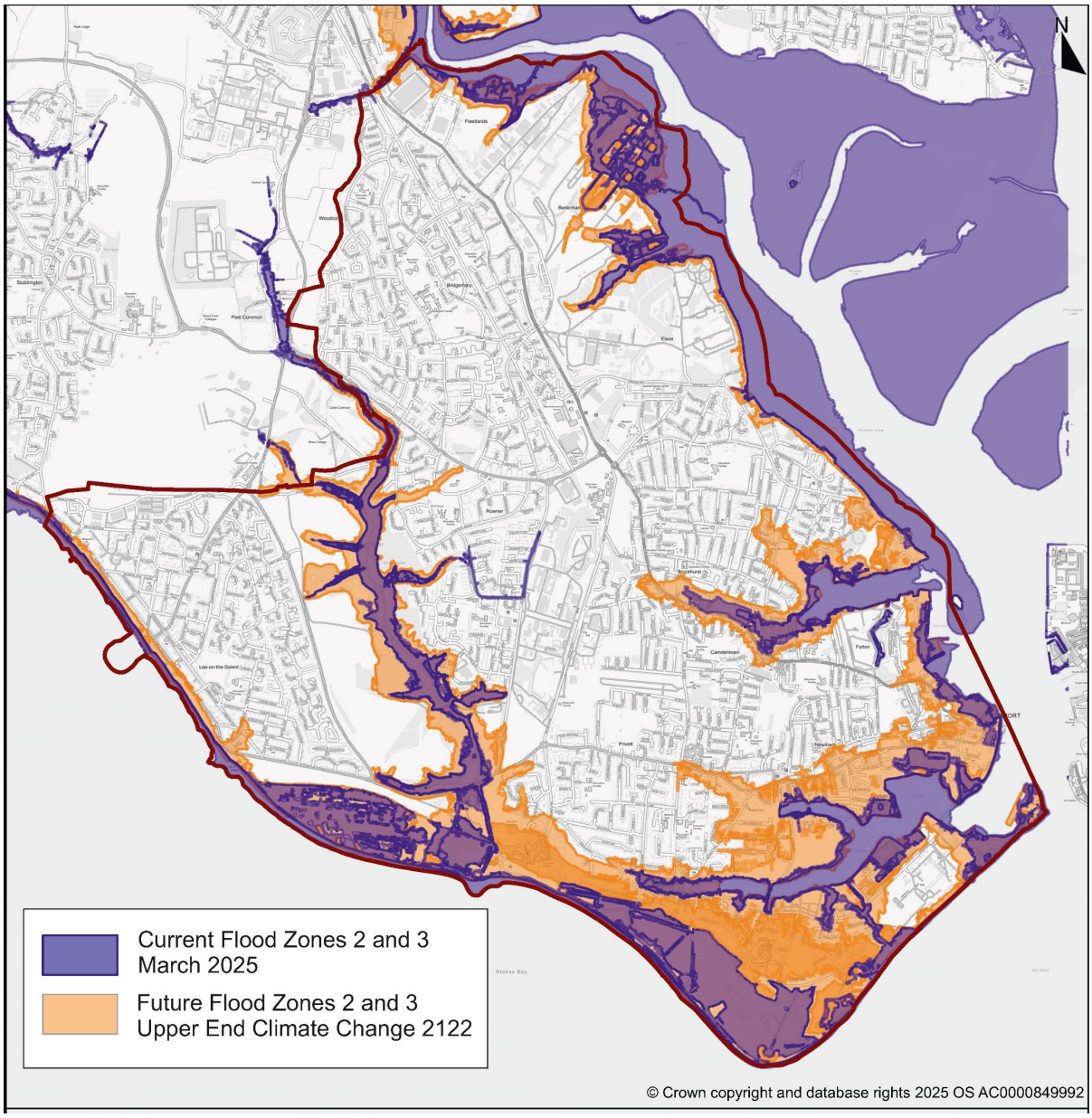
Flood Zone 3 is the highest risk area and is land assessed as having 1 in 100 years or greater annual probability of river flooding (1% or greater) or a 1 in 200 or greater annual probability of flooding from the sea in any year (0.5% or greater)[91].

Local context

2.205 Flood risk is a very important issue for the Borough given its coastal location. A total of 362 hectares of land is located within Flood Zones 2 and 3 representing 13% of the Borough's land area (see Plan 9). It is important that the risk to development from flooding is minimised through the protection of the natural floodplain and the tidal regions.

[91] Flood Zones defined in Planning Practice Guidance: www.gov.uk/guidance/flood-risk-and-coastal-change

Plan 9: Flood Zones



POLICY D7: FLOOD RISK AND COASTAL EROSION

1. **The Council will expect development proposals in areas at risk of flooding (from all sources), either in the present day, or in the future, to demonstrate that they are necessary and can be made safe for their lifetime without increasing the risk of flooding elsewhere in accordance with the NPPF.**

2. **For development proposals on sites where there is an identified flood risk within Flood Zones 2 and 3 (either in the present day, or in the future) not allocated in the Local Plan, it must be clearly demonstrated that where this is required, 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.**

3. **A site-specific Flood Risk Assessment (FRA) will be required for development proposals on those sites which are 1 hectare or more[92] in Flood Zone 1 and for all development on land within Flood Zones 2 and 3. Proposals on land identified in the Council's SFRA as being at increased risk of flooding in the future (e.g. currently in Flood Zone 1 but identified as being in Flood Zone 2 or 3 in the future) must also be accompanied by an FRA.**

   The FRA must clearly demonstrate:

   a) **flood risk now and in the future from all sources of flooding is taken into account (using the latest climate change projections); and**
   b) **the proposal is designed to be safe throughout its design life including where appropriate incorporating suitable flood resistance and resilience measures; and**
   c) **safe access and escape can be achieved; and**
   d) **any residual risks can be safely managed.**

   In exceptional circumstances where this is not possible to achieve, clear and detailed justification as to why this is the case will be required to be submitted for consideration by the Council. All proposals will be assessed on a case-by-case basis to ensure developments can be made safe for their lifetime. 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 Risk Emergency Plan will need to be submitted with the development proposal.

[92] Footnotes 62 and 63 of the NPPF (2024) (or equivalent) also apply in cases where a site-specific Flood Risk Assessment would be required for development proposals of less than 1 hectare.

4. **All new development must ensure there will be no net increase in surface water run-off.**

5. **Proposals for development should incorporate Sustainable Drainage Systems (SuDS). Such systems must address the following elements:**

   a) **be designed in accordance with the latest best practice, including the use of natural solutions where appropriate;**
   b) **be designed to protect the water quality of the receiving waterbody and designated nature conservation sites;**
   c) **be designed to maximise opportunities for amenity and biodiversity providing multifunctional benefits;**
   d) **ensure that sewerage, sewage disposal facilities and surface water drainage of adequate capacity and design are available;**
   e) **that the required capacity will be provided at the appropriate phase of the construction of the development by agreement with the LPA and LLFA; and**
   f) **appropriate arrangements are put in place for their ownership and whole life maintenance and management.**

6. **Developers will be expected to deliver the provision of flood risk management infrastructure to make development safe over the lifetime of the development and set out the arrangements for ongoing maintenance and future upgrades and how this will be funded for the lifetime of the development. Developer contributions may also be required for the redesign and/or replacement of existing flood defences. Where required, land will be safeguarded from development in order to provide for current or future flood risk management.**

7. **Planning permission will be granted for flood risk management measures provided the scheme:**

   a) **Does not individually or cumulatively have a detrimental impact on internationally important habitats and that any necessary avoidance and mitigation measures have been secured.**
   b) **Provides mandatory biodiversity net gain in line with National Regulations and Policy LE8.**
   c) **Is designed to take into account the historic environment in accordance with Policy D10 where this is applicable.**

8. **Within areas of coastal change, development proposals will only be permitted if in accordance with the latest Government guidance[93].**

[93] This is currently set out in Planning Practice Guidance: www.gov.uk/guidance/flood-risk-and-coastal-change

EXPLANATION OF POLICY D7

Overall approach (Point 1 of Policy D7)

2.206 Managing development and flood risk is an important part of delivering the Council's development 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 are 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. All proposals will need to ensure that they do not increase flood risk on-site or off-site.

2.207 To achieve this at a local level, the Local Plan follows a flood risk management approach of ***Assess-Avoid-Manage-Mitigate-Resilience-Adaption*** to deliver its long-term planning strategy. There is clearly an important role for new development to play through the regeneration of major sites such as Blockhouse and other waterfront sites 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 and helping communities to become resilient to coastal change.

2.208 The Borough is covered by the North Solent Shoreline Management Plan (NSSMP) which takes account of natural coastal processes, existing defences, and the natural and built environment and is compatible with adjacent coastal areas. A number of actions were identified through the NSSMP including the preparation of a River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy (CFERMS) prepared by the Coastal Partners (CP). This Strategy plays a key role in the successful management of flood risk within the Borough including establishing the business cases and securing external funding for delivering local flood and coastal erosion risk management schemes (FCERMs). The CFERMS was adopted by the Council in 2015 and approved by the Environment Agency in 2016. Since then the policies and actions of the NSSMP have undergone a refresh as part of the national programme led by the Environment Agency. This work was completed in 2024.

2.209 Whilst Policy D7 addresses flood risk and coastal erosion, Policy LE13 relates to the wider use of water resources including protecting water quality, reducing water consumption and ensuring appropriate infrastructure is in place for managing wastewater.

Sequential Test and Exception Test (Point 2 of Policy D7)

2.210 The Strategic Flood Risk Assessment (SFRA) has been used to inform the allocations process and sites allocated in this Local Plan have undergone

the Sequential Test. In addition to the exception sites allocated in this Local Plan through the Regeneration Area policies, 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 must be met. If this can be demonstrated, the criteria of the Exception Test will also need to be met. This will include demonstrating that development within a flood risk area will provide wider sustainability benefits to the community that outweigh flood risk; and the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall. These development proposals must comply with the requirements of the NPPF (or equivalent) and meet all of the criteria of Policy D7. Developers must clearly demonstrate compliance with the Sequential Test and Exception Test in a site-specific FRA. The latest Planning Practice Guidance (PPG) (or equivalent) provides detailed guidance on what matters a site-specific FRA should contain to assist developers.

2.211 Development proposals located in Flood Zone 1, which would introduce a use that is in a higher flood risk vulnerability classification than the existing use and are shown to be at risk from flooding in the future[94] must apply the Sequential Test, and where necessary meet the Exception Test. This is necessary in order to steer development towards the areas at lowest risk of flooding in the first instance and to manage and mitigate the risks throughout the development's design life.

Site-specific Flood Risk Assessment (Point 3 of Policy D7)

2.212 It is a key objective of the Local Plan to deliver development in a safe and sustainable way minimising flood risk to and from development both now and in the future throughout the design life of the scheme. For all development proposals greater than 1 hectare in Flood Zone 1[95] and for all new development proposed in Flood Zones 2 and 3 irrespective of size; a site-specific FRA will be 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;
- the funding and maintenance of the appropriate level of infrastructure; and
- the need to take account of the latest climate change projections.

2.213 A FRA will also be required where proposals, including change of use, would introduce a vulnerable use as identified in Annex 3 of the NPPF (or equivalent).

[94] As shown in the latest SFRA or up-to-date assessment undertaken in line with the latest national planning guidance.
[95] See NPPF (2024) Footnote 63 (or equivalent)

2.214 Where a site is subject to a new planning application, it is expected that the latest climate change projections are taken into account and the FRA updated accordingly.

2.215 The FRA will also need to consider all sources of potential flooding including tidal, fluvial, surface water and groundwater flooding. It will need to identify whether the flood risk increases over time from Flood Zone 1 into Flood Zone 2 and/or Flood Zone 3 over time.

2.216 The PfSH SFRA and the SFRA for Local Plan sites produced by the Council can be used to guide developers in preparing site-specific-FRAs. Further guidance and information can also be sought from the 'Preparing a flood risk assessment' standing advice page in the PPG (or equivalent) and the Meon and Wallington Catchment Management Plan published by Hampshire County Council. To summarise, when preparing site-specific FRAs, the Council wishes to see evidence of how development proposals will address the following matters:

- 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 escape route wherever feasible;
- not increase flood risk elsewhere;
- incorporate flood resilience and resistance measures;
- demonstrate that it would remain structurally sound during the design flood event;
- flood warning and evacuation; and
- demonstrate that residual risk will be managed to a safe level.

Residual risk and safe development (Point 3 of Policy D7)

2.217 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 latest PfSH SFRA can be used as a starting point for undertaking this assessment along with the latest NaFRA and NCERM mapping. 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.

2.218 In accordance with the latest advice in the PPG, developers must provide evidence to show the proposed development would be safe and residual risk can be managed. 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. In order to comply with the NPPF,

developments in areas of higher flood risk taking into account climate change will need to be made safe for the lifetime of that individual development without increasing flood risk elsewhere.

2.219 In addition to the above, proposals for development must show safe access and escape 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 Council considers 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 must be considered. This should 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. This provision would need to demonstrate that it is designed to withstand a 1:200 year event. In such instances it will also be necessary for the developer to prepare a robust Flood Risk Emergency Plan. It is recommended that advice relating to the arrangements for these matters is sought at the pre-application stage.

What are the important considerations for Flood Risk Emergency Plans?

2.220 The Council will expect developers to address matters relating to Flood Risk Emergency Plans as part of their assessment and the management of residual risk of flooding through site-specific FRAs. The NPPF and accompanying guidance provides further advice on this issue. The Council will consult with emergency planners and services to ensure that emergency plans are secured and implemented through appropriate planning conditions or planning agreements. Developers should seek to minimise reliance on emergency services to make the development safe. Where the impacts cannot be wholly mitigated, developers need to cover the full cost of any additional emergency services provision needed, consistent with the 'agent of change' policy contained in the NPPF (at paragraph 200)[96].

2.221 Emergency plans will need to take account of the likely impacts of climate change e.g. increased water depths and the impact on escape routes. The Council's SFRA will provide the basis for assessing the level of any hazard posed should a breach in existing defences occur.

2.222 In preparing emergency plans, a variety of guidance documents[97] can be consulted which provide advice on how to prepare plans and the details which should be included. The Council expects emergency plans to include details covering:

[96] PPG: Flood Risk and Coastal Erosion, Paragraph 048 Reference ID: 7-048-20220825 and NPPF (2024), Paragraph 200.
[97] Guidance includes: PfSH SFRA – Part 6 – Gosport Borough Council, PPG Flood risk and coastal change, ADEPT/EA Flood Risk Emergency Plans for New Development.

- how a flood warning will be provided and the extent to which advance warning can be given in a flood event;
- what will be done to protect the development;
- how safe refuge can be ensured during a flood event;
- how access to and from the development is provided including for emergency services and details on feasibility;
- the number of people that would require evacuation from the area potentially at risk and details on the vulnerability of users;
- the adequacy of both evacuation routes and identified places that people from evacuated places use/are taken to (taking into account the length of time the evacuation may last);
- the expected time taken to re-establish normal use following a flood event (for example, clean-up times and time to re-establish services).

Design and flood risk

2.223 Proposals for incorporating flood resistant and resilient design should be demonstrated in a site specific FRA. Policy D7 seeks to secure appropriate mitigation measures to ensure development is designed so that it is safe, providing certainty to stakeholders that any development in areas of flood risk complies with National Planning Policy and Guidance, other flood risk and design guidance, the PfSH SFRA 2024, and the Council's SFRA for Local Plan Sites 2026.

2.224 Consideration of flood risk will be integral in the design of development proposals from the outset. Where a risk from flooding (from all sources) is identified, either in the present day, or in the future, buildings and spaces will be designed to be adaptable and will ensure the proposed development remains safe throughout its design life.

2.225 Flood risk management measures can only manage the risk of flooding; they cannot remove it entirely. 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[98] being part of a comprehensive package of appropriate mitigation and reduction measures. Applicants are advised to follow the advice set out in the latest PfSH SFRA[99] and current best practice guidance for achieving flood resistance and resilience measures in development proposals.

[98] Examples of flood resistance measures may include: flood doors and windows; flood barriers; concrete floors with damp-proof membranes; airbricks, airbrick covers and vents; water-resistant walls; fitting non-return valves to pipes; land and floor level raising. Appropriate flood resilience measures to reduce damage caused by flood water may include any of the following: raised electrics and sockets; sump and pump systems; the use of water resistant materials in kitchens, bathrooms and for flooring; and keeping valuable items at higher levels.
[99] Further information can be found in Chapter 7 of the PfSH SFRA Level 1 Part 6 – Gosport Final Report (V4) November 2023.

Surface water run-off (Point 4 of Policy D7)

2.226 Surface water management is an important consideration in determining planning applications. FRAs 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.

2.227 When considering major developments, (10 or more dwellings, or sites larger than 1 ha), Gosport Borough Council will consult Hampshire County Council (HCC), as Lead Local Flood Authority (LLFA), on the management of surface water drainage. The Local Flood and Water Management Strategy[100] produced by HCC sets out the vision for creating a safer, more resilient Hampshire, and includes policies with which robust flood mitigation plans can be managed. Developers should have regard to this strategy in developing and assessing proposals.

2.228 Development proposals should include an indicative drainage strategy to show how the disposal and management of surface water will be addressed. This should include how sustainable drainage will be incorporated into the development. The strategy should be proportionate to the site and the proposed development. Further details on drainage and wastewater are set out in Policy LE13.

Sustainable Drainage Systems (Point 5 of Policy D7)

2.229 One way of addressing surface water run-off is through the use of Sustainable Drainage Systems (SuDS). SuDS should be considered in the very early stages of site design and Masterplanning, CIRIA have published guidance[101] to assist landowners and developers and site-specific FRAs should investigate the use of SuDS options to manage surface water. Where this is not practicable for new development proposals this will need to be clearly demonstrated. In particular, major developments will be expected to incorporate SuDS unless there is clear evidence that this would be inappropriate. This is mandatory through the implementation of Schedule 3 to the Flood and Water Management Act 2010. Schedule 3 provides a framework for the approval and adoption of drainage systems, a SuDS approving body within unitary and county councils, and national standards on the design, construction, operation, and maintenance of SuDS for the lifetime of the development.

[100] Local Flood and Water Management Strategy, HCC: www.hants.gov.uk/landplanningandenvironment/environment/flooding/strategies/local-flood-risk-management-strategy
[101] Further information can be found from CIRIA Enabling development. Getting SuDS right from the start (C823F) (2025).

2.230 New developments should not increase the level of surface water run-off compared to existing levels on all sites. Opportunities should be sought to reduce these run-off rates to minimise pressure on the foul water networks and also reduce the risk of flooding. Development proposals should include an indicative drainage strategy to demonstrate how the disposal and management of surface water is to be dealt with. This should include how sustainable drainage will be incorporated into the development. This strategy should be proportionate to the site and the proposed development and include provisions for long term future maintenance of these systems. Early consultation with Southern Water is recommended in the design phase of the proposal regarding capacity for waste water for the lifetime of the development (see Policy LE13).

2.231 SuDS should seek to maximise environmental benefits. Where a development site drains or is hydrologically linked to a designated site, it is particularly important that SuDS are appropriately designed to protect the water quality of the receiving waterbody and designated nature conservation sites. Where appropriate natural solutions should be used such as tree planting, bioswales and wet woodlands. Not only can these methods substantially slow the flow of water and increase soil infiltration rates, but also provide other benefits such as increased biodiversity and improved water quality. Well-designed SuDs can support the Borough's wider Green Infrastructure Network (see Policy D4) and should be designed to maximise multifunctional benefits.

2.232 It is recognised that SuDS can potentially play a role in securing nutrient neutrality in new developments. Therefore, proposed SuDs schemes will need to have the appropriate minimum operational standards and be designed to ensure minimal nitrate loading is achieved. Developers will need to have regard to the policy requirements on this issue as set out in Policy LE13.

2.233 Proposals for such systems should also take account of advice from the LLFA. Although in some circumstances the use of SuDS can require substantial land-take, it is considered there are a variety of 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 PPG and relevant industry best practice, for example, the Construction Industry Research and Information Association SuDS Manual (C753)[102] can provide further advice to developers on this matter.

[102] Further advice can be found on the Construction Industry Research and Information Association's website at www.ciria.org and through the Susdrain website www.susdrain.org/delivering-suds/

2.234 It is important that the incorporation of SuDS into the design of developments is undertaken at the earliest stages of the planning process. This process should also be informed by relevant contamination investigations and comply with the criteria in Policy LE10, otherwise there is a risk of re-mobilisation of any contaminants in the soils and therefore the pollution of controlled waters.

2.235 Ownership and responsibility for the long-term maintenance and management of all the components of SuDS (and other drainage features) should be identified at the earliest opportunity in the planning process so they remain effective, and take into account projected climate change. This should be secured through an appropriate planning condition, which should be for the lifetime of the development. Southern Water will consider the adoption of SuDS subject to particular criteria being met, further guidance is available online[103]. Early consultation with Southern Water is recommended during the design phase of the proposal regarding capacity for wastewater over the lifetime of the development.

2.236 It is important that the required capacity will be provided at the appropriate phase of the construction of the development. This should be by agreement with the LPA and LLFA (and in consultation with Southern Water). Operational infrastructure should be provided when required without delay.

New and/or improved flood risk management measures (Point 6 of Policy D7)

2.237 New developments will be expected to play a key role in contributing towards the effective delivery of the Council's sustainable development objectives providing a robust 'front line' defence as an integral part of the development where appropriate.

2.238 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 proposal and secured by a planning obligation.

2.239 In other circumstances it may be appropriate for the Council to collect developer contributions through CIL 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 D11 which is supported by the Council's Infrastructure Assessment Report[104]. Further details for planned programmes for flood infrastructure and specific schemes in Gosport are set out in the River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy and associated documents and delivery of these schemes will be reported in the Council's annual Infrastructure

[103] Southern Water SuDs Outline Guidance: www.southernwater.co.uk/building-and-developing/help-and-resources/handbooks-and-technical-documents/
[104] The Infrastructure Assessment Report and Infrastructure Funding Statement which incorporates the Infrastructure Delivery Plan can be found: www.gosport.gov.uk/GBLP2042

Funding Statements (IFS) which includes the Infrastructure Delivery Plan (IDP).

2.240 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 lifetime of the development. It is important to ensure that when maintenance is needed or when replacement or upgrade of the flood defences is required, that 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 and to set out the relevant details for this in a FRA and will be secured through an appropriate planning obligation.

Impacts of new and/or improved flood risk management measures (Point 7 of Policy D7)

Internationally and nationally important habitats

2.241 It will be necessary to ensure that new or improved flood risk management measures do not have a detrimental impact on internationally and nationally important habitats. The broad principle for such measures has been established in the North Solent 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 Regional Habitat Creation Programme (RHCP)[105].

2.242 There are large areas of the Borough which contain significant habitats (including sites of international and national 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 Local Plan (Policies D5 and LE5-LE7).

2.243 Some improvements to identified flood risk management measures may increase the standard of protection to a level over and above that identified through the North Solent SMP, and the 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.

[105] Details about the Regional Habitat Creation Programme can be found online: https://southerncoastalgroup.org.uk/regional-habitat-creation-programme/

Biodiversity Net Gain

2.244 All flood risk management measures should have regard to Policy LE8. Most flood risk management measures present an opportunity to secure a net gain in biodiversity. This can include maximising opportunities for planting and vegetated areas, in preference to engineered solutions, and using natural flood management techniques where appropriate. 'Hard' defences such as sea walls also provide opportunities to implement measures to improve biodiversity. This could include the use of tidal pools and textured sea walls which create habitats for marine plants and animals.

Historic Environment

2.245 Many existing flood defences or areas where new flood defences may be required have historic significance, including potential archaeological significance. When considering the upgrade and/or replacement or development of new flood management infrastructure, early discussions should be held with the Council's Conservation and Design Team, Historic England, and Hampshire County Council's Archaeologist.

Development and coastal change (Point 9 of Policy D7)

2.246 National policy 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 Local Plan. The North Solent Shoreline Management Plan (NSSMP)[106] policy for the whole of the Borough's coast is 'Hold the Line' over the following periods: Epoch 1 (0-20 years); Epoch 2 (20-50 years)and Epoch 3: (50-100 years) therefore it is considered that a CCMA does not need to be identified in the Borough for the plan period up to 2042. However, if during the plan period there is a need to define such an area, this will be determined in accordance with the latest national guidance.

2.247 Development proposals should fully take into account the policy approach set out in the NSSMP over the lifetime of the proposed development i.e. for 100 years in the case of residential.

2.248 The Council recognises that a 'Hold the Line' policy does not provide a guarantee of central government funding which currently focuses on reducing flood and coastal risks to existing homes and businesses therefore in accordance with point 6 above, developers will need to fund all of the

[106] Available online: https://environment.data.gov.uk/shoreline-planning

flood risk management measures to support the development proposal and will need to set out the funding arrangements for the on-going maintenance and/or replacement of these measures for the lifetime of the development. This will be secured through an appropriate planning obligation.

Further information

PfSH Strategic Flood Risk Assessment (PfSH, 2024) Level 1 and Level 2
Strategic Flood Risk Assessment for Local Plan Sites (GBC, 2026)
River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy
www.gosport.gov.uk/GBLP2042

Flood Map for Planning (gov.uk)
https://flood-map-for-planning.service.gov.uk/

Flood Risk Emergency Plans for New Development (ADEPT/EA)
www.adeptnet.org.uk/documents/adeptea-flood-risk-emergency-plans-new-development

South Marine Plan (2018) Policies S-CC-3 and S-CC-4 seek to minimise the adverse impacts of coastal change, as well as adverse impacts upon flood defence and carbon sequestration.
www.gov.uk/government/publications/the-south-marine-plans-documents

Lead Local Flood Authority, Hampshire County Council
www.hants.gov.uk/landplanningandenvironment/environment/flooding

Hampshire Catchment Prioritisation: Meon/Wallington Catchment Management Plan (Hampshire County Council, May 2023)
https://documents.hants.gov.uk/flood-water-management/3-HCC-CMP-MeonandWallington.pdf

North Solent Shoreline Management Plan (2010)
https://www.northsolentsmp.co.uk/

Shoreline Management Plan Explorer
https://environment.data.gov.uk/shoreline-planning

National Coastal Erosion Risk Management mapping (DEFRA/EA)
www.gov.uk/check-coastal-erosion-management-in-your-area

Policy D8: Healthy Communities

Introduction

2.249 The NPPF is clear that planning policies should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles, especially where this would address identified local health and wellbeing needs for the provision of safe and accessible green infrastructure, sports facilities, access to healthier food, and allotments, and layouts that encourage walking and cycling. The NPPF adds that planning policies should take account and support the delivery of local strategies to improve health, social and cultural wellbeing for all sections of the community. Box 8 defines a healthy community.

2.250 In addition, the Hampshire Public Health Strategy[107], prepared by Hampshire County Council, sets out how good urban design, planning, and transport can help to encourage a more active lifestyle, increase positive social interactions and improve health.

Box 8: What is a healthy community?

A healthy community is a good place to grow up and grow old in. It is one which supports healthy behaviours and supports reductions in health inequalities. It should enhance the physical and mental health of the community and where appropriate, encourage:

- Active healthy lifestyles that are made easy through the pattern of development, good urban design, good access to local services and facilities, green open space and safe places for active play and food growing, and is accessible by walking and cycling and public transport.
- The creation of healthy living environments for people of all ages which support social interaction. It meets the needs of children and young people to grow and develop. As well as being adaptable to the needs of an increasingly elderly population and those with dementia and other sensory and mobility impairments.

[107] Hampshire Public Health Strategy 2023 – 2026, Hampshire County Council: https://www.hants.gov.uk/publichealthstrategy

POLICY D8: HEALTHY COMMUNITIES

1. **The Council and its partners will work together to facilitate and promote healthy living to improve the wellbeing of local residents.**

2. **Planning permission will be granted for proposals which contribute to and promote a healthy lifestyle including:**

   a) **well-designed buildings and spaces (see Policy D9);**
   b) **the provision of high quality and accessible new open space and green infrastructure and the improvement of existing provision. This includes sports pitches, play areas and allotments (see Policy A4 and LE1-LE4) as well as natural greenspace and woodland (see Policy D4, D6 and LE7);**
   c) **the creation of environments conducive to cycling and walking including walkable neighbourhoods accessible to public transport and community facilities (see Policies D12 and DE3) as well as supporting the co-location of facilities in close proximity to where people live and work (Policies D1, D2 and C6);**
   d) **the promotion of active travel through the creation of well-designed cycle and pedestrian routes and the use of Travel Plans (see Policy D12);**
   e) **the promotion of development that is accessible and functional for all sections of the community of all ages and abilities, including addressing the needs of the Borough's ageing population to ensure older people have increased access to support, care, companionship and appropriate accommodation (see Policy DE2 and H3).**

3. **Proposals will need to ensure that existing health, education and community facilities are protected in accordance with Policy C6 and that new facilities accord with Policy C6.**

4. **Planning permission will be granted for good quality and energy-efficient housing ensuring there is a mix of tenure and types to meet the needs of the local community in accordance with Policies H1-H7 and DE1-DE2.**

5. **Planning permission will be granted for new employment opportunities, recognising the clear links between income and health (see Policy E1).**

6. **Planning permission will not be granted for proposals which contribute to poor health in accordance with other relevant policies in the Local Plan including issues relating to:**

a) **air quality;**
b) **contaminated and unstable land;**
c) **noise;**
d) **light;**
e) **residential amenity;**
f) **crime and disorder;**
g) **flood risk;**
h) **healthy food choices.**

7. **Proposals for the following types of development will be required to incorporate a Health Assessment as part any planning application:**

   a) **residential developments of 50 dwellings or more; and**
   b) **other types of development of 1,000 square metres or more.**

EXPLANATION OF POLICY D8

2.251 Health is fundamental to the quality of our lives and all development should include measures to protect people's health and take opportunities to enhance it. The pandemic strongly highlighted the fundamental requirement of having the necessary health facilities and professionals in the local community as well as the importance for individuals to have a healthy lifestyle to combat disease and maintain good physical and mental health. This is underpinned by a good quality environment.

2.252 As evidenced in HCC's Public Health Strategy[108], Healthy Weight Strategy[109], the Gosport Profile and included in the Hot Food Takeaway and Fast Food Outlet Background Paper[110], the Borough has a number of significant health issues including:

- There are areas suffering from health and disability deprivation with 16 lower layer super output areas (LSOAs) within the 20% most deprived areas in the country in relation to health indicators (Index of Multiple Deprivation 2025).
- The Borough is the third most deprived in Hampshire as a whole after Southampton and Portsmouth (2025).
- Employment, income and education deprivation can have a significant impact on a person's health. There are numerous areas in Gosport where people experience this form of deprivation.

[108] Hampshire Public Health Strategy 2023 – 2026, Hampshire County Council: https://www.hants.gov.uk/publichealthstrategy
[109] Hampshire Healthy Weight Strategy 2022-2026, Hampshire County Council: www.hants.gov.uk/socialcareandhealth/publichealth
[110] www.gosport.gov.uk/gosportprofile and www.gosport.gov.uk/GBLP2042

- The average life expectancy for males and females is below the national average.
- Gosport has one of the highest proportions of adults with excessive weight (overweight and obesity) in the country (4th highest)[111].
- In Gosport, 74.6% of adults are classified as overweight (including obesity), of which 33.1% are classified as obese[112].
- It has higher than the national average rates of under 75 mortality rate from all cardiovascular diseases and cancer.

2.253 The built and natural environment are key determinants of health and wellbeing. Good planning can have a very positive role in assisting to reduce some of these health issues and it is acknowledged that poor planning can help exacerbate underlying health problems in local communities. It is recognised that planning is only one part of the solution and there are other factors that can play an equal or much larger role in reducing health problems.

Overall approach (Point 1 of Policy D8)

2.254 Gosport Borough Council works with partner organisations such as the NHS, Hampshire and Isle of Wight Integrated Care Board, Hampshire County Council, local schools, and community and voluntary groups to deliver action at a local level to improve health outcomes for people living in the Borough. Organisations in Gosport have a strong culture of working together and this has been built upon in developing a collaborative approach to improve health and wellbeing for local people.

2.255 The Council set up the Gosport Health and Wellbeing Partnership (GHWBP)[113] to provide a strategic overview and support the delivery of priority actions for a range of organisations and local delivery groups with an interest and influence in the health and wellbeing of the local population. It facilitates the co-ordination of activities and the sharing of information.

2.256 The Partnership priorities are shaped by local health evidence set out within the Joint Strategic Needs Assessment (JSNA)[114] and the Health Profile for Gosport[115]. HCC's Public Health Department has a responsibility for public health services and to implement a Health and Wellbeing Board who agree ways to improve local health and wellbeing and consequently the GHWBP will prioritise its activity to support and implement the aims of the Strategy for the Health and Wellbeing of Hampshire[116] by:

[111] Public Health England, 2022/23
[112] Public Health England, 2022/23
[113] Further information available online: www.gosport.gov.uk/healthandwellbeing
[114] www.hants.gov.uk/socialcareandhealth/publichealth/jsna
[115] https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/gid/1938132696/pat/6/par/E12000008/ati/201/are/E07000088/cid/4
[116] https://democracy.hants.gov.uk/documents/s31129/hampshire%20joint%20health%20and%20wellbeing%20strategy.pdf

- Supporting people in Gosport to live active, independent lives and building resilience to manage their own health and wellbeing.
- To address the wider determinants of health such as housing, education, employment, the physical environment, and community safety to help reduce the gap between those with the best and worst health and wellbeing outcomes, to enable people access to increased opportunities and a better quality of life.

2.257 Where relevant and appropriate the Council will consider opportunities for GHWBP initiatives and other health-related initiatives to link with planning proposals. These primarily relate to improving the quality of the environment to promote physical exercise and support mental wellbeing across all age groups.

2.258 The Council has worked with HCC to prepare a Local Cycling and Walking Infrastructure Plan (LCWIP) which consider barriers and opportunities for improving walking and cycling in a local area, and in particular, what key routes need to be improved. The Gosport LCWIP and the Council's own living list of cycling and pedestrian improvements are available online and are applicable when determining planning applications[117]. Further details are set out in Policy D12.

Links with specific policies in the Local Plan (Points 2-6 of Policy D8)

2.259 It is clear that the design of buildings and spaces, and routes within and between them are vitally important to encourage positive physical and mental health benefits, as well as to prevent accidents and encourage active lifestyles. More detailed requirements are set out in each of the cross-referenced policies as well as guidance set out in the Government's National Design Guide[118] which identifies many of the health issues covered in Policy D8. In addition, the Healthy Streets approach should be considered in the design and enhancement of development (see Policy D9).

Assessing the health impacts of development and incorporating additional benefits (Point 7 of Policy D8)

2.260 The Council will require applications for major development to include a health assessment as part of the planning application, either submitted as a stand-alone assessment or an explicit part of a supporting document such as a Planning Statement or Design and Access Statement.

2.261 The health assessment aims to encourage developers to fully consider how proposals can maximise the opportunities for improving health and wellbeing as part of the development and to avoid and/or mitigate any potential negative health impacts. The assessment should include those

[117] Gosport LCWIP: www.hants.gov.uk/transport/strategies/transportstrategies Gosport Borough Council Living List: www.gosport.gov.uk/GBLP2042
[118] www.gov.uk/government/publications/national-design-guide

issues covered in Points 1-6 of Policy D8, where relevant. Considering these issues at a design and planning stage can secure significant physical and mental health benefits for the users of the development and ensure such considerations are inherent to the scheme rather than an after-thought.

2.262 The Council consider that the use of a health assessment provides a tool to add value to proposals and identify opportunities that could otherwise be missed. The Council considers that the tool should be used by developers to question whether more can be achieved as part of a development to facilitate a healthy lifestyle, avoid compounding existing problems or prevent a development having negative impacts on the health of local residents.

Policy D9: Design

Design: enhancing a sense of place

2.263 Gosport has a strong design heritage as demonstrated through its many Conservation Areas, Areas of Special Character, listed buildings and other features of national heritage significance. The Council wishes to build on this legacy by supporting new developments of high design quality which respond to and promote the Borough's unique 'sense of place'.

2.264 The Government has placed an increased emphasis on the need for high quality design. The NPPF considers that high quality buildings and places are fundamental to planning and development and the delivery of better places to live and work. The value of high quality design is reinforced through the National Design Guide (2021)[119], which considers the fundamental principles of good design to be that it is: fit for purpose, durable, and brings delight. The National Design Guide considers that the components of good design are greater than just the appearance, materials and detailing of buildings, but through making the right choices at all levels, which includes the layout, form, scale and landscaping of development. Well-designed places should appeal to all our senses in the way they look, feel, sound and even smell, affecting its enduring distinctiveness, attractiveness and beauty.

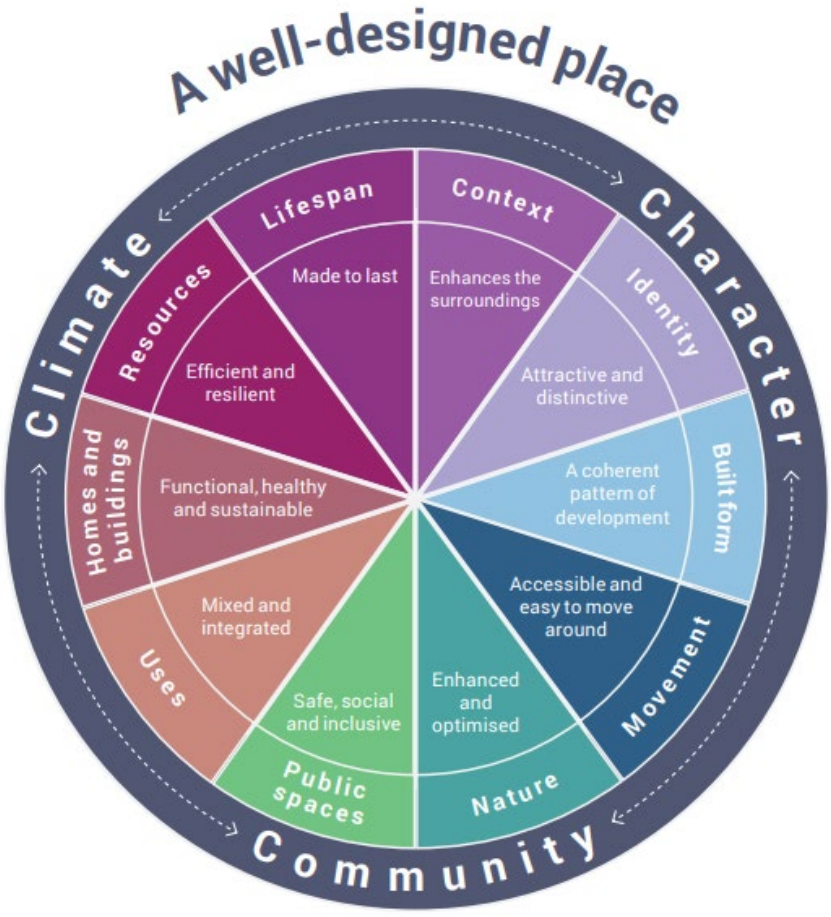
2.265 The Council has produced a list of documents which must be submitted with all planning applications[120]. This includes the national list of mandatory requirements, which can be found in the Planning Practice Guidance, as well as a Local List of requirements. It is a statutory requirement for major developments, listed building consent, and certain developments in conservation areas to include a Design and Access Statement with development proposals. In preparing a Design and Access Statement developers should have regard to the principles set out in the NPPF, PPG, the National Design Guide (NDG) and local design guidance.

[119] www.gov.uk/government/publications/national-design-guide
[120] www.gosport.gov.uk/article/1237/List-of-documents-required-by-GBC-LPA

2.266 Design and Access 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. Consideration of how development achieves the ten characteristics of a well-designed place as described in the NDG (see Figure 1) should also be addressed.

2.267 By virtue of their size, major development sites will have a large impact upon the Borough and its residents. The Council will work with developers and stakeholders of major development sites to devise positive design principles to guide development either by agreeing design principles as part of an approved masterplan or development brief; or through the development of a design code[121].

Figure 1: The ten characteristics of well-designed places



[121] Further guidance on design codes can be found within the National Model Design Code.

POLICY D9: DESIGN

1. **The Borough's overall approach to design is:**

   a) **proposals need to accord with the principles of the National Design Guide, Manual for Streets, Healthy Streets, the Council's Design SPD and other local design documents including those set out in Box 9.**
   b) **development of poor design, that fails to improve the character, quality and function of the area, will be refused.**

2. **All development in the Borough should be of a high standard and contribute towards sustainable development and local distinctiveness by addressing:**

   a) **Context: carefully considering the surrounding context, heritage and vernacular architecture and seeking to deliver enhancements;**
   b) **Identity: having a high quality and attractive design which takes advantage of opportunities to improve the character, quality and function of an area;**
   c) **Built form: having a high quality design in terms of scale, layout, setting, landscaping, massing, roof form, detail and materials and making efficient and effective use of land which does not prejudice the development potential of adjacent or nearby sites;**
   d) **Movement: supporting improved accessibility for all users and prioritising walking, cycling and public transport;**
   e) **Nature: conserving and enhancing biodiversity, green infrastructure and the Borough's distinctive landscapes. This includes a requirement of achieving at least 10% biodiversity net gain as detailed in Policy LE8;**
   f) **Public space: improving the public realm and protecting public views of important landscape and townscape features;**
   g) **Health: creating healthy communities, through design and layout of development and reduce the opportunities for crime and disorder (anti-social behaviour);**
   h) **Quality of life: ensuring developments are functional, safe and comfortable, while protecting the amenity of future occupiers and surrounding existing residents and occupiers; and**
   i) **Sustainability: delivering long-term sustainability and the transition to a zero-carbon economy as detailed in Policy DE1.**

EXPLANATION OF POLICY D9

National and local guidance (Point 1a of Policy D9)

2.268 With the publication of the NDG in 2021, the Government has placed an increased emphasis on the need for high quality design. This NDG compliments existing design guidance including Manual for Streets, Secured by Design, Healthy Streets, as well local guidance such as the Council's Design SPD (2014) and area-specific guides.

2.269 A full list of relevant guidance is shown in Box 9, including optional design guidance which developers may wish to follow. Proposals should use the most up-to-date design versions available.

Box 9: Design guidance

National design guidance

- National Design Guide
- National Planning Policy Framework
- Planning Practice Guidance
- Manual for Streets
- Secured by Design

Local design guidance

- Design SPD (GBC, 2014)
- Lee West Area of Special Character SPD (GBC, 2019)
- Marine Parade Area of Special Character SPD (GBC, 2014)
- Conservation Area Appraisals and Management Plans (GBC)
- Daedalus SPD (GBC, 2011)
- Gosport Waterfront and Town Centre SPD (GBC, 2018)
- Parking SPD (GBC, 2014)

Optional design guidance

- Healthy Streets (Healthy Streets, 2024)
- Manual for Streets 2: Wider Application of the Principles (CIHT, 2010)
- Building for Life 12 (Design Council Cabe, 2012)
- BREEAM Communities International (BRE, 2012)
- Home Quality Mark ONE (BRE, 2015)
- Residential developments and trees: a guide for planners and developers (TWT, 2019)
- Active Design: Planning for Health and Wellbeing through Sport and Physical Activity (Sport England 2015)

Requirement of good design (Point 1b of Policy D9)

2.270 The Council places a strong emphasis on the delivery of high quality design, which is integral to improving the character and function of the Borough. Good design enhances people's quality of life by creating better buildings, streets, spaces and neighbourhoods that function well, are healthier and safer, and have a stronger sense of community. High quality places also respect their immediate surroundings and the wider environment including its natural, cultural and historic assets. Poor design, on the other hand, can lead to low-quality surroundings which can have a multitude of other negative effects. The NPPF is clear that poor quality design, that fails to improve the character, quality and function of an area, should be refused.

Context (Point 2a of Policy D9)

2.271 Where appropriate development should reinforce locally distinctive patterns of development, enhance key landscape features, and be responsive to local history, culture and heritage. In particular, this includes Gosport's maritime and military heritage which has played a significant role in shaping the Borough and is a key asset in its commercial and visitor economy. The Council's understanding of local character will be informed by the relevant studies and strategies included in Box 10 and any further studies.

2.272 The NDG and the Design SPD provide further guidance on considering context, while Policy D10 provides guidance on how proposals should design for the Borough's heritage assets.

2.273 The Council supports the development of tall buildings within the Borough, in appropriate locations. Only a few areas of the Borough currently contain tall buildings, most notably the waterfront, while the rest of the Borough is relatively low-lying in terms of development. The inclusion of tall buildings may therefore have a large impact upon the townscape and its heritage. Careful consideration should therefore be made towards the Borough's townscape assessment, and impacts on the significance of heritage assets, such as conservation areas and listed buildings. Due to their high visibility, the Council would expect a high standard of design in tall buildings, including utilising suitable weatherproof materials. Further guidance is included in supplementary planning documents (including the Gosport Waterfront and Town Centre SPD) and conservation area appraisals.

Box 10: Local character and heritage studies

Hampshire Integrated Character Assessment
www.hants.gov.uk/landplanningandenvironment/environment/landscape/integratedcharacterassessment

Gosport Borough Townscape Assessment
An appraisal of the Borough's character, including its history, character areas and key characteristics and special features.
www.gosport.gov.uk/media/1361/LP-E3-2-Gosport-Townscape-Assessment-GBC-2013/pdf/LP_E3_2_Gosport_Townscape_Assessment_-_May_2013.pdf?m=1561992186753

Historic Environment Record
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.
www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/historicenvironmentrecord

National Heitage List for England
The National Heritage List for England (NHLE) is the official register of all nationally protected historic buildings and sites in England - listed buildings, scheduled monuments, protected wrecks, registered parks and gardens, and battlefields.
https://historicengland.org.uk/listing/the-list

Conservation Area Appraisals
Produced by Gosport Borough Council for various Conservation Areas in the Borough.
www.gosport.gov.uk/conservation-area-appraisals

Area of Special Character SPDs
www.gosport.gov.uk/article/1240/Supplementary-Planning-Documents-SPD

The Local List of Heritage Assets
Includes buildings of local interest and locally important parks and gardens.
www.gosport.gov.uk/conservation

Identity (Point 2b of Policy D9)

2.274 High quality design should be visually attractive, unique and bring delight. Numerous architectural styles can be utilised to achieve this, however all proposals should consider the context and seek to take advantage of opportunities to improve the character, quality and function of an area. This includes contributing to, or creating a 'sense of place', emphasising what makes the particular locality distinctive. Place making may include adopting

typical building forms, composition, articulation, proportions, features, materials, details, patterns and colours of an area, or creating a new and positive character in areas with limited attractive qualities.

Built form (Point 2c of Policy D9)

2.275 The delivery of high quality proposals requires careful consideration of a number of key features including its scale, layout, setting and landscaping in relation to its wider context, particularly where heritage and landscape assets are present. The scale of development should feel appropriate to the surroundings and for the proposed uses.

2.276 Massing, roof form, detail and materials are further key considerations and should take into account the surrounding context and the local vernacular. The proposed materials should be appropriate for the way they will be used, be durable and sustainably produced, and be easy to clean and maintain. This will be particularly important for developments near the Borough's coastline where increased weathering may occur. Good detailing should complement the overall design and chosen materials.

2.277 In most built-up parts of the Borough compact urban layouts would be expected, which displays a tight urban grain and medium to high densities with a suitable mix of uses. Not only will this help to make efficient use of land, it will also increase the viability of sustainable travel and local shops and services.

2.278 To make the efficient use of land, it will be important to ensure that development proposals do not prejudice the comprehensive development of a site or an adjoining site. This should be reflected in the Design and Access Statement, where appropriate.

Movement (Point 2d of Policy D9)

2.279 Well-designed places should provide a choice of travel modes for all users, including disabled and older persons. Active travel and access to public transport should be prioritised through safe, convenient and well-maintained routes that link to the wider network. Wherever possible, routes should follow desire lines and include good signage and attractive planting to create 'urban greenways'.

2.280 To enhance the Borough's overall accessibility, it is important that accessibility is improved both from the development and through the development, unless a justified reason can be provided.

2.281 Streets should follow a hierarchy, with quieter local roads and wider main roads which make navigation quick and intuitive. Cycle infrastructure should be designed in accordance with the latest Government design guidelines[122].

[122] Including: www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120

Car and cycle parking should be provided to the latest Council standards and be conveniently located, but not be visually dominant. Further guidance on access and parking can be found in Policy D12 and DE3, the Design SPD, the National Design Guide and Manual for Streets.

Nature (Point 2e of Policy D9)

2.282 Integrating nature with the built environment is a key feature of well-designed places and can deliver multiple benefits for health, wellbeing, biodiversity, landscapes, and climate change and flood risk mitigation. Integrating nature can be achieved through the inclusion of a network of multifunctional green infrastructure, which can include open space, attractive landscaping and ecological enhancements (see Policies D4 and LE1). Where new links are provided planting can be included to create urban greenways and green corridors for wildlife. The inclusion of on-site Sustainable Drainage Systems can also help provide a variety of benefits including no net surface run off, nutrient mitigation, biodiversity, and landscape enhancements (see Policy D7 and LE13).

2.283 As part of the Environment Act certain developments will be expected to provide at least a 10% biodiversity net gain, which can be delivered through a variety of approaches (see Policy LE8).

Public spaces (Point 2f of Policy D9)

2.284 The provision of attractive, safe and functional public space is essential to good design. Public spaces should aim to be inclusive to all users and support social interaction, civic inclusion and a range of associated activities. Appropriate street furniture, artwork and planting should be designed-in at the earliest stage, however excessive street clutter should be avoided.

2.285 Buildings that front public space should be of a scale, style and mass to complement the space, with active frontages, clearly delineated public, shared and private spaces, and high levels of natural surveillance. Active travel links should be provided to surrounding areas to ensure the space is accessible and vibrant, while busy public spaces should consider the need for additional security measures which should be integrated as positive features.

2.286 Developments should demonstrate that they will not have a detrimental impact on important public views of key landscape and townscape features, and where possible ensure opportunities are taken to create new attractive public vistas. This will help ensure that developments are legible with appropriate views, vistas, focal points and memorable buildings to help people find their way. It is important to recognise that the protection of views only relates to those which are enjoyed by the general public. The policy does not protect private views from a private property such as a dwelling

unless there are wider public benefits. Further information regarding what may constitute an important public view is contained within the Council's townscape assessment, strategic/settlement gap study, conservation area appraisals, supplementary planning documents, and site-specific masterplans.

Health (Point 2g of Policy D9)

2.287 Improving health outcomes is a key priority for the Council and design can take a leading role in creating healthier communities. As a starting point, this includes designing dwellings which have sufficient levels of natural light, ventilation and outdoor amenity space.

2.288 At a community level it involves integrating active travel modes and providing high quality areas of open space within which different forms of recreation are supported. This could include children's play parks, an area to play sports, and paths which support walking and cycling. Further details can be found in Policies D8 and LE1.

2.289 The provision of green infrastructure supports healthy communities by improving air and water quality, and mental wellbeing. Opportunities to include green infrastructure should therefore be maximised, such as through the provision of outdoor amenity space, attractive landscaping, generous planting in parks and verges, and the inclusion of street trees. See also Policy D4.

2.290 Healthy Streets is a holistic approach to street design which aims to balance 10 'indicators' of human experiences (see Figure 2) to improve the social, economic and environmental sustainability of the way our streets are designed and managed. This approach is recommended by the Council and HCC and further information can be found on the scheme's website[123].

[123] www.healthystreets.com

Figure 2: Healthy Street indicators



2.291 Crime is a material planning consideration and the design and layout of proposals should help to minimise the potential for criminal activity, the fear of crime and anti-social behaviour. Key considerations to address include:

- natural surveillance of the public realm from the overlooking buildings;
- provision of defensible space about dwellings and other buildings, with clear delineation between private, shared and public spaces;
- providing a mix of dwelling types in residential schemes to increase the likelihood of community activity throughout the day;
- minimising windowless elevations and blank walls. Where such features are necessary buffer planting should be included;
- provision of appropriately placed public open space with good natural surveillance;
- careful consideration of the position of furniture within the public realm so as to minimise the opportunities for crime and disorder;
- providing wide, well-lit and overlooked pedestrian and cycle routes;
- provision of appropriate safe connectivity and permeability that minimises the use of subways;
- designing entrances, doors, windows and walls, to achieve the latest Secured by Design standard;
- high-quality lighting to the latest British Standards, where it does not cause significant adverse impacts upon the environment or local amenity (see Policy LE9);
- larger developments should incorporate wider security measures to protect the community against potential natural hazards and malicious threats.

2.292 Further details on design and security can be found in the suite of guidance documents Secured by Design (UK Police Service). Other key considerations which affect health, such as noise, light and other pollutants are considered in more detail in Policy LE9.

Quality of life (Point 2h of Policy D9)

2.293 Good design should promote quality of life. For users this includes functional and easy to use homes and buildings which integrate comfort, safety, security, amenity, privacy, accessibility and adaptability. Proposals should include adequate floor-to-ceiling heights, space standards, storage spaces, heat, sound and fire insulation, and air and light quality to serve their expected uses. Ease of access for deliveries, waste collection, utilities and emergency services should be demonstrated, with integrated facilities to reduce visual impacts and street clutter.

2.294 All developments must protect the amenity of future occupiers and surrounding existing residents and occupiers. Conserving privacy and reducing overlooking, particularly on sensitive residential spaces such as gardens, bathrooms, living spaces and bedrooms will be key considerations. The installation of windows, balconies and platforms in locations which would harm the privacy of surrounding occupiers should be avoided. The use of opaque glass and screens should be used where appropriate, to mitigate these concerns. Light and outlook are also key considerations in the design of development.

2.295 Detailed guidance on addressing amenity can be found in Policy DE2.The use of optional design standards (see Box 9) such as the Home Quality Mark, Building for a Healthy Life and BREEAM are encouraged to demonstrate a development's quality of life to both the Council and future occupiers.

Sustainability (Point 2i of Policy D9)

2.296 Sustainable development and the transition to a low-carbon economy are core principles of the NPPF and this Local Plan (see Policy D1).

2.297 Development contributes towards sustainability in a multitude of ways from land use and green infrastructure provision, to energy use and renewables generation. High quality buildings and places conserve natural resources including land, water, energy and materials, and are built to last with spaces which are fit for purpose and can be easily adapted to changing needs.

2.298 Construction materials should be carefully selected, utilising sustainably sourced and recycled or recyclable materials wherever possible, which are robust, easily maintained, and have low embodied energy and water. Where sustainable, the sourcing of local materials is also encouraged. Suitable management plans are required to ensure that buildings and spaces have

ongoing and viable management and maintenance regimes which maximise their use, lifespan and enjoyment, and lower future running costs.

2.299 All proposals are expected to achieve high standards of sustainable design and construction as set out in Policy DE1, as well as delivering sustainable neighbourhoods with efficient land use and integrated active travel, as required in Policies H1 and D12.

Policy D10: Historic Environment

Introduction

2.300 Gosport has an exceptional historical legacy which is visible through its built environment and contributes to its unique sense of place. Indeed, it is ranked within the top 10 nationally in the Royal Society's Heritage index[124]. Key historic sites that have or in the process of being redeveloped include Daedalus, the former Royal Haslar Hospital, Priddy's Hard, St George Barracks, Royal Clarence Yard, and the former Gosport Railway Station. Further sites include Blockhouse 1.

2.301 Military heritage has played a particularly significant role in the shaping of the Borough, including the first purpose-built naval hospital in England, the oldest fortified position in the UK still in active use, a series of monumental 19th century Palmerston Forts, and the Grade I listed Haslar Gunboat Sheds. These heritage assets together with those in Portsmouth and further afield, form a very distinct collection of national and international importance in relation to that period when Britain's global maritime power was at its apex.

2.302 The Borough has a number of museums celebrating Gosport's history including the Submarine Museum, Explosion Museum of Naval Firepower and the Coastal Forces Museum which form part of the National Museum of the Royal Navy, as well as the Diving Museum and Hovercraft Museum which all utilise various historic buildings. A number of these have bid successfully to the Heritage Lottery for funding to restore historic buildings.

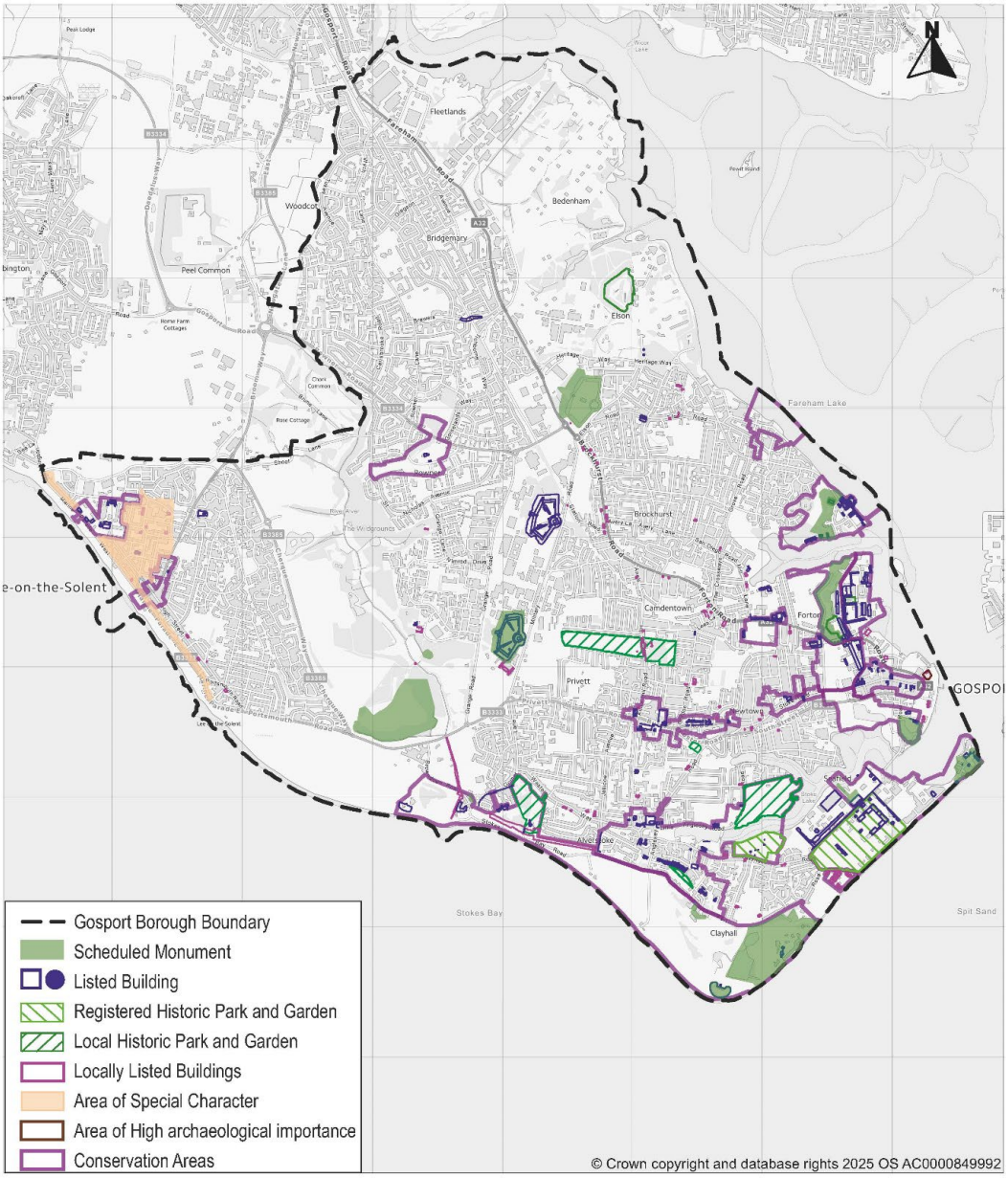
2.303 In 2019, Gosport received funding via Historic England's 'Heritage Action Zone' (HAZ) programme. This recognised the Borough's rich heritage strengths and challenges, and provided opportunities for additional conservation advice and funding. The Borough-wide HAZ programme ran until 2024 and consisted of 21 varied projects funded by Gosport Borough Council, with supporting grants from Historic England, the Coastal Communities Fund and National Lottery Heritage Fund. Alongside this, a 'High Street HAZ' scheme ran from 2020-2024, with £1.8m of funding from Historic England and Government funds. The programme delivered built

[124] www.thersa.org/reports/heritage-index-2020

environment and cultural enhancements to Gosport's historic High Street and Stoke Road.

2.304 Over the Plan period the Council aims to enhance and promote the Borough's outstanding heritage, restoring assets, bringing disused properties back into use, and reducing the number of buildings 'at risk'. Since the completion of both HAZ projects in 2024, the Council has sought to build on their legacy and continue the momentum in delivering conservation enhancements. This included setting up a Council-funded Heritage Fund whereby local stakeholders can apply for grants to support heritage projects throughout the Borough, and producing a legacy plan to continue the work started as part of the HAZ.

Plan 10: Gosport Borough's historic environment[125]



[125] For detailed boundaries see: https://maps.gosport.gov.uk/gosport-built-heritage/

Overview

2.305 Box 11 lists the various types of heritage assets having regard to the Government's definition of designated heritage assets. These features are key elements that 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.

2.306 The Borough has approximately 540 Listed Buildings and approximately 100 Locally Listed buildings. There are 18 Conservation Areas, which are designated to conserve and enhance the special character of the area. There are 14 Scheduled Monuments, the majority of which are related to Gosport's military fortifications. The grounds of Royal Hospital Haslar and Haslar Cemetery are Grade II Registered Parks of national importance. There are also seven Parks and Gardens of Local Historic Interest[126].

2.307 The Borough also contains a number of important and distinctive archaeological sites, many reflecting the area's military heritage. 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 Monuments (these being Designated Heritage Assets). The Historic Environment Record (HER) maintained by Hampshire County Council is a useful source of information on this matter. Their data is also displayed in map form via The Atlas of Hampshire's Archaeology[127]. In liaison with the County Council an 'Archaeological Alert Map' has been prepared and identifies areas in the Borough most likely to contain archaeological remains.

2.308 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 economic value but will be of significant historic and social value to the Borough and the sense of place.

2.309 The overarching principles in Policy D10 apply to all proposals that may affect heritage assets. Depending on the proposal, consideration also needs to be given to the accompanying heritage Policies DE4: Designated Heritage Assets, DE5: Conservation Areas and DE6: Locally Important Heritage Assets.

[126] Latest information available online: www.gosport.gov.uk/conservation
[127] https://www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/archaeologyatlas

Box 11: 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 Monuments
- Registered Parks and Gardens
- Protected Wrecks
- Registered Battlefields
- World Heritage Sites

Non-designated heritage assets (termed Locally Important Heritage Assets in the Local Plan)

- Locally Listed Buildings[128]
- Parks and 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.

POLICY D10: HISTORIC ENVIRONMENT

1. **The Council will take a positive approach through its Local Plan, including Policies DE4-7, and its planning processes and decision-making, to promote Gosport's unique historic character and ensure that heritage assets are conserved and enhanced.**

2. **Gosport's military heritage makes a significant contribution to the character and the historical, architectural and archaeological interests of the town. Developments which would affect military heritage assets or their setting should seek to conserve or enhance their significance.**

[128] Includes 'buildings of architectural and historic interest' within conservation areas.

3. **Public access and interpretation measures will be secured wherever possible.**

4. **Proposals to improve the sustainability of heritage assets, in line with Policies D1, DE1, LE8, LE13 and LE14 will be supported, provided they would not unacceptably harm heritage significance.**

5. **All development proposals should be informed by proportionate heritage statements and evaluations, identifying the significance of all heritage assets that would be affected by the proposals, the nature and degree of any effects and how any harm will be avoided, minimised or mitigated, in that order.**

6. **The Council will continue to monitor 'Heritage Assets at Risk' and maintain its own register of 'Buildings at Risk'. The Council will encourage development proposals affecting such assets to improve the condition of those assets.**

7. **Where appropriate, the Council will produce and update Conservation Area Appraisals and Management Plans, identify additional Conservation Areas and will consider revisions to the Local List of Heritage Assets dependent on any new information.**

8. **If it is determined through relevant evidence that currently unidentified buildings, structures, landscapes or archaeological remains are:**

    i. **of national significance, Policy DE4 will apply, or**
    ii. **of local significance, Policy DE6 will apply.**

EXPLANATION OF POLICY D10

Strategy for protecting and enhancing the Borough's heritage assets (Point 1 of Policy D10)

2.310 The Council will take a positive approach to promoting Gosport's unique historic character by engaging with the local community, site promoters and heritage stakeholders to ensure that all heritage assets are conserved and where possible enhanced, whilst ensuring the Borough has a vibrant economic future. The Council places high value on early discussions at the pre-application stage with the objectives of fully informing site promoters of the issues they are required to address and hence provide a suitable strategy for enhancing and conserving heritage assets.

2.311 The Local Plan includes a number of heritage-specific policies: Policies DE4: Designated Heritage Assets, DE5: Conservation Areas, DE6: Locally

Important Heritage Assets and DE7: Areas of Special Character, which provide specific guidance on protecting and enhancing the Borough's heritage. All proposals which will affect heritage assets should ensure they cross-reference the relevant policies.

2.312 The Regeneration Areas set out in the Local Plan (Policies RA1-RA10) are characterised by having significant heritage features, historic buildings and Scheduled Monuments. Some are now coming forward for redevelopment via public sector land releases. As such, the regeneration policies set out specific heritage objectives that should be read in conjunction with this policy.

2.313 The Gosport Heritage Action Zone (HAZ) and High Street HAZ delivered a number of projects to promote heritage-led regeneration between 2019-2024. The Council is now preparing a HAZ Legacy Plan to continue this successful work, and where possible developments should seek to build on this legacy.

2.314 Consideration will also be made to Policy S-HER-1 of the South Marine Plan[129] which seeks to identify and conserve marine and coastal heritage assets, regardless of their designation status.

Gosport's military heritage (Point 2 of Policy D10)

2.315 Gosport's extensive military heritage, both individually and cumulatively, has played a pivotal role in shaping the local character and the historical, architectural and archaeological interests of the town. This has occurred over centuries - and continues to this day - and has been at a level few other settlements in the country can attest to. Indeed in 1968, 48% of the Borough was in military ownership; by 2024, this had reduced to 18%. This has resulted in the release of a significant amount of former MOD land, with notable heritage assets. The Council and Historic England recognise this significant contribution and seek to conserve and where possible enhance the Borough's military assets.

2.316 When development that would affect assets with archaeological interest is acceptable in principle, the Council will seek preservation in-situ for remains below ground as a preferred solution, informed by the heritage significance of the asset(s). Development that would affect above-ground military structures and archaeological remains requires sensitive, heritage-led intervention that respects significance (and avoids or mitigates harm) while seeking to ensure viable use.

Public access and interpretation (Point 3 of Policy D10)

2.317 Public access and interpretation measures will be secured wherever possible. This could include occasional public access (e.g. heritage open

[129] www.gov.uk/government/publications/the-south-marine-plans-documents

days), interpretation panels, and education and skills measures (including during construction) which could relate to archaeology and heritage building skills.

Sustainability of heritage assets (Point 4 of Policy D10)

2.318 Addressing climate change is a key target for both the Council and Historic England. In 2022, Historic England adopted a Heritage and Climate Change Strategy[130], which included recognising that retrofitting heritage assets will play an important role in addressing this issue. Historic England has published an Advice Note on Climate Change and Historic Building Adaptation[131], which also recognises the importance of embodied carbon and the need to retain and re-use existing buildings where practicable.

2.319 All retrofit measures must find balanced solutions that save energy, sustain heritage significance, and maintain a comfortable and healthy indoor environment. A whole building approach[132] is recommended for the retrofit of traditionally constructed buildings, informed by heritage expertise. Where an adverse heritage impact is identified, typically it should constitute less than substantial harm, and a submitted heritage assessment should set out how the public benefits of such works would outweigh such harm. Further advice on retrofit and energy efficiency in historic buildings can be found on the Historic England website[133].

2.320 Sustainability however has a wider scope than just carbon emissions, and includes energy, water, waste and biodiversity considerations. Further policy guidance on achieving sustainability including climate change mitigation and energy, minimising water use and waste, as well as delivering biodiversity net gain, can be found in other policies within this Local Plan (see also Policies D1, DE1, LE8, LE13 and LE14).

Appropriate evidence to support planning applications (Point 5 of Policy D10)

2.321 The NPPF provides guidance that should be used alongside this Plan particularly on the identification, significance and protection of heritage assets both designated and undesignated. The Council expects applicants to investigate, assess and describe the significance of these assets, be it archaeological, architectural, artistic or historic interest, including any contribution made by their setting, sufficient to understand the potential impact of any proposal on that heritage significance. Further advice can be found on the Historic England website[134]. Consideration should be given on whether any adverse impacts would constitute substantial harm, or less than

[130] https://historicengland.org.uk/content/docs/about/heritage-and-climate-change-strategy/
[131] https://historicengland.org.uk/images-books/publications/adapting-historic-buildings-energy-carbon-efficiency-advice-note-18/
[132] https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/whole-building-approach-for-historic-buildings/
[133] https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/
[134] https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/

substantial harm, as outlined in the NPPF. Proposals need to be appropriately informed with background research proportionate to the significance of the asset or site. As such, site promoters will be required to describe the significance of any heritage asset affected including any contribution made by its setting.

2.322 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. In line with the NPPF, applicants are required to consult the Historic Environment Record (HER), which is regularly updated as new information becomes available. Heritage assets should be assessed using appropriate expertise, which may include qualified historic building consultants or archaeologists.

2.323 Advice on the information likely to be required in support of an application can be sought from the 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 assessment or a Heritage Impact Assessment. Large sites involving heritage assets should be masterplan-led and informed by relevant heritage assessments.

Heritage assets at risk (Point 6 of Policy D10)

2.324 A key area of concern will continue to be the identification and monitoring of 'Heritage at Risk'. Nationally these are designated heritage assets which are falling into disrepair and are 'at risk' of serious deterioration or loss. They are catalogued on the Heritage at Risk Register maintained by Historic England[135]. The Council also maintains a register of listed buildings at risk within the Borough and will encourage development proposals affecting such assets to improve the condition of those assets. Gosport's complex military legacy has raised particular challenges, but on sites such as St George Barracks and Royal Clarence Yard, heritage has been successfully integrated into new developments. This approach will need to be replicated for new development including those allocated in the Regeneration Areas (RA1-RA10).

Updating Conservation Area Appraisals and related information (Point 7 of Policy D10)

2.325 The Council will provide up to date information about the significance of conservation areas, their local distinctiveness and character, and identify features of interest. The Council has produced detailed appraisals for some conservation areas and will continue to produce these and Conservation Management Plans where appropriate. The Council will consider identifying additional conservation areas where evidence suggests that this is appropriate.

[135] https://historicengland.org.uk/advice/heritage-at-risk/search-register/

2.326 The latest Local List of Heritage Assets[136] includes Locally Listed Buildings and Parks and Gardens of Local Historic Interest[137]. From time to time it may be necessary to add further buildings structures and parks to the list and this will be undertaken using the methodology detailed in Appendix 3 of this Local Plan.

2.327 Archaeological sites are identified on the HER and selection for inclusion is subject to the agreement of the County Archaeologist.

2.328 In appropriate cases the Council will consider the use of Article 4 Directions to remove permitted development rights where this would safeguard historic features of importance and consequently these will be added to the Local List of Heritage Assets for completeness.

Unidentified heritage assets (Point 8 of Policy D10)

2.329 There are likely to be buildings, structures, landscapes and archaeological remains within the Borough that are of equivalent significance as designated heritage assets or locally important heritage assets but are currently undiscovered (particularly in relation to archaeology) or their significance has yet to be fully appreciated. Consequently, if as part of the necessary heritage investigations to inform a planning proposal, it has been demonstrated that such assets are present it will be necessary to apply the relevant parts of this policy and Policies DE4 and DE6.

2.330 The County 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 archaeological remains. 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 assessment submitted.

2.331 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.

[136] Currently the Local Listed Buildings can be found at: www.gosport.gov.uk/conservation. A combined 'Local List of Heritage Assets' will be available later.
[137] Based on research carried out by Hampshire County Council and the Hampshire Gardens Trust.

Policy D11: Securing Infrastructure

Introduction

2.332 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 limited to) transport, water supply, wastewater treatment, flood defences, public utilities, health, education, green infrastructure, recreation and social facilities. The NPPF states that local plans should plan positively for the development and infrastructure required in the area. Box 12 sets out the Council's overall approach on this matter.

Box 12: Infrastructure Strategy

The Council will work with infrastructure providers and other partners to ensure the appropriate provision of infrastructure, in terms of quality and capacity can be provided to support development when required. This will be achieved in the following ways:

Establishing infrastructure requirements – working with infrastructure providers, site promoters and other stakeholders to establish infrastructure requirements (for example through the Infrastructure Assessment Report), and monitor delivery through the IFS and IDP. The Council will regularly keep requirements up-to-date through liaison with providers, site promoters, GBC services, Hampshire County Council, PfSH, and Coastal Partners.

Securing funding – Where appropriate the Council will use developer contributions including CIL to fund infrastructure. Where there is a funding gap which may impact the deliverability of identified infrastructure requirements the Council's Funding Officer will work with partners to identify funding opportunities and bid for funds. Where necessary the Council will continue to lobby Government to assist in delivering brownfield regeneration in the Borough, including funding to deliver flood risk management infrastructure which can provide wider benefits to the public and local economy.

Delivering infrastructure – work to ensure infrastructure is delivered in a timely and efficient manner, including the use of planning conditions and obligations to secure delivery where appropriate. The Council will ensure that infrastructure providers and site promoters deliver infrastructure where and when it is needed as part of the phasing of development to ensure development is supported by appropriate infrastructure.

POLICY D11: SECURING INFRASTRUCTURE

1. **The Council and its partners will work together to review and monitor existing infrastructure provision and identify new infrastructure needs within the Borough.**

2. **In determining the appropriate level of infrastructure required for both site-specific and off-site measures, the highest priority will be given to the following types of infrastructure:**

   a) **flood risk management measures;**
   b) **transport infrastructure including public transport (including extensions and links to the Bus Rapid Transit route), walking, cycling, electric vehicle charging points and associated facilities, and where appropriate highway improvements;**
   c) **economic development (including skills and digital infrastructure);**
   d) **education and training facilities (including nurseries, primary and secondary schools and post-16 education);**
   e) **green infrastructure (including open space, biodiversity net gain, nutrient neutrality measures and climate change adaptation and mitigation); and**
   f) **community infrastructure (including sports, community, health and social care facilities).**

3. **Development proposals will be permitted where it can be clearly demonstrated that the required infrastructure can be provided prior to the occupation of the new development. Where there are circumstances which mean a phased approach to delivering infrastructure is more appropriate, this will be subject to negotiation and agreement with the Council and secured through an appropriate planning obligation.**

4. **New Infrastructure provision or improvements to existing assets will be provided on-site as an integral part of a development and secured through an appropriate planning obligation. Where a contribution towards off-site infrastructure provision is required in lieu of on-site provision, this will be secured through the Community Infrastructure Levy and/or planning obligations as appropriate. For sites where changes to the public highway are necessary such works will be secured through a Section 278 agreement.**

EXPLANATION OF POLICY D11

Overall approach (Point 1 of Policy D11)

2.333 To accord with the principles of sustainable development, this Local Plan proposes that growth within Gosport is located within existing urban areas. There are no opportunities for 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 makes determining the necessary infrastructure a more complex undertaking requiring an understanding of existing provision and whether there are any deficits.

2.334 In order to meet the Local Plan objectives and create a genuinely sustainable community the provision of good infrastructure in the right location at the right time is essential. 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 Council works in partnership with a range of key stakeholders including developers, infrastructure providers, neighbouring authorities and the local community. Policy D11 therefore sets out the broad principles to delivering infrastructure within the Borough.

2.335 The key requirement regarding infrastructure provision relates to how, when and where the necessary infrastructure is provided and by whom. Details of the known requirements and associated issues are contained within the Council's Infrastructure Assessment Report (IAR) [138] with further information regarding funding and delivery included within the Infrastructure Funding Statement (IFS)/ Infrastructure Delivery Plan (IDP) which is updated annually and published on the Council's website[139].

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

2.337 It will be necessary to ensure that the appropriate level and type of infrastructure is provided to support the anticipated level of development, including:

- transport including public transport infrastructure (bus and ferry), measures to encourage walking and cycling, highway improvements and electric vehicle charging points and associated facilities;
- education and training facilities including nurseries, primary schools, secondary schools and post-16 education;

[138] www.gosport.gov.uk/GBLP2042
[139] www.gosport.gov.uk/infrastructure

- 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 measures.

Prioritising infrastructure (Point 2a-f of Policy D11)

2.338 Investment in infrastructure will be a key component in delivering net zero emissions by 2050 and infrastructure will need to be adaptive and resilient to a changing environment.

2.339 The Council has identified a number of key infrastructure priorities which are set out below:

2.340 **Flood risk management measures:** Identifying, assessing and managing flood risk is a key consideration for the Council. Flood events are becoming more frequent in the UK and therefore identifying and managing flood risk from all sources of flooding has become an increasingly important issue in the planning of new development and the critical infrastructure needed to support it. New infrastructure must be delivered in an efficient and timely way and must be designed and maintained so it can respond to 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 can be put in place to protect the development. New development proposals will therefore contribute towards improving the infrastructure priorities identified in Policy D11.

2.341 **Transport infrastructure:** The Council will support improvements to the existing public transport network, including extensions and links to the Bus Rapid Transit route, and will work with the Local Transport Authority (LTA) to secure appropriate funding and where necessary safeguard land. Additional infrastructure and enhancements to existing provision for walking and cycling will be encouraged and supported, and will be delivered in conjunction with the LTA where appropriate and in accordance with current and future walking and cycling strategies.

2.342 The Council will take a proactive approach towards new development proposals (where these comply with other policies in the Local Plan) in locations which are well supported by existing public transport provision, or where new public and active travel links can be provided to ensure that those developments can be provided with genuine modal choice which reduces reliance on the private car (see Policy D12).

2.343 Electric vehicle charging infrastructure and associated facilities should be provided as part of development proposals in line with Building Regulations and the latest best practice as a minimum (see Policy DE3).

2.344 The Council will also support improvements to the Borough's highway networks, both to alleviate existing congestion challenges and where improvements in highway safety can be made. These will particularly be prioritised where evidence shows that these schemes will reduce pollution and/or improve air quality in the vicinity of those locations and where there are benefits for the safety of vulnerable users.

2.345 The Council will safeguard land required to deliver schemes (see Policy A6) including those identified in the latest Hampshire County Council Local Transport Plan. Where appropriate developer contributions will be sought for this provision.

2.346 **Economic development:** Securing appropriate levels of infrastructure to support economic development and digital infrastructure will continue to be key objectives for securing wider economic investment in the Borough. The need to support and enhance the skills of the local population in supporting the local economy is also a key objective of the Local Plan.

2.347 The use of Skills and Training Plans on qualifying sites will play a key role in delivering effective and timely training opportunities within the Borough (see Policy E2).

2.348 The need for effective and efficient digital infrastructure is a key component to securing economic development. There is a continued focus on greater flexible working practices particularly working from home and the strong growth in online retailing and services means there is a need to deliver fast and reliable broadband and telecommunications. This is recognised in both the Solent LEP's Gosport Infrastructure Investment Plan and the Council's Economic Development Strategy (2021). The Local Plan will support the use of appropriate digital infrastructure (see Policy E5) to support the creation of new, skills and employment opportunities.

2.349 **Education and training facilities:** Facilities to improve education and nursery provision will be supported. The Gosport Infrastructure Investment Plan (GIIP)[140] identifies a number of strategic investment priorities including facilities for higher education, dedicated marine and maritime skills and a hospitality skills centre.

2.350 **Green infrastructure:** will be secured as an integral part of all new development alongside other appropriate infrastructure such as utilities and transport networks. Green infrastructure includes a wide range of measures (see Policy D4) including provision of new open spaces and natural features

[140] The Gosport Infrastructure Investment Plan (Solent LEP, 2019)

within design such as green roofs, tree planting and Sustainable Drainage Systems. Where it is not appropriate to secure on-site provision, a developer contribution will be secured through either the Community Infrastructure Levy or Section 106 Agreement as appropriate.

2.351 **Community infrastructure:** provision of high quality community facilities including cultural, health, education and training and built leisure facilities make a key contribution to supporting a high quality environment for local communities. Further detail on protecting and enhancing these facilities is set out in Policy C6.

2.352 Provision of community facilities will generally be secured through the Community Infrastructure Levy. However there will be some instances in the context of major dwellings of over 100 residential units where it may be necessary to provide community buildings or land on-site as part of the overall development proposal. Further details relating to this can be found in the explanatory text accompanying Policy C6.

Delivery of infrastructure (Point 3 of Policy D11)

2.353 It is important that infrastructure needs are met in an efficient and timely manner and therefore there may be circumstances where it will be necessary for new or improved infrastructure to be provided before the commencement of the development occurs. There may also be circumstances where it is more appropriate to deliver the necessary infrastructure requirements for a development site through an agreed phased approach in line with development completions or occupation.

2.354 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 whether network reinforcement will be required to accommodate development.

2.355 The 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 planning conditions and/or planning obligations where appropriate.

Developer contributions (Point 4 of Policy D11)

2.356 In some 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.

2.357 The Council's CIL Charging Schedule sets out the tariffs that will apply to various types of development and is supported by a Whole Plan Viability Assessment which will be refreshed at appropriate times during the plan period. The Charging Schedule has been prepared in accordance with the Community Infrastructure Levy Regulations (2010) and the subsequent amendments (2011-2020).

2.358 The Schedule will also be accompanied by the annual IFS which contains the Infrastructure List setting out which forms of infrastructure will be funded by CIL (formerly known as the '123 List'). Qualifying developments will be required to make payment in line with the Charging Schedule.

2.359 In some instances there may be a requirement to collect a developer contribution, normally by planning obligations contained in a legal agreement (a Section 106 Agreement or a Section 278 agreement in the case of highway works or improved facilities for cyclists and pedestrians) in accordance with the statutory tests. This will often be for particular works associated with that development.

2.360 In accordance with the NPPF, the 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 whole plan viability assessment, 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.

2.361 The 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.

2.362 The Council will monitor the delivery of infrastructure throughout the plan period and report this annually through the IFS which includes an update of the IDP and the AMR.

Further information

Infrastructure Assessment Report (GBC, 2026)
www.gosport.gov.uk/GBLP2042

Infrastructure Funding Statement and Infrastructure Delivery Plan (GBC, published annually)
www.gosport.gov.uk/infrastructure

Authority Monitoring Report (GBC, published annually)
www.gosport.gov.uk/AMR

Policy D12: Sustainable Travel

POLICY D12: SUSTAINABLE TRAVEL

1. **Development proposals that prioritise access for active and sustainable travel modes including walking, cycling and access to public transport services, will be supported. Proposals utilising the Healthy Streets approach will be considered favourably. Where appropriate, opportunities to increase water-based transport will also be supported.**

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

   a) **the site is, or will be made, accessible to people who walk or wheel and people who cycle;**
   b) **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;**
   c) **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;**
   d) **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;**
   e) **Transport Statements or Transport Assessments are submitted in support of the planning application to evaluate transport impacts and to demonstrate that suitable transport improvements will be provided which meet the needs of the development and mitigate any adverse impacts; and**
   f) **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 D12

Public transport, cycling and walking, and water-based transport (Points 1, 2a and 2b of Policy D12)

2.363 To support the delivery of Hampshire County Council's (HCC) Local Transport Plan 4 (LTP4), it is important that walking, cycling and access to public transport services is prioritised in all development.

2.364 Safe access should be provided for people who walk, cycle or wheel. Priority, where practical, should be given to pedestrian and cycle movements through the delivery of appropriate measures which should be designed and constructed in line with the appropriate national and local technical standards and strategies (including Local Transport Note 1/20[141]). Proposals utilising the Healthy Streets[142] approach will be considered favourably (see also Policy D9).

2.365 The Council has worked with HCC to prepare two Local Cycling and Walking Infrastructure Plans (LCWIPs). These are promoted by the Department for Transport and consider barriers and opportunities for improving walking and cycling in a local area, and in particular, what key routes need to be improved. Going forward they will play an important role in securing funding for active travel projects. One LCWIP focusses on the A32 corridor into Fareham, while the other looks more broadly at the Borough. The latter one includes as an appendix an extensive list of potential projects for improving active travel infrastructure, including new walking and cycling routes, and improved street furniture such as benches, water fountains and signage. The Gosport LCWIP and the Council's own living list of cycling and pedestrian improvements are available online[143]. Where appropriate, developments should seek to deliver active travel priorities highlighted in the LCWIP and Living List. Both are applicable when determining planning applications.

2.366 The 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 proposals in HCC's area transport strategies and area action plans or arising from other funding opportunities. Early discussions should be held with public transport operators to ensure that where required, any new or improved services will be available upon the occupation of a development.

Water-based transport

2.367 Where appropriate, the Council will support opportunities to increase water-based transport. This includes supporting the existing Gosport ferry which plays an important role in linking Gosport with Portsmouth and national rail services. Further opportunities could include pedestrian ferry routes linking between sites in Gosport's waterfront area such as Priddy's Hard, Royal Clarence Yard, Gosport Waterfront and the Haslar Peninsula.

[141] www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120
[142] www.healthystreets.com
[143] Gosport LCWIP: www.hants.gov.uk/transport/strategies/transportstrategies GBC Living List: www.gosport.gov.uk/GBLP2042

Road improvements (Point 2c of Policy D12)

2.368 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, people who walk or wheel and people who cycle.

2.369 To aid safety, and help avoid congestion on principal routes within the Borough, where a new access from a Classified Road is proposed, such access will only be permitted where it is sufficiently demonstrated that road safety would not be adversely affected nor would the access affect the free flow of traffic (see Policy DE3).

2.370 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:

- the latest Manual for Streets (Department for Transport);
- Companion Document to Manual for Streets (HCC, 2010);
- Highway Construction Standard Details (HCC)[144].
- the Healthy Streets approach.

Transport improvements associated with new development (Point 2d of Policy D12)

2.371 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 schemes.

Transport Statements, Transport Assessments, and Travel Plans (Point 2e-f of Policy D12)

2.372 As required by the NPPF, all applications generating significant levels of travel demand will need to be accompanied by a Travel Plan, Transport Statement and/or Transport Assessment. The scope of any such requirements must be agreed with HCC as the highway authority and GBC.

2.373 The latest thresholds for requiring a Transport Statement and/or Transport Assessment are set out by HCC online[145]. Further guidance can also be sourced in the Department for Transport guidance 'Travel Plans, Transport Assessments and Statements'[146]. It should be noted that there may be particular circumstances where a Transport Statement or Transport Assessment is required for a smaller development.

[144] www.hants.gov.uk/transport/developers/standard-details
[145] www.hants.gov.uk/transport/developers/transportassessments
[146] www.gov.uk/guidance/travel-plans-transport-assessments-and-statements

2.374 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 and walking and cycling, to mitigate the impact of motorised vehicles and to maximise the opportunities for sustainable travel and provide accessibility for all people. It should identify highway improvements necessary to prevent congestion and maintain a safe and efficient highway network.

2.375 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 by HCC[147]. Travel Plans 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 HCC and secured by a Section 106 Agreement.

[147] www.hants.gov.uk/transport/developers/travelplans/travelplanrequired

3 Regeneration Areas

Regeneration Areas

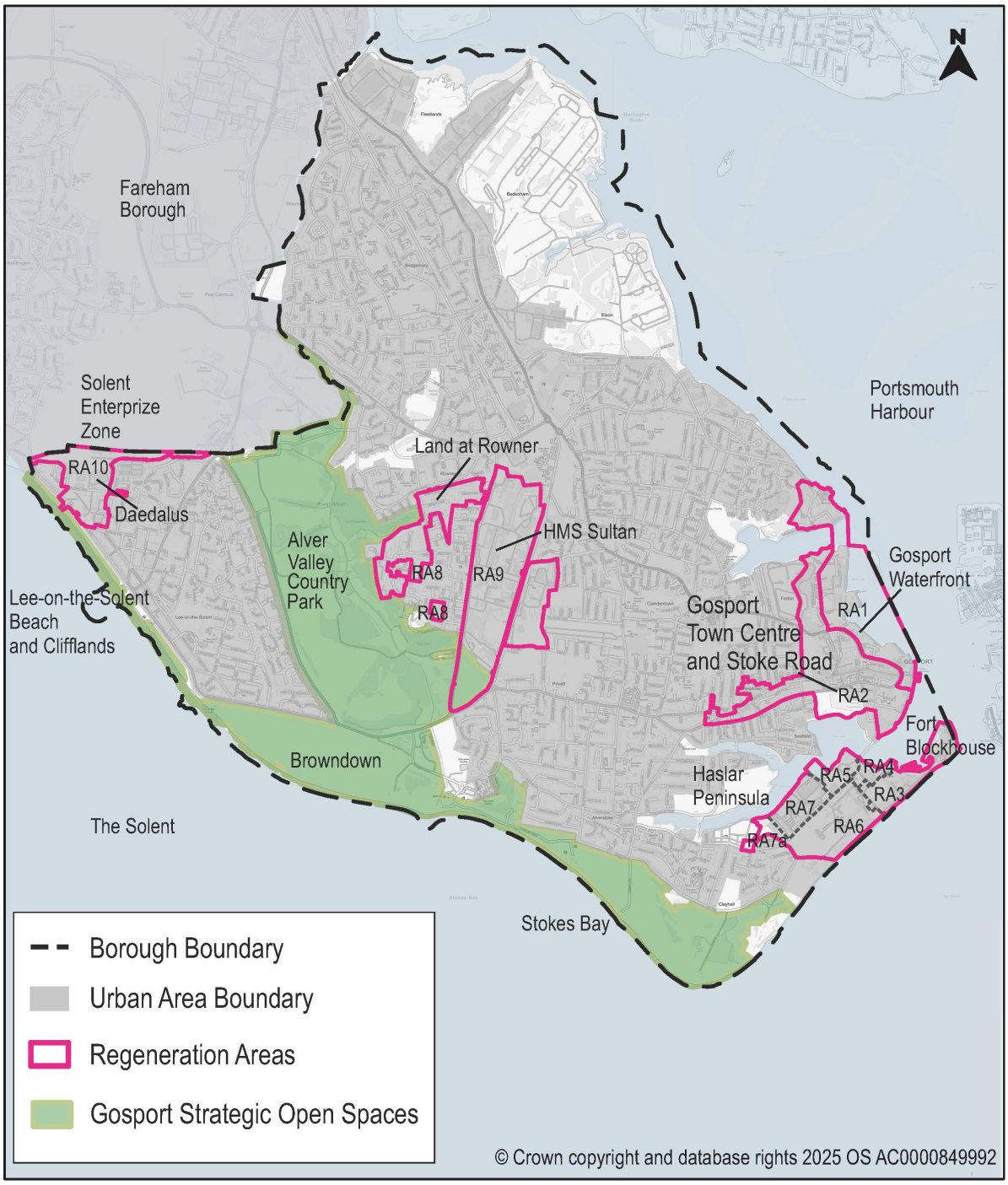
Introduction

3.1 As set out in the Development Strategy (Policy D2), the Council supports renewal and growth in the Borough's five Regeneration Areas (RAs) (see Plan 11). The Regeneration Areas represent an opportunity for significant new sustainable place-making and will provide the focus for new development in the Borough. Within each of the Regeneration Areas the Council has set out the overall strategy for major sites, as set out in Policies RA1 to RA10.

3.2 Development within these Regeneration Areas will also need to take account of other relevant guidance and supporting information such as other policies in the Local Plan as well as supplementary planning documents and masterplans.

3.3 Some of the site allocations are under multiple ownership and comprise a number of development plots. In such cases effective engagement between landowners, developers and leaseholders needs to take place to facilitate potential land assembly and comprehensive redevelopment.

Plan 11: The Borough's five Regeneration Areas



Policy RA1: Gosport Waterfront – Mixed-Use Redevelopment

Introduction

3.4 For the purpose of this place-making policy the Gosport Waterfront ('Waterfront') is the coastal area on the western side of Portsmouth Harbour, including Priddy's Hard Heritage Area to the north and the former Bus Station site in the south. It includes areas characterised by marine employment and leisure uses and the established residential neighbourhoods at Royal Clarence Yard and Priddy's Hard. It does not include the Haslar Peninsula which is included in the Haslar Peninsula Regeneration Area and covered by Policy RA3 to RA7 and it does not include Gosport's Town Centre which is covered by Policy RA2. For wider sub-regional purposes such as the Strategic Development Locations identified in the PfSH Spatial Position Statement (2023), the term 'Gosport Waterfront' does include the Haslar Peninsula.

3.5 Gosport Waterfront occupies a prominent frontage on the western side of Portsmouth Harbour. It is of historic importance and has significant potential to attract visitors and residents, with its naval and maritime history, views across Portsmouth Harbour, the Scheduled Ramparts at Priddy's Hard and wealth of listed buildings.

3.6 Historically, the Waterfront was contiguous with Gosport Town Centre's dense residential streets, many of which were rebuilt for industrial purposes or subject to modern planning in the post-war period. However, the fabric of the industrial building stock is aging and some are no longer fit for purpose. This provides an opportunity for a return to the more traditional juxtaposition of higher density housing, albeit utilising different residential typologies, and commercial uses including marine employment. Marine employment opportunities are covered by Policy D3 and specific marine employment areas identified on the Policies Map.

3.7 The Gosport Waterfront area is subject to a major new initiative funded by the Government's Local Regeneration Fund. The project has the aim of reconnecting sections of the Waterfront, improving the public realm, and the creation of the Gosport Waterfront Trail which tells the story of how Gosport's sites supplied and serviced the Royal Navy and contributed to the defence of the Harbour. The historic trail will be accompanied by wayfinding, lighting, street furniture, and interpretation (physical and digital). The project has the potential to act as a catalyst for further investment.

POLICY RA1: GOSPORT WATERFRONT – MIXED-USE REDEVELOPMENT

Overall Approach

1. **Gosport Waterfront, as shown on the Policies Map, is allocated for mixed-use development. Development proposals should make the best possible use of land resources to provide accessible, higher density residential dwellings and viable commercial uses. The area will also include the Gosport Waterfront Trail, reconnecting historic Waterfront sites together.**

Location of Development

2. **Planning permission will be granted for development at the following sites, subject to the site specific criteria in Points 3-11, the General Principles in Point 12, and other Local Plan Policies:**

Land at Priddy's Hard Heritage Area

3. **Land at Priddy's Hard Heritage Area is allocated for mixed-use development including approximately 60 residential dwellings, and main town centre commercial uses of up to 1500 sqm which are complementary to the adjacent Explosion Museum. Proposals should be a masterplan-led process which has been informed by a Heritage Impact Assessment and address the following site-specific criteria:**

   a) **preserve and enhance the Priddy's Hard Conservation Area and accord with national and local policies regarding Listed Buildings and other important heritage assets in accordance with Policy D10, and have regard to the Priddy's Hard Conservation Area Appraisal and Management Plan;**
   b) **ensure current and future flood risk from all sources of flooding is taken into account in accordance with Policy D7; and**
   c) **provide new publicly accessible open space on the Ramparts, which is maintained through a suitable management programme and links to the Gosport Waterfront Trail.**

Royal Clarence Yard

4. **Proposals at Royal Clarence Yard (RCY) should address the following site-specific criteria:**

   a) **preserve and enhance the RCY Conservation Area and accord with national and local policies regarding Listed Buildings and other important heritage assets in accordance with Policy D10**

and have regard to the RCY Conservation Area Appraisal and Management Plan[148];

b) accord with and implement the RCY Action Plan;

c) retain active commercial ground floor uses within the commercial frontage (as identified on the Policies Map); and

d) provide a safeguarded route as part of the Gosport Waterfront Trail.

Land at Victoria Quay

5. Proposals for Land at Victoria Quay should address the following site-specific criteria:

a) preserve and enhance the RCY Conservation Area and accord with national and local policies regarding Listed Buildings and other important heritage assets in accordance with Policy D10 and have regard to the RCY Conservation Area Appraisal and Management Plan[148];

b) retain Victoria Quay for marine employment uses (see Policy D3);

c) retain and restore the Rum Store for marine-related employment and/or commercial uses; and

d) provide a safeguarded route as part of the Gosport Waterfront Trail.

Oil and Pipelines Agency Retained Area

6. The Oil and Pipelines Agency Retained Area is protected for marine employment-led development (in line with Policy D3). Land is also to be safeguarded for a route as part of the Gosport Waterfront Trail.

Land at Mumby Road

7. Land at Mumby Road Lorry Park is identified as a potential mixed-use development which could include residential dwellings following the implementation of an alternative lorry/coach parking facility.

8. Land at Clarence Wharf Industrial Estate and the adjacent employment site to the north west, outside the safeguarded marine employment area (as identified in Policy D3) is allocated for the following mixed-use development:

a) residential dwellings above ground floor; and

b) commercial uses and/or undercroft parking at ground floor;

[148] www.gosport.gov.uk/conservation-area-appraisals

and

c) a safeguarded route as part of the Gosport Waterfront Trail.

9. Land at Gosport Marina, outside the safeguarded marine employment area (as identified in Policy D3), is allocated for the following mixed-use development:

a) approximately 70 residential dwellings above ground floor; and
b) commercial uses and/or undercroft parking at ground floor; and
c) a safeguarded route as part of the Gosport Waterfront Trail.

Former Gosport Bus Station

10. Land at the former Gosport Bus Station (excluding the adjacent Transport Interchange and Falkland Gardens) will be developed as a high quality public open space with ancillary facilities that capitalises on the prominent waterfront location. Proposals should positively address the following site-specific objectives:

a) provide a high quality publicly accessible park with appropriate hard and soft landscaping including high quality planting;
b) provide a purpose-built heritage gateway facility that forms part of the Gosport Waterfront Trail, with food and drink concessions and uses that create activity during the day and evening;
c) provide public viewing facilities on an upper floor of the concessions to facilitate views over Portsmouth Harbour;
d) provide a multi-modal transport hub which facilitates active travel;
e) provision of improved wayfinding and interpretation infrastructure; and
f) consideration of the impact of development on adjacent public spaces, key views and the amenity of occupants of neighbouring properties.

Falkland Gardens

11. Falkland Gardens will be retained and protected and will incorporate elements of the Gosport Waterfront Trail including interpretation relating to the historic Camper and Nicholson Boat Yard.

General Principles

12. Planning permission will be granted for development provided that:

a) there is no significant impact on the ongoing operation of adjacent marine operations;

b) proposals fully address the amenity of future occupiers given the local marine context;

c) proposals are of a high quality design in accordance with Policy D9, D10 and DE1-DE7, which conserves and enhances the historic environment of the area as well as improving the quality of the public realm;

d) proposals mitigate any impacts on the highway network;

e) opportunities are taken to improve public transport, pedestrian and cycling accessibility to, and within, the Regeneration Area, including connectivity with the High Street.

f) proposals should protect and enhance the public waterfront walkway including as part of the Gosport Waterfront Trail and the King Charles III England Coast Path;

g) measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5;

h) protect and enhance biodiversity in accordance with Policy LE8;

i) current and future flood risk from all sources of flooding is taken into account in accordance with Policy D7;

j) appropriate measures are taken to remediate contaminated and unstable land in accordance with Policy LE10;

k) the development is served by sufficient levels of infrastructure in accordance with Policy D11, 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.**

l) all development proposals should take account of the detailed guidance set out in the Gosport Waterfront and Town Centre Supplementary Planning Document (March 2018).

EXPLANATION OF POLICY RA1

Mixed-use development at Gosport Waterfront (Point 1 of Policy RA1)

3.8 Gosport Waterfront, as shown on the Policies Map, is allocated for mixed-use development. Development proposals should make the best possible use of land resources to provide accessible, higher density residential dwellings and viable commercial uses.

3.9 Development proposals in the area should come forward with a suitable site masterplan. The Council encourages different site promoters to work together on bringing forward these sites and this can be achieved through comprehensive site masterplans.

Location of development (Point 2 of Policy RA1)

Land at Priddy's Hard Heritage Area (Point 3 of Policy RA1)

3.10 Land at Priddy's Hard Heritage Area is allocated for mixed-use development and public open space. The Priddy's Hard Heritage Area is set out in Plan 12. This remaining allocation represents a small outstanding area of the historic core of the site and the owners of the site, Portsmouth Historic Quarter, are currently preparing a masterplan. The site has potential for approximately 60 residential dwellings and up to 1,500 sqm of town centre commercial uses which complement the Explosion Museum. This could also include small workshops providing artist studios and creative spaces.

3.11 Proposals should be a masterplan-led process which has been informed by a Heritage Impact Assessment. There may be potential to accommodate a higher number of dwellings (than approximately 60 dwellings) subject to high quality design appropriate to the heritage context. The design of new dwellings should address this heritage context through appropriate scale, height, vernacular and materials and respect the character of the historic site. Proposals should preserve and enhance the Priddy's Hard Conservation Area[149] and be informed by the Priddy's Hard Conservation Area Appraisal and Management Plan, the significance of the scheduled Gosport Lines and other important heritage assets in accordance with the policies in this Local Plan.

3.12 There has been significant development at the former munitions site at Priddy's Hard since the site closed in 1989, which to date has delivered:

- A major residential development of approx. 700 new homes, a neighbourhood centre at Dartmouth Court, associated park and play areas, a waterfront promenade, and new access road.
- Within the Heritage Area: an Explosion and Coastal Forces Museum as part of the Museum of the Royal Navy, 230 new homes, brewery, public house and restaurant, open spaces, and holiday lets.

3.13 The Council considers that there remains potential at Priddy's Hard for further regeneration and expansion of the visitor offer. Proposals could capitalise on the setting over Portsmouth Harbour. Public access along the waterfront should be improved, linking in with the Gosport Waterfront Trail. Boat services link Priddy's Hard to the Historic Docks in Portsmouth and the Royal Navy Submarine Museum in Haslar so there is potential to increase footfall without significant impacts on the local road network.

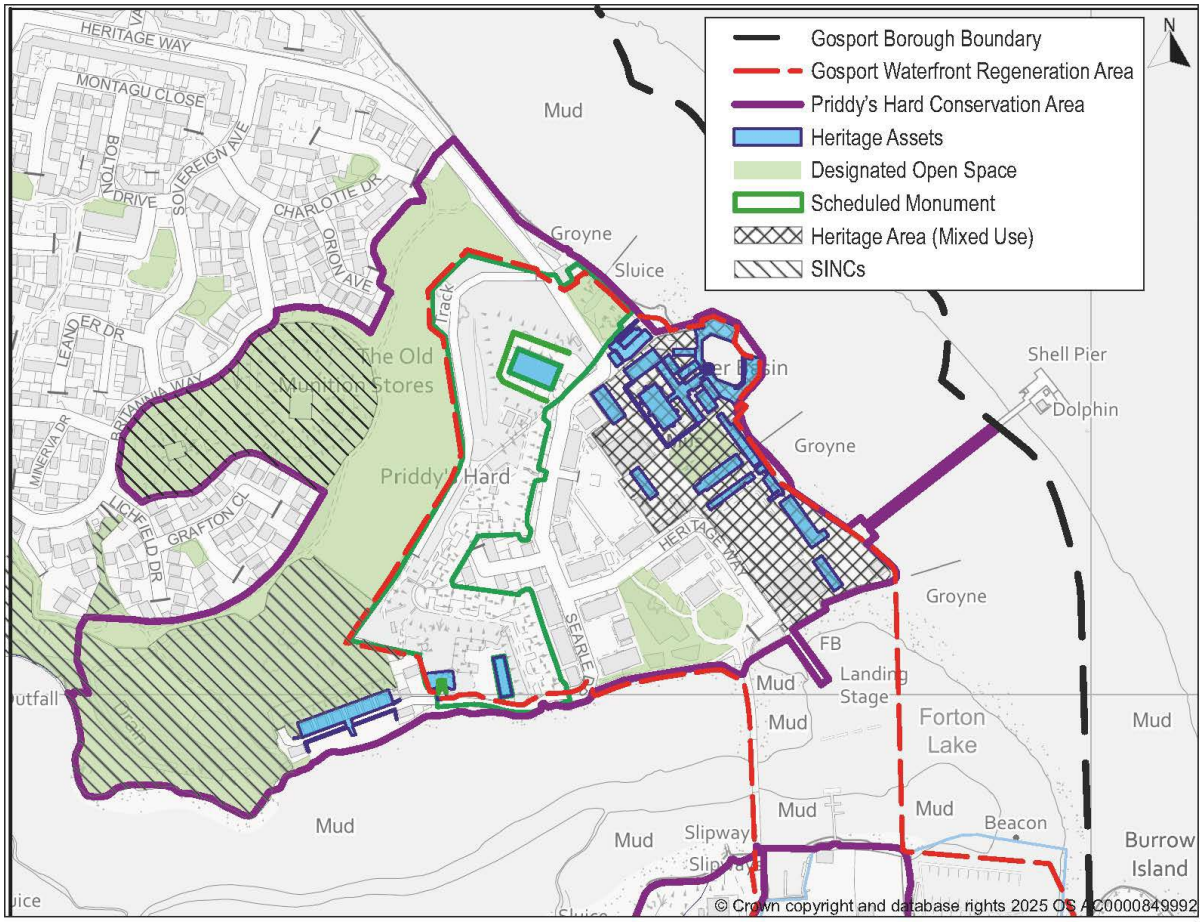
[149] www.gosport.gov.uk/conservation-area-appraisals

3.14 The Priddy's Hard site is within the Priddy's Hard Conservation Area and includes a number of listed buildings, including the Grade I listed 'A' and 'B' magazine, Grade II* listed 'E' magazine and Quick Fire Shell Store, and a number of Grade II listings.

3.15 The proposed open space is to be provided on the Ramparts which are a Scheduled Monument. Proposals on the Ramparts should respect the historic environment and make provision for nature conservation interests. The Council encourages the landowner to allow greater public access to the Ramparts including a viewing platform with interpretation and subject to safety considerations to open a route for public use with the potential for further escorted access to other parts of the Ramparts. There are also opportunities to open up a public walkway along the coastal edge of the site linking to the Gosport Waterfront Trail.

3.16 Southern Water advise that due to the presense of a waste water pumping station on site, a 15 metre gap between the wastewater pumping station and any sensitive development (such as housing) should be taken into consideration in the site layout.

Plan 12: Priddy's Hard Heritage Area



Royal Clarence Yard (Point 4 of Policy RA1)

3.17 Royal Clarence Yard (RCY) has been redeveloped from its original use as a naval victualling yard into a mix of residential, light industrial uses and a small number of commercial uses (restaurant, cafe and offices). The site is within the RCY Conservation Area and includes numerous listed buildings which have been converted to form a quality development.

3.18 In addition, it has an attractive waterfront and marina area. This is the location of the Royal Clarence Yard Marina which is protected by Policy D3.

3.19 The area also includes a number of ground floor commercial units and protected commercial frontage (protected by Policy C4). While these commercial units have remained vacant for some time, they have recently been purchased by a new operator and present significant opportunities for food and beverage uses and shops and services related to the marina, and as such will be protected.

3.20 The Council has produced the Royal Clarence Yard Conservation Area Appraisal and Management Plan (RCY CAAMP)[150] to support the ongoing preservation and enhancement of the conservation area, including managing change.

3.21 In addition, as part of ongoing discussions with key stakeholders there are a number of priorities to improve resident and visitor experience at the site. This includes matters related to:

- branding and place making;
- infrastructure including a parking strategy;
- wayfinding, signage and lighting;
- commercial units;
- events, promotion and communication; and
- legacy arrangements for management of the public realm.

3.22 A route will also need to be safeguarded through the Royal Clarence Yard site, adjacent the marina and waterfront as part of the Gosport Waterfront Trail.

Land at Victoria Quay (Point 5 of Policy RA1)

3.23 As set out in Policy D3, Victoria Quay (formerly referred to as the Royal Clarence Yard Retained Area) will continue to be protected and enhanced for marine employment uses, in line with the RCY CAAMP. The derelict Grade II listed Rum Store is covered by Policy RA1 and presents a significant opportunity for further regeneration for marine employment uses and other commercial uses including a bar/restaurant.

[150] www.gosport.gov.uk/conservation-area-appraisals

3.24 A route will also need to be safeguarded through the site as part of the Gosport Waterfront Trail which together with the Rum Store redevelopment forms part of the Council's successful 2024 Local Regeneration Fund bid.

Oil and Pipelines Agency Retained Area (Point 6 of Policy RA1)

3.25 After a significant period of being vacant, St Georges House within the site has been refurbished as offices to accommodate the national headquarters of the Oil and Pipelines Agency. Similar opportunities exist for the adjacent Weevil House. Adjacent land has recently been resurfaced to provide car parking but there are opportunities to utilise land in this area for marine employment uses. This could complement the recently completed Victoria Quay redevelopment which has successfully provided a range of marine employment uses. A route will need to be safeguarded through the Oil and Pipelines Agency Retained Area as part of the Gosport Waterfront Trail.

Land at Mumby Road Lorry Park (Point 7 of Policy RA1)

3.26 The existing lorry park at Mumby Road is identified as having potential for residential development as included in the Gosport Waterfront and Town Centre SPD (2018). However at this stage, whilst the Defence Infrastructure Organisation acknowledge this site could come forward there is no firm commitment to release the site for development. Therefore, as it is not shown to be deliverable at this point in time the Council has decided to not show it as part of its housing supply, but highlight the site as an opportunity for mixed-use development to include residential development.

3.27 There may be potential for approximately 50 dwellings subject to more detailed design that respects its prominent position adjacent the Royal Engineers Mews and within the Royal Clarence Yard Conservation Area and within the setting of the two St George's Barracks Conservation Areas. As the site is at the entrance to the town centre proposals should provide a suitable landmark building sensitive to the historic context (see Plan 13). Development proposals should accord with the supporting Conservation Area Appraisals and the detailed guidance in the Gosport Waterfront and Town Centre SPD. It will be necessary for the existing lorry/coach parking facility to be reprovided elsewhere in the Borough in consultation with the Council.

Land at Clarence Wharf Industrial Estate (Point 8 of Policy RA1)

3.28 The existing industrial estate located between Harbour Road and the Waterside Medical Centre has redevelopment potential for both marine employment and more intensive mixed-use redevelopment which could include residential on upper floors and commercial uses at ground floor. A crucial objective for any re-development of the site is to ensure a publicly accessible pedestrian route is provided linking Mumby Road with the Waterfront. Should redevelopment proposals be forthcoming, the Council

will work with the site promoter to successfully integrate this pedestrian route into the wider Gosport Waterfront Trail.

3.29 Proposals on the industrial estate site should significantly improve the Mumby Road streetscene through positive active frontages, distinctive buildings, and sufficient parking.

3.30 Land immediately to the north of the industrial estate is protected for marine employment by Policy D3 due to the access it provides to deep water and the harbour. Redevelopment of the industrial estate should protect access to this marine employment site. Land at to the north west of the industrial estate is currently occupied by Palfinger. The same policy will apply to this land if it became available, proposals should include a safeguarded route for the Gosport Waterfront Trail.

Land at Gosport Marina (Point 9 of Policy RA1)

3.31 Land between Gosport Marina and Mumby Road benefits from outline permission for up to 70 dwellings. The Council supports the delivery of high-density housing provided marina operations are not significantly affected. Further opportunities for mixed-use development along the Mumby Road and Harbour Road frontages will be supported. These could include commercial uses at the ground and first floors with residential dwellings above, or higher-density residential blocks with ground floor parking.

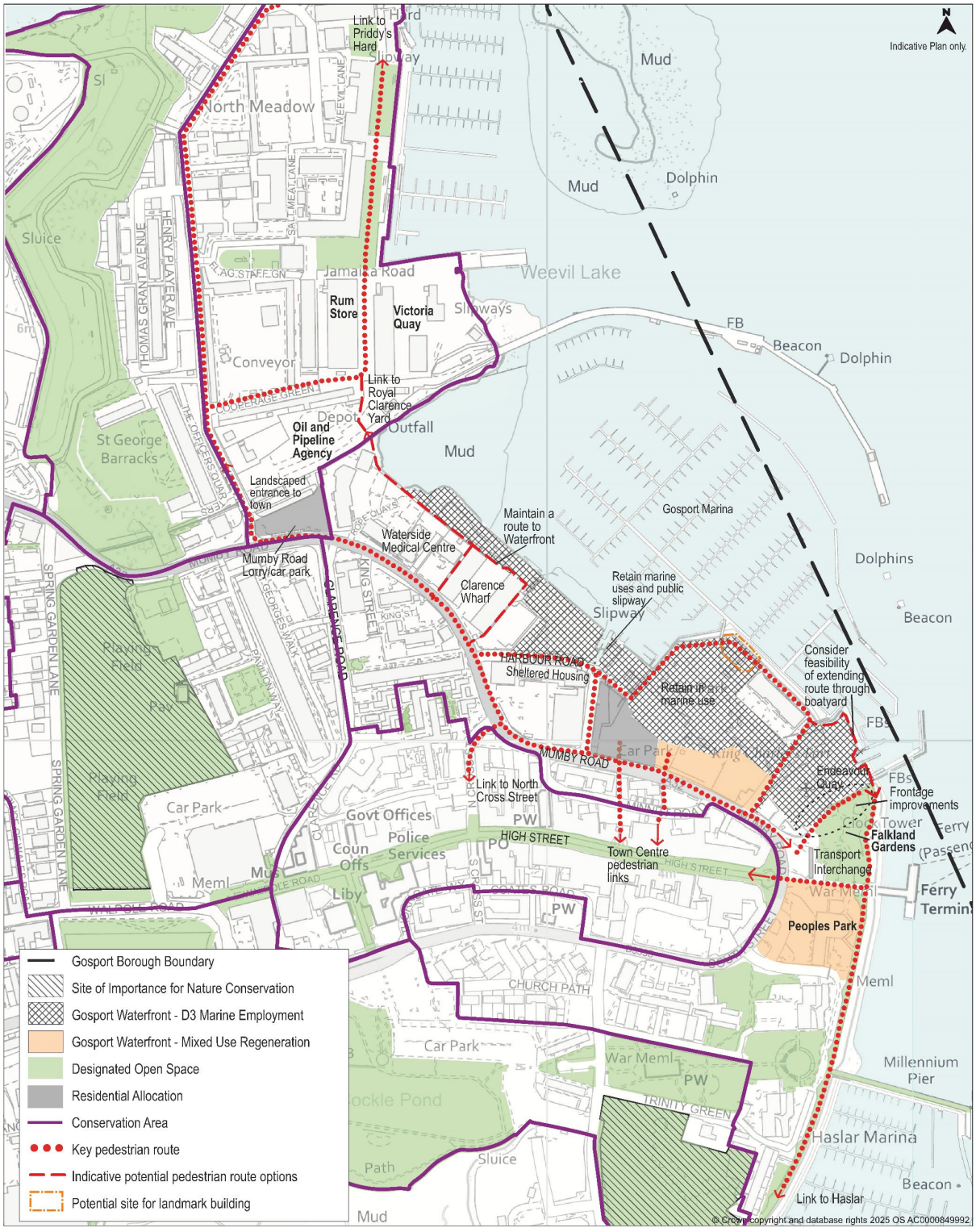
Former Gosport Bus Station Site (Point 10 of Policy RA1)

3.32 The former Gosport Bus Station site forms a key gateway to the Borough for residents and visitors using the Gosport ferry (which can carry foot passengers and cyclists) to and from Portsmouth including the Portsmouth Harbour mainline train station. While for the purposes of this Policy, land at the adjacent Transport Interchange and Falklands Gardens is excluded, proposals at the former Gosport Bus Station should respond positively to the surrounding area and integrate with the Transport Interchange and incorporate the Gosport Waterfront Trail.

Provide a high quality publicly accessible park with interchange elements

3.33 Following the relocation of the bus station to the new Transport Interchange located to the north adjacent Falkland Gardens, the former Gosport Bus Station site is available for redevelopment. It is proposed to create a high quality public open space with a small number of commercial concessions primarily for food and drink with ancillary facilities. Proposals should capitalise on the prominent waterfront location, improve the public realm, and create an attractive gateway entrance to the Borough. This should provide appropriate hard and soft landscaping which integrates with other improvements in the area such as the Gosport Waterfront Trail.

Plan 13: Gosport Waterfront (Victoria Quays to Former Bus Station)



3.34 Proposals include opportunities for interpretation, an information point, performance and event space, wayfinding infrastructure as well as facilities to enhance the new transport interchange including cycle storage, cycle hire, and toilets ('Changing Places' standard).

3.35 Proposals should positively address the site-specific objectives set out in Point 11 of Policy RA1 and detailed below.

Consideration of the impact of development on adjacent public spaces and neighbouring amenity

3.36 All proposals should have special regard to adjoining uses including the setting of the adjacent Conservation Area, Grade II listed Trinity Church and the locally listed Harbour and Seaward Towers. Proposals will need to complement the adjacent Falkland Gardens and should not detract from its landscape quality and ensure any overshadowing of Falkland Gardens is avoided. Proposals should not intrude on key pedestrian routes including the route from the Gosport Ferry to the High Street and the Waterfront Trail. The amenity of existing residents within the area should not be significantly harmed.

Falkland Gardens (Point 12 of Policy RA1)

3.37 The public open space at Falkland Gardens forms an integral part of the Waterfront. It is a popular space cherished by many. Falkland Gardens will be retained and protected so that the public can continue to dwell and enjoy the views across the Harbour. Falkland Gardens will incorporate elements of the Gosport Waterfront Trail, this could include sensitively designed interpretation which tells the story of the adjacent historic Camper and Nicholson Boat Yard.

General Principles for the Gosport Waterfront Regeneration Area (Point 13 of Policy RA1)

Marine operations (Point 13a-b of Policy RA1)

3.38 The Council's preferred planning approach in Gosport's harbour frontage is for development to be based on a clear distinction between safeguarded marine employment and leisure zones that retain boat yards, deep water access and associated infrastructure, and mixed-use zones comprised of town centre uses and medium to high density residential development. Marine employment and leisure sites are safeguarded by Policy D3 and identified on the Policies Map.

3.39 Within the Gosport Waterfront Regeneration Area, new residential development should take account of the proximity of marine operations. Dwellings should be designed to ensure that future occupiers have a satisfactory level of amenity in terms of noise, light and access to private or semi-private spaces.

3.40 Development proposals should also have no significant impact on nearby marine and maritime operations which themselves may be noisy or undertaken at unsocial hours. Site promoters should design out any significant sources of conflict. In addition, where commercial uses and residential dwellings are proposed in close proximity, for example in the same building, the amenity of all future occupiers should be fully addressed.

High quality design, public realm and conserving and enhancing the historic environment (Point 13c of Policy RA1)

3.41 The Regeneration Area includes two Conservation Areas (Priddy's Hard and Royal Clarence Yard) and is adjacent to four other Conservation Areas (St George's Barracks North, St George's Barracks South, Trinity Green and Walpole Park and the High Street). The area contains or is in close proximity to numerous historic assets, including Scheduled Monuments (including the Earthwork defences at Priddy's Hard and Bastion No.1 of the Gosport Lines in the south), Listed Buildings, Locally Listed Buildings and areas of archaeological importance.

3.42 Proposals will therefore need to be of a high quality design which conserve and enhance the historic environment. Consequently all forms of development including major schemes to minor alterations will need to accord with the Council's planning policies relating to design, public realm and heritage (see Policies D9, D10, DE1-DE7) and relevant Conservation Area Appraisals and Management Plans.

Dealing with potential impacts on the highway network (Point 13d of Policy RA1)

3.43 It will be necessary to ensure that any development in the Gosport Waterfront Regeneration Area mitigates any adverse impact on the highway network. Where necessary, proposals will normally be required to be accompanied by a transport assessment (see Policy D12) to demonstrate whether there are any impacts and how these will be mitigated.

Accessibility to, and within, the Regeneration Area and the Gosport Waterfront Trail (Point 13e-f of Policy RA1)

3.44 It is important the Regeneration Area is easily accessible for residents across the Borough including provision of good bus services and cycle routes. It is also necessary to ensure there is good pedestrian access with adjacent residential and commercial areas. Similarly, where possible opportunities should be taken to improve accessibility with Gosport's Waterfront Trail and the Gosport transport interchange, other bus stops and car parks. Linkages with important adjacent open spaces such as Walpole Park are also important.

3.45 The provision of strong linkages between the Waterfront and the existing Town Centre are critical and will ensure new developments in Gosport's Waterfront area complement and enhance the Town Centre. It will be necessary that these linkages are well-designed ensuring the routes are safe, convenient, clearly marked and enhance the public realm. The Gosport Waterfront and Town Centre SPD sets out further details.

3.46 Proposals should protect and enhance a public waterfront walkway to ensure public access along the coast can be improved. The Council is currently implementing projects that aim to increase footfall along the Gosport's historic waterfront and between the waterfront and the town centre. The route will provide an attractive walkway for residents and visitors, increasing footfall and dwell time and acting as a catalyst for further investment. To maximise the benefits of this route, all development proposals within the Gosport Waterfront area should integrate well with the Waterfront Trail to improve accessibility, this includes integrating with the King Charles III England Coast Path.

3.47 In addition, in line with Policy D12, where appropriate opportunities to increase water-based transport will also be supported. This could include pedestrian ferry travel between sites in Gosport's harbour frontage and attractions in and around Portsmouth Harbour including Blockhouse on the Haslar Peninsula and the Historic Dockyard in Portsmouth.

3.48 Other key transport proposals which will improve accessibility to this Regeneration Area are set out in Policy D12 and the accompanying text.

Avoiding and mitigating any adverse impacts on internationally and nationally important habitats (Point 13g of Policy RA1)

3.49 Proposals should meet the requirement of the NPPF and Policy D5 given the proximity of many sites in the Gosport Waterfront area to internationally and nationally important habitats.

3.50 Gosport is an important location for feeding and roosting Brent Geese and wading birds. Under national, regional and local policy these habitats and protected species will have continued protection. As such, it will be necessary to undertake appropriate studies to ensure that development proposals do not have a detrimental impact on these protected species and any other features of ecological importance. The scale, form, massing and height of new buildings will need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination, and collision risk to birds.

3.51 The Habitats Regulations Assessment for the Local Plan recognises that development in the area has the potential to have a detrimental impact on internationally important habitats. Consequently, it will be necessary to ensure proposals avoid and mitigate any adverse impacts. This should

include those measures identified as part of the Solent Bird Aware Strategy and requirements associated with nutrient neutrality (see Policy D5).

3.52 Depending on the location and nature of development proposed in the Regeneration Area, a project level HRA is likely to be required at the planning application stage.

Securing measurable Biodiversity Net Gain (Point 13h of Policy RA1)

3.53 Proposals are required to provide a measureable biodiversity net gain in accordance with the latest Government requirements and as set out in Policy LE8. All proposals will be required to incorporate measures which maintain and enhance the Borough's green infrastructure network (see Policy D5, LE8 and the Design SPD) including the provision of on-site infrastructure and where appropriate contributions towards off-site provision. Where possible proposals should also contribute towards the wider Local Ecological Network.

Managing current and future flood risk from all sources of flooding (Point 13i of Policy RA1)

3.54 Given its proximity to Portsmouth Harbour, the Regeneration Area includes areas at risk of flooding, either in the present day, or in the future. Given its proximity to Portsmouth Harbour, the Regeneration Area includes areas at risk of flooding, either in the present day, or in the future. Development proposals will need to address the requirements of Policy D7.

Contaminated and unstable land (Point 13j of Policy RA1)

3.55 Given the industrial and defence related history of some sites in the area it is likely that significant areas will contain some form of contamination. Developers will need to take appropriate measures to address contamination and make the site safe for future users, in line with Policy LE10. It will be necessary to ensure 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.

Infrastructure provision (Point 13k of Policy RA1)

3.56 There are a number of broad infrastructure requirements arising from the development of sites within the Regeneration Area. More detail is contained in the Council's latest Infrastructure Assessment Report and monitored annually in the Infrastructure Funding Statement which includes the Infrastructure Delivery Plan.

3.57 Key requirements include:

- Suitable flood risk management and mitigation measures;
- Provision of high quality civic space and a public waterfront walkway;
- Provision for appropriate green infrastructure; and
- Provision of adequate utility infrastructure as well as the necessary on-site provision and connections.

3.58 New and/or improved local sewerage infrastructure may 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.

3.59 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 LE13).

Gosport Waterfront and Town Centre Supplementary Planning Document (Point 13i of Policy RA1)

3.60 All development proposals should take account of the detailed guidance set out in the Gosport Waterfront and Town Centre SPD(adopted March 2018).

Policy RA2: Gosport Town Centre and Stoke Road

Introduction

3.61 Gosport Town Centre encompasses the Principal Centre (as defined by Policy C1) focused on the High Street, as well as South Street located to the south of the High Street, the residential areas to the north and south of the Principal Centre and the broad area of open space known as the 'Gosport Lines'. Stoke Road is a district centre and is located to the west of Gosport Town Centre.

3.62 The Town Centre and Stoke Road area includes a number of Conservation Areas (High Street Gosport, St George Barracks North, St George Barracks South, Trinity Green and Walpole Park, and Stoke Road Conservation Areas and the edges of the Peel Road and Bury Road Conservation Areas). The area contains or is in close proximity to numerous other heritage historic assets, including the Bastion No.1 Scheduled Monument, Listed Buildings, Locally Listed Buildings and areas of archaeological importance.

3.63 The main commercial area is centred on Gosport High Street which is pedestrianised, level and accessible. The High Street includes a mix of retail, commercial, residential and civic uses. At the eastern end of the High Street is the former Gosport Bus Station site (see Policy RA1) and the ferry service which connects to Portsmouth and national rail services. The Town Centre benefits from a large amount of parking spaces. Stoke Road provides a mix of specialist and local retail and services, and largely consists of independent traders with one national supermarket chain.

3.64 The range of shops in the High Street is limited and does not attract many visitors from outside the Borough. The range of food and drink offers is lacking variety and there are, in common with many High Streets nationally, a number of vacant retail units which has been exacerbated by recent economic changes and the accelerated trends for online shopping. In addition the proximity to the larger centres of Fareham, Whitely, and Portsmouth, together with the success of Brockhurst Gate Retail Park in the centre of the Borough, provides significant competition and associated leakages of retail spend.

3.65 The South Street Area, located to the south and parallel to Gosport High Street is also covered by this policy. The street pattern along South Street comprises a mixture of buildings and sites of varying style. The frontage onto South Street is broken in a number of locations and therefore new development offers an opportunity to create a defined active frontage. There are a number of specific sites along South Street which provide notable potential for regeneration with a mixture of uses and higher density housing and as such there is scope to significantly increase the number of people living in close proximity to Gosport Town Centre. There are also emerging

opportunities to make significant areas of open space fully accessible to the public.

3.66 The Gosport Waterfront and Town Centre Supplementary Planning Document (SPD) was adopted by the Council in March 2018. It presents a vision and development strategy to guide the regeneration of the Town Centre (in conjunction with Gosport Waterfront) and is a material consideration in the determination of planning applications.

3.67 Stoke Road has experienced a number of vacant units over a period of time and despite recent shop front improvements, some of the shop fronts are in poor condition.

3.68 The issues and opportunities in Stoke Road share similarities with Gosport Town Centre and as such, taking into account their close proximity, it is considered appropriate to include Stoke Road in the Regeneration Area to set out the opportunities in the area and the Council's priorities for enhancing the district centre and surrounding area. The boundary for the Gosport Town Centre and Stoke Road Regeneration Area extends beyond that defined for the Stoke Road District Centre and includes the Stoke Road Conservation Area, land to the west of Stoke Road encompassing the eastern end of Bury Road which includes Nicholson Hall, and land to the south of Stoke Road which includes Jamaica Place.

3.69 The Regeneration Area to the east and north of this area is the Gosport Waterfront area and is identified as a separate Regeneration Area (see Policy RA1).

Plan 14: Gosport Town Centre, South Street, and Stoke Road



POLICY RA2: GOSPORT TOWN CENTRE AND STOKE ROAD

Overall Approach for Gosport Town Centre

1. **Gosport Town Centre, as shown on the Policies Map, will be regenerated throughout the plan period through a combination of the following development and planned change:**

   a) **a flexible approach to planning for retail and other main town centre uses in the Principal Shopping Centre as set out in Policy C1;**

   b) **support for development which provides a more diverse and active evening economy which caters for all of the community and visitors including an expanded Cultural Quarter centred on the Discovery Centre and Gosport Museum and Art Gallery (GMAG) in the Old Grammar School building;**

   c) **supporting appropriate opportunities to deliver approximately 200 new residential dwellings through the following approaches:**

      i. **comprehensive redevelopment of urban blocks to provide mixed-use schemes with higher density housing on upper floors;**
      ii. **conversions to residential above the ground floor;**
      iii. **increasing the height and massing of existing buildings subject to heritage and design considerations;**
      iv. **developing a number of surface car parks which have been deemed surplus to requirements as part of a reorganisation of short and long stay car parking in and around the Town Centre; and**
      v. **developing other areas including service yards providing the commercial units are still able to be adequately serviced.**

   d) **preserving or enhancing the character and appearance of the High Street Conservation Area and managing change in line with the High Street Conservation Area Management Plan[151].**

   e) **the creation of fully accessible and linked public open spaces along the route of the 'Gosport Lines' including the Northern Ramparts, St. George's Field, Walpole Park and a route through Bastion No. 1, according to the Gosport Lines Conservation Areas Appraisal and Management Plan[151].**

[151] www.gosport.gov.uk/conservation-area-appraisals

South Street

2. **South Street, as shown on the Policies Map, is identified for potential renewal through the plan period. Planning permission will be granted for new development where it would take opportunities to deliver the following:**

   a) **new mixed-use buildings which make a highly efficient use of the limited land resources by providing main town centre uses on the ground floor and residential dwellings on upper floors;**

   b) **enhancements to the wider streetscene through new high quality landscaping, street trees, street furniture, building frontages and accesses;**

   c) **preserve or enhance the character and appearance of the surrounding conservation areas, including their settings.**

   d) **the reinforcement of pedestrian routes to the High Street across South Street; and**

   e) **the provision of suitably designed servicing arrangements.**

Stoke Road

3. **Following on from the Stoke Road High Street Heritage Action Zone, the Council will support further regeneration initiatives in the Stoke Road Area (as shown on the Policies Map) in the Plan Period. Planning Permission will be granted for new development where it would take opportunities to:**

   a) **deliver new housing, transport and access improvements, public realm enhancement, retail and other main town centre uses; and, community facilities;**
   b) **Reinforce the identity of Stoke Road and enhance the public realm ensuring Stoke Road has attractive and accessible streets;**
   c) **preserve or enhance the character and appearance of the Stoke Road Conservation Area and managing change in line with the Stoke Road Conservation Area Management Plan[152]; and**
   d) **Provide a range of uses that support vibrant daytime and evening economies.**

General Principles

4. **Planning permission will be granted for development provided that:**

[152] https://www.gosport.gov.uk/conservation-area-appraisals

a) there is no significant impact on the ongoing operation of commercial functions including ground floor retail units;

b) proposals are of a high quality design in accordance with Policy D9, D10 and DE1-DE7, which conserves and enhances the historic environment of the area as well as improving the quality of the public realm;

c) proposals mitigate any impacts on the highway network;

d) where possible, opportunities are taken to improve public transport, pedestrian and cycling accessibility to, and within, the Regeneration Area;

e) measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5;

f) protect and enhance biodiversity in accordance with Policy LE8;

g) current and future flood risk from all sources of flooding is taken into account in accordance with Policy D7;

h) appropriate measures are taken to remediate contaminated and unstable land in accordance with Policy LE10;

i) the development is served by sufficient levels of infrastructure in accordance with Policy D11, 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.

j) all development proposals should take account of the detailed guidance set out in the Gosport Waterfront and Town Centre Supplementary Planning Document (March 2018).

EXPLANATION OF POLICY RA2

Overall approach to Gosport Town Centre (Point 1 of Policy RA2)

Retail and other main town centre uses, a diverse and active evening economy, and a cultural quarter (Point 1a-b of Policy RA2)

3.70 Gosport Town Centre has a number of strengths and weaknesses as highlighted in the introduction to this policy. The Gosport, Retail, Leisure and Tourism Study (GLTS) (2025)[153] sets out that Gosport town centre, given its lack of critical mass, is likely to be vulnerable to future relative decline in the retail and leisure markets given the current national climate for retail and

[153] Gosport, Leisure and Tourism Study (Lambert Smith Hampton 2025).

restaurant closures and larger centre competition. There is a lack of investment in the centre's retail offer whilst the centres in Fareham and Portsmouth have until recently continued to receive investment. Commercial rents have had falling values and the further loss of retail and leisure brands in the town centre will impact on existing businesses and undermine investment efforts. The cumulative impact of these identified threats is considered to be a significant barrier to the future prosperity of the town centre.

3.71 However, despite the geographical isolation of the centre, there are also opportunities that take advantage of the region's significant tourism market and as such the town centre should be planned to diversify, in terms of uses, beyond retail. The GLTS identifies several key opportunities including the potential expansion of the street market, the repurposing of vacant shops to allow a more flexible approach to uses and investment in the centre's food and drink offer. The latter, in particular, should be developed to appeal to both residents and visitors alike in synthesis with the regeneration of the Gosport Waterfront.

3.72 The GLTS concludes that under a higher housing growth target the forecasted need for additional comparison (non-food) goods floorspace is very modest, up to 960 sqm to 2036, and should be focused on Gosport Town Centre. The higher housing growth forecast target forecasts an extremely modest need for additional convenience (food) goods floorspace; up to 82 sqm and distributed across the Borough. As such, given the current level of vacancies and that the proposed housing growth in the Local Plan is lower than the higher housing growth scenario in the GLTS, there is no robust evidence which would suggest that there is a need to allocate additional sites for the purpose of new Class E (shop) use in the town centre.

3.73 Thus to ensure the future vitality of Gosport town centre it is considered that the existing retail function on its own will not be sufficient. Instead, the High Street should be the centre of a more diverse offer for residents and visitors alike in terms of additional non-retail uses. The aim is draw in people who may undertake linked trips, extend activity into the evening and encourage people to spend longer amounts of time in the centre as more of their needs are met in one place.

3.74 The importance of leisure and cultural uses such as cafes, restaurants, bars, clubs, music and other venues that contribute to the early evening and night-time economy is recognised. It is also acknowledged that the town centre is not only competing with larger centres outside the Borough but there is also a degree of competition for potential new investment within this part of the Borough between various places in the Waterfront, which is focused on the marine economy, and the High Street, which is focused on the retail and service economy. Consequently, given their geographical

proximity to each other, it is important these areas are complementary and connectivity between each area is improved.

3.75 The Town Centre has recently benefitted from a successful Borough-wide Heritage Action Zone and a more specific High Street Heritage Action Zone (which also covered Stoke Road)[154]. As part of these initiatives and other investments, a number of positive benefits have been realised which have created additional footfall and improved the quality of the built environment. This has included the following projects:

- Public realm improvements including a grant programme to maintain historic shop fronts and projects to improve particular areas of the Town Centre area (such as 'Bastion No. 1);
- Development of walking routes with interpretation;
- The re-use of vacant units for new training, enterprise and community functions;
- The development of cultural facilities and an events programme. The western end of the High Street is focussed as a 'Cultural Quarter' with the refurbished Old Grammar School building which contains the Gosport Museum and Art Gallery (GMAG), which together with the existing Discovery Centre, the Civic Offices, and the open spaces around these buildings offer space for events providing additional cultural, arts and built leisure based facilities.

3.76 As part of the Heritage Action Zone legacy, the Council intends to produce a Legacy Plan.

3.77 The Council has significant land holdings south of the High Street, including large areas of surface parking and as such is considering redeveloping sites for residential led development and the potential to incorporate commercial and community uses where appropriate.

3.78 The Borough is benefitting from Government funding from the UK Shared Prosperity Fund and the Local Regeneration Fund. This funding, along with other Council projects, is being used to deliver the following improvements:

- **UK Shared Prosperity Fund (UKSPF):** The Council's Government funded Digital Strategy seeks to deliver digital inclusion projects and maximise the benefits of digital technologies as part of its Digital Peninsula Strategy including a number of training initiative to residents and businesses. Other projects include new digital wayfinding totems in key locations across the Borough.
- **Local Regeneration Fund (LRF):** The Gosport Waterfront area is subject to a major new initiative funded by the Government's LRF. The project has the aim of reconnecting sections of the Waterfront, improving public realm, and the creation of the Gosport Waterfront Trail

[154] More information available online www.gosport.gov.uk/haz

which tells the story of how Gosport's sites supplied and serviced the Royal Navy and contributed to the defence of the Harbour. The historic trail will be accompanied by wayfinding, lighting, street furniture, interpretation (physical and digital). The project has the potential to act as a catalyst for further investment.

- **Town Centre Regeneration Manager:** In 2023 the Council recruited a new Town Centre Regeneration Manager who is working with local businesses, residents and other stakeholders to revitalise the Town Centre, aiming to increase the number of visitors and shoppers, reduce the number of empty shops and introduce improvements including overseeing the market.
- **A programme of activities, markets and events:** This includes running and supporting free events and entertainment in the town centre and new operator for the Gosport market, and special markets working with town centre businesses and local arts and craft producers.
- **Other public realm initiatives:** smaller scale projects such as 'greening' the High Street and other environmental improvements to the Town Centre and Walpole Park.

3.79 Taken together, recent and planned investment will assist in the regeneration of Gosport Town Centre.

Supporting appropriate opportunities to deliver new residential dwellings (Point 1c of Policy RA2)

3.80 The NPPF recognises that new residential development often plays an important role in ensuring the vitality of centres and is encouraged on appropriate sites. A key aspect of the Council's overall approach to regeneration in Gosport Town Centre is to support appropriate opportunities to deliver new homes without detriment to the operation of commercial functions. The Council has identified five key approaches which can deliver new residential dwellings within and around the Town Centre as set out in Point 1c i-v of Policy RA2. For Gosport, new residential dwellings in the Town Centre has the benefits of bringing more people and potential customers for existing and future businesses without the need for private vehicular trips and making an effective and efficient use of previously developed land.

3.81 Due to the already dense and historic nature of development in the Town Centre there are only limited opportunities for significant redevelopment identified at present. However, there are a number of key opportunities for regeneration and redevelopment if brought forward by site promoters. The Council would like other sites to come forward however at this point in time, some landowners have shown little interest in redeveloping sites (for example the Gosport Police Station and Precinct sites in South Street). Further details for opportunities in South Street are set out in the explanatory text below for Point 2 of Policy RA2). While the Council cannot

demonstrate that these sites are deliverable, the policy sets out key parameters should these sites come forward during the plan period.

3.82 The Council will take a positive approach by working with landowners and site promoters to bring forward opportunities throughout the plan period which are currently not deliverable. The Council will also undertake further work to redevelop its own land and with third parties. This may involve the compulsory purchase of land to realise the long-term potential of the Town Centre.

3.83 It is currently estimated that approximately 200 dwellings (on sites with 5 or more dwellings) are deliverable within the Regeneration Area. The potential sites which constitute this figure are identified in Table 3 below.

Table 3: Potential housing sites in Gosport Town Centre

Site name	Potential dwellings (net)
8 High Street, Gosport (23/00193/FULL)	18
9-11 High Street, Gosport (19/00157/FULL)	7
127 High Street, Gosport (23/00200/FULL)	7
43-44 High Street, Gosport (24/00220/MAGDO)	8
Council-owned surface car parks	158
Total	**198**

Council-owned surface car parks

3.84 A key approach to deliver new residential dwellings in and around the Town Centre is through the development of a number of surface car parks which have been deemed surplus to requirements as part of a reorganisation of short and long stay parking. The Town Centre has a good range of Council-owned surface car parks which support its vitality through providing parking for residents and visitors. Notwithstanding this, a balance needs to be struck between retaining sufficient car parking to continue to support the vitality of the town centre and releasing some surplus parking capacity for redevelopment.

3.85 The Gosport Car Parking Study was prepared by Steer on behalf of the Council in August 2023. The study is intended to support and provide the foundation for a future Gosport Car Parking Strategy to be produced by the Council.This includes an assessment of car parking capacity and which surface car parks are appropriate for residential redevelopment. The Parking Strategy will also help to ensure the Council can retain sufficient high quality, accessible car parks in key locations to support the future vitality of the Town Centre.

3.86 The Council is confident that approximately 150-200 new homes could be delivered from redevelopment of a number of surplus car parks. It is likely that additional homes will be created in the town centre from further

development of space above the shops and service yard areas but the Council has taken a minimum figure for the purposes of this Policy for greater confidence regarding deliverability.

High Street Conservation Area (Point 1d of Policy RA2)

3.87 Gosport's High Street Conservation Area was originally designated in 1979 and extended in 1988 to ensure that all future developments would preserve or enhance the historic and architectural character of the area. The High Street is also flanked by two other conservation areas; Trinity Green and Walpole Park Conservation Area to the south, and St George Barracks South Conservation Area to the west.

3.88 All proposals within these conservation areas, or their settings, should have regard to the relevant Conservation Area Appraisal and Management Plan[155]. Where proposals are likely to have a significant impact upon the High Street Conservation Area, or other designated heritage assets, proposals should be informed by a heritage assessment, such as a Heritage Impact Assessment or a Townscape Visual Impact Assessment.

The Gosport Lines (Point 1e of Policy RA2)

3.89 To improve the quality of open spaces in the Town Centre and create a joined up walk following the route of the Gosport Lines is a key objective of Policy RA2. The Gosport Lines is a series of defence works (ramparts and moats) which once entirely bounded the town centre and today the Town benefits from a green collar around the former defence works. It comprises a series of open space including the Northern Ramparts, St. George's Field (formerly Arden Park), Walpole Park and Bastion No.1. The Gosport Waterfront and Town Centre SPD (2018) sets out (p.87-96) detailed planning guidance relating to the regeneration of each of the four main spaces. This has been supplemented by the Gosport Lines Conservation Areas Appraisal and Management Plan[155].

3.90 Where opportunities arise the Council will aim to secure key routes to enable the public to access the Gosport Lines. Proposals include an appropriate comprehensive signage and interpretation and the Council will work with Historic England in relation to these proposals. This will link with the King Charles III England Coast Path and new Gosport Waterfront Trail at both Haslar Bridge and Forton Lake to provide a pedestrian route.

South Street (Point 2 of Policy RA2)

3.91 The Council has identified South Street as having potential for renewal with detailed planning and design advice set out in the Gosport Waterfront and Town Centre SPD. Key opportunities within the area include the former Gosport Police Station site, the Precinct, Coates Road Car Park and other

[155] www.gosport.gov.uk/conservation-area-appraisals

surplus parking areas. In addition, as set out in SPD, the Council will work with other landowners to provide more comprehensive development sites.

Key considerations for South Street (Point 2a-e of Policy RA2)

3.92 The street pattern along South Street and South Cross Street comprises a mixture of buildings and sites of varying style. The frontage onto South Street is broken in a number of locations and therefore new development offers an opportunity to create a defined active frontage.

3.93 There are a number of sites which could be developed comprehensively with significant opportunities for high density residential development. The development of South Street could provide some additional community and commercial floorspace (such as retail, office, food and drink and hotel use) on the South Cross Street frontages, which together with appropriate landscaping could create an attractive boulevard linking Gosport's Transport Interchange at the eastern end of South Street and Walpole Park to the west.

3.94 All development proposals should provide enhancements to the wider streetscene through new high quality landscaping, street trees, street furniture, building frontages and accesses and reinforce pedestrian routes to the High Street across South Street. In addition proposals need to make efficient use of limited land resources. This includes through the provision of new buildings that make a highly efficient use of the limited land resources whilst respecting the setting of heritage assets and the amenity of occupiers of existing tall buildings.

3.95 South Street is surrounded by two conservation areas; High Street Conservation Area, which includes parts of South Street and South Cross Street, and the adjacent Trinity Green and Walpole Park Conservation Area[156]. Proposals should ensure they preserve and where possible enhance the conservation areas, including their settings. Proposals which are likely to have a significant impact should be informed by proportionate heritage assessments.

3.96 It is important that development proposals include the provision of suitably designed servicing arrangements; and the provision of limited on-site vehicular parking given site constraints, opportunities for off-site parking and the highly sustainable location.

Former Gosport Police Station

3.97 Hampshire Constabulary has vacated the former Gosport Police Station premises and relocated to the Town Hall. The site had been subject to a planning application for approximately 80 dwellings which was withdrawn. As of 2025, the landowner's intention is to reopen the former police station

[156] www.gosport.gov.uk/conservation-area-appraisals

and therefore the site is not available for mixed-use development and is excluded from the Council's housing supply. However, should this position change during the plan period, the Council will take a positive approach by working with the landowner to bring forward potential development.

3.98 The site has potential to be comprehensively redeveloped for a high-density residential scheme of between 3 and 6 storeys with commercial uses on the ground floor across the South Cross Street frontages. Vehicular access to on-site parking should be at the rear of the site off Thorngate Way. Undercroft parking should be provided but through a design that has a positive impact on the wider street scene (see also Gosport Waterfront and Town Centre SPD).

The Precinct

3.99 The Precinct has had a consistently high level of vacant units. Despite efforts to contact the landowner the Council has been unable to determine if the site is deliverable at this time and therefore the site is not included in the Council's housing supply. However, the site presents significant place-making opportunities and is considered well-suited to residential development with a commercial element retained on the South Cross Street frontage. This would combine positively with any redevelopment of the Former Gosport Police Station Site and as such the Council would support redevelopment proposals in this location. The site could accommodate a taller building with variable height of approximately 3-5 storeys. Office accommodation may also be appropriate (see also Gosport Waterfront and Town Centre SPD).

Coates Road Car Park

3.100 The Council owned Coates Road Car Park could be redeveloped in association with the adjacent Precinct site. Coates Road Car Park lends itself to residential proposals with access to the rear from Coates Road and suitable undercroft parking. It is important that any proposals on the site do not prevent the servicing of shops on the High Street which gain vehicular access from Coates Road.

3.101 Any release of the Coates Road Car Park site would be subject to the Council's Car Parking Strategy and undertaken in combination with wider parking rearrangement in the Gosport Town Centre area.

Waterside Church

3.102 Any comprehensive proposals of the Coates Road Car Park and the Precinct would need to fully consider how the Waterside Centre (adjacent Coates Car Park) could be incorporated within the development. The Waterside Centre provides important community support services (including those related to health and well-being) in a strategic location and therefore is accessible to those in the community that are in need.

3.103 The Waterside Centre have expressed ambitions to expand the premises and create a community hub. Planning permission was granted in 2013 for such a scheme (now lapsed). The Waterside Centre therefore consider there to be potential for a more ambitious scheme to support a range of community organisations.

3.104 In certain instances, subject to the agreement of the Waterside Centre it may prove more viable/feasible to re-provide these community opportunities elsewhere in the vicinity as part of a wider redevelopment scheme.

Stoke Road (Point 3 of Policy RA2)

3.105 Stoke Road has until recently been subject to a successful Borough-wide Heritage Action Zone and a more specific High Street Heritage Action Zone (which also covered Gosport Town Centre)[157]. As part of these initiatives and other investments a number of positive benefits have been realised which have created additional footfall and improved the quality of the built environment. This has included public realm improvements including a grant programme to maintain historic shop fronts; review of the Stoke Road Conservation Area Appraisal and production of a Management Plan; and repair of the Grade II listed Former Royal Arms Hotel canopy and façade.

3.106 To build on this legacy, the Council will support further regeneration initiatives in the Stoke Road Area. Potential opportunities for regeneration include new housing, access improvements, public realm enhancement, commercial uses, and community facilities.

3.107 Proposals within the Regeneration Area should reinforce the identity of Stoke Road and surrounding area. This should include preserving or enhancing the character and appearance of the Stoke Road Conservation Area, and managing change in line with the Management Plan[158]. Proposals which are likely to have a significant impact upon the conservation area should be informed by proportionate heritage assessments.

3.108 The quality of the public realm on Jamaica Place does not match that of Stoke Road. There is no coherent design, instead it is characterised by a broken patchwork of different surfacing materials and street furniture. There are opportunities to substantially improve the coherence and quality of Jamaica Place.

3.109 Development proposals should create new, or improve existing, urban spaces ensuring they are accessible to all. It is important that any changes to the public realm are coherent and conserve and enhance the Stoke Road Conservation Area. The Council will continue to work with stakeholders including Hampshire County Council as Local Highway Authority to maintain a high-quality, well-maintained and coherent public realm that is in keeping

[157] More information available online www.gosport.gov.uk/haz
[158] www.gosport.gov.uk/conservation-area-appraisals

with the character and appearance of the Conservation Area in terms of its design, materials and street furniture.

3.110 The Council will also take opportunities to improve public understanding of Stoke Road's history and heritage interest, including through interpretation measures.

3.111 The widening and re-routing of South Street during the later twentieth century drew some traffic away from Stoke Road, but the street remains a well-used vehicular thoroughfare connecting Gosport's inner suburbs to the Town Centre. There is a steady stream of traffic throughout the day, and congestion occurs when buses and larger vehicles are unable to easily pass each other along the narrow street with parked cars detrimentally affecting people's experience of Stoke Road.

3.112 The Council will explore ways in which congestion along Stoke Road can be alleviated as part of any wider proposals for improvements to transport flow around the District centre and the western fringes of the town centre.

3.113 The extent and distribution of on-street parking, location of widened pavements and location of bus stops may all be reviewed, with consideration given to the alleviation of the impasses created by idling large vehicles.

3.114 The Council will also consider ways of improving active travel connectivity to the area, such as providing additional bicycle storage facilities and seating areas, to encourage footfall on Stoke Road without increasing vehicle numbers.

3.115 Despite its proximity to Gosport Town Centre, Stoke Road has evolved to provide a complementary retail role. The Council's approach to Stoke Road seeks to build on its traditional retailing role by encouraging the expansion of its offer to become more diverse for residents and visitors alike in terms of additional non-retail uses. The aim is to extend activity into the evening through leisure uses such as cafes, restaurants, bars and other venues that contribute to the evening economy. The Council will therefore support proposals which provide a range of uses in Stoke Road that support vibrant daytime and evening economies.

3.116 New residential development can assist in the regeneration of the Stoke Road area and the Council will support appropriate opportunities to deliver new homes without detriment to the operation of commercial functions. Residential use of floors above ground-floor in the Stoke Road District Centre is traditional and generally acceptable, and will be supported where space above shops is vacant and/or underutilised.

3.117 The rear yards of the commercial buildings along the south side of Stoke Road have been developed in a piecemeal fashion and development has generally taken the form of plain, functional buildings which do not contribute positively to the character and appearance of the Conservation

Area. A more coherent approach to the redevelopment of rear yards facing onto Jamaica Place should be taken in future to enhance this degraded part of the conservation area. Residential frontages on to Jamaica Place are likely to be acceptable and most appropriate, provided that such development avoids negatively affecting commercial units, for example their servicing and deliveries.

General principles for the Gosport Town Centre and Stoke Road Regeneration Area (Point 4 of Policy RA2)

Impacts on Town Centre commercial operations (Point 4a of Policy RA2)

3.118 The Council supports appropriate opportunities to deliver new residential dwellings in and around Gosport Town Centre and Stoke Road. All development proposals within the Regeneration Area should not prejudice the use of the ground floor units to function as commercial premises.

3.119 Proposals should therefore accord with the requirements set out in Policy C1: Centres. In order to maintain the integrity and continuity of a centre it is considered that residential development at the ground floor fronting onto a shopping street is not appropriate. However the use of upper floors in these centres for residential uses as well as in some cases the rear of commercial and community buildings can be appropriate (subject to the other policies in the Local Plan).

3.120 Within the Stoke Road Conservation Area, roof extensions are unlikely to be acceptable where they would have a harmful impact upon historic roof forms, skyline and the character and appearance of the Conservation Area.

High quality design, public realm and conserving and enhancing the historic environment (Point 4b of Policy RA2)

3.121 The Regeneration Area includes a number of Conservation Areas (High Street, St George's Barracks North, St George's Barracks South, Trinity Green and Walpole Park, Stoke Road, Peel Road and Bury Road). The area contains or is in close proximity to numerous other heritage assets, including the Bastion No.1 Scheduled Monument, Listed Buildings, Locally Listed Buildings and areas of archaeological importance.

3.122 Proposals will therefore need to be of a high quality design which conserve and enhance the historic environment. Consequently all forms of development including major schemes to minor alterations will need to accord with the Council's planning policies relating to design, public realm and heritage (see Policies D9, D10, DE1-DE7). Proposals will also need to accord with the relevant Conservation Area Appraisals and Management Plans, this includes:

- **High Street Conservation Area Management Plan (2024) and Stoke Road Conservation Area Management Plan (2024)** - new development will be expected to reflect historic plot boundaries, conserve historically significant spaces, routes and urban plan, and respect the prevailing heights, massing, scale, materials and details that define the conservation area's character and appearance; and
- **Gosport Lines Conservation Areas Management Plan (2024)** – new development within the Conservation Areas will be expected to enhance their character and appearance, biodiversity and permeability.

3.123 Development proposals should aim to be compliant with the GBC Parking SPD (2014). This recognises that Gosport Town Centre and the Stoke Road area offers significantly better access to public transport, shops and services than other areas of the Borough. Development with reduced car parking will therefore be acceptable in most instances. Gosport Town Centre is likely to be a more attractive location for households willing to live with low or no car ownership and flats often have higher levels of single occupancy and lower or no car ownership. Therefore, on occasions when is it not possible to deliver the requirements of the Parking SPD, any shortfall in parking spaces will be balanced against the sustainable nature of the Town Centre where public transport is in close proximity. However, development proposals should ensure sufficient cycle parking is included to ensure this is an attractive mode of travel for occupants.

3.124 Development proposals should provide suitable refuse storage options both for storage and collection. Refuse collectors are unlikely to collect bins from remote or obscure parts of a site where bins may be stored and as such suitable collection points which do not obstruct the highway or pedestrians should be provided.

3.125 All new dwellings should have access to either semi-private (shared) or private amenity spaces. This could be either balconies, roof gardens or courtyards.

3.126 Development proposals should have a positive interface with the wider street scene through good design. This includes positive frontages, appropriately scaled boundary treatments and fenestration.

3.127 Residential amenity should be suitably addressed ensuring future occupiers have good light levels, privacy through a lack of overlooking and that extensions to buildings do not have an overbearing impact on neighbouring residents.

Dealing with potential impacts on the highway network (Point 4c of Policy RA2)

3.128 It will be necessary to ensure that any development in the Regeneration Area mitigates any adverse impact on the highway network. Where

necessary, proposals will normally be required to be accompanied by a transport assessment (see Policy D12) to demonstrate whether there are any impacts and how these will be mitigated.

Accessibility to, and within, the Regeneration Area (Point 4d of Policy RA2)

3.129 It is important the Regeneration Area 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 D12 and the accompanying text. It is also necessary to ensure there is good pedestrian access with adjacent residential and commercial areas. Similarly, where possible opportunities should be taken to improve accessibility with Gosport's transport interchange, other bus stops and car parks. Linkages with important adjacent open spaces such as Walpole Park are also important.

3.130 The provision of strong linkages between the Town Centre and Gosport Waterfront are critical and will ensure that new developments in Gosport Town Centre will complement and enhance Gosport Waterfront. It will be necessary that these linkages are well-designed ensuring the routes are safe, convenient, clearly marked and enhance the public realm. The Gosport Waterfront and Town Centre SPD sets out further details.

3.131 As set out in Point 1d of Policy RA2, one of the Council's key objectives is to improve the quality of open spaces in the Town Centre and create a joined up walk following the route of the Gosport Lines. The SPD sets out (p.87-96) detailed planning guidance relating to the regeneration of each of the four main spaces.

Avoiding and mitigating any adverse impacts on internationally and nationally important habitats (Point 4e of Policy RA2)

3.132 Proposals should meet the requirement of the NPPF and Policy D5 given the areas proximity to internationally and nationally important habitats. It will be necessary to undertake appropriate studies to ensure that development proposals do not have a detrimental impact on these protected species and any other features of ecological importance. The scale, form, massing and height of new buildings will need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination, and collision risk to birds.

3.133 The Habitats Regulations Assessment for the Local Plan recognises that development in the area has the potential to have a detrimental impact on internationally important habitats. Consequently, it will be necessary to ensure proposals avoid and mitigate any adverse impacts. This should include those measures identified as part of the Solent Disturbance and

Mitigation Strategy and requirements associated with nutrient neutrality (see Policy D5).

3.134 Depending on the location and nature of development proposed in the Regeneration Area, a project level HRA may be required at the planning application stage.

Securing measurable Biodiversity Net Gain (Point 4f of Policy RA2)

3.135 Proposals are required to provide a measureable biodiversity net gain in accordance with the latest Government requirements and as set out in Policy LE8. All proposals will be required to incorporate measures which maintain and enhance the Borough's green infrastructure network (see Policy D5, LE8 and the Design SPD) including the provision of on-site infrastructure and where appropriate contributions towards off-site provision. Where possible proposals should also contribute towards the wider Local Ecological Network.

Managing current and future flood risk from all sources of flooding (Point 4g of Policy RA2)

3.136 Given its proximity to Portsmouth Harbour, the Regeneration Area includes areas at risk of flooding, either in the present day, or in the future. Development proposals will need to address the requirements of Policy D7.

Contaminated and unstable land (Point 4h of Policy RA2)

3.137 Some sites in the Regeneration Area may contain some form of contamination. Developers will need to take appropriate measures to address contamination and make safe for future users, in line with Policy LE10. It will be necessary to ensure 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.

Infrastructure provision (Point 4i of Policy RA2)

3.138 There are a number of broad infrastructure requirements arising from the development of sites within the Regeneration Area. More detail is contained in the Council's latest Infrastructure Assessment Report and monitored annually in the Infrastructure Funding Statement which includes the Infrastructure Delivery Plan.

3.139 Key requirements could include:

- Suitable flood risk management and mitigation measures;
- Provision of high quality civic space;
- Provision for appropriate green infrastructure; and
- Provision of adequate utility infrastructure.

3.140 New and/or improved local sewerage infrastructure may 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.

3.141 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 LE13).

Gosport Waterfront and Town Centre Supplementary Planning Document (Point 4j of Policy RA2)

3.142 All development proposals should take account of the detailed guidance set out in the Gosport Waterfront and Town Centre SPD (adopted March 2018).

Haslar Peninsula

Introduction and objectives

3.143 Haslar Peninsula contains a number of nationally significant heritage assets and is located in an attractive coastal setting adjacent to the Solent and the mouth of Portsmouth Harbour. Most of the peninsula is within the Haslar Peninsula Conservation Area and the Council's Conservation Area Appraisal[159] sets out the historic development of the peninsula and its heritage value and is a key material consideration when taking forward development proposals. There are major opportunities to deliver high quality place making in this location and to enhance public access opportunities to the whole area and link with other key Council corporate projects such as the Gosport Waterfront Trail (LRF funded) and Heritage Action Zone legacy projects.

3.144 The peninsula has constrained access. The route to the north east is via the single carriageway Haslar Bridge (signal controlled) which connects the site to Gosport Town Centre, the Gosport Ferry and the A32. The other route is to the west along Haslar Road. From here access to the rest of the Borough is through a residential area along Clayhall Road or via Fort Road. This latter road is narrow and winding in places and connects to Stokes Bay.

3.145 The Council wishes to see proposals come forward across the Haslar Peninsula which seeks to promote mixed-use development supporting a range of residential typologies. Other uses include a range of marine employment maximising the opportunities afforded by the deep-water access provided by the site and other associated infrastructure.

3.146 Development proposals must be compatible with, and seek to preserve and enhance the significant on-site heritage assets. Proposals will make provision for high-quality open space to complement the existing heritage assets and to assist in the delivery of robust flood risk management measures, while promoting new public access along the waterfront (which can form part of an extended King Charles III England Coast Path).

3.147 Development should be designed to be adaptive to the effects of climate change and using a Healthy Places and Healthy Streets approach to place making and urban design. Haslar Peninsula is made up from a number of large sites:

- Blockhouse (which comprises of Blockhouse 1 which includes the historic Fort, Blockhouse 2 and Blockhouse 3);
- Royal Haslar Hospital;
- Haslar Gunboat Sheds and Traverser;

[159] Further detail relating to the Haslar peninsula Conservation Area Appraisal can be found on the Council's website at: www.gosport.gov.uk/conservation-area-appraisals

- QinetiQ; and
- The Piggeries.

Blockhouse

3.148 Blockhouse (see Plan 15 & 16) is 800 metres south of Gosport Town Centre. It has approximately 2.5km of water frontage on Haslar Creek, Portsmouth Harbour and the Solent. Set at the mouth of the Harbour it is just over 200 metres from Old Portsmouth.

3.149 The site is approximately 32.8 hectares and is commonly referenced by the Ministry of Defence as Blockhouse 1, 2 and 3. These areas are characterised as follows:

- Blockhouse 1 (23.1ha) (former HMS Dolphin) which includes the Submarine Escape Training Tank (SETT) and Thames Block as well as MoD administration, training, living accommodation and sports and welfare facilities.
- Blockhouse 2 (4.6ha) includes the RN Submarine Museum and the Joint Services Adventurous Sailing Training Centre (JSASTC). The Museum is a popular visitor attraction.
- Blockhouse 3 (5.1ha) (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 (HSC) primarily as a boatyard.

3.150 Blockhouse 1 is the site proposed by the DIO for disposal from 2026. It includes the historic Fort which is a Scheduled Monument as well as a significant number of listed buildings. Whilst Blockhouse 2 and 3 are to be retained by the MoD, a small area of Blockhouse 2 is proposed to be added to the Blockhouse 1 disposal area to facilitate development proposals including improved access arrangements onto Haslar Road and a potential neighbourhood centre at the Gatehouse (Turbulent Block). This will be incorporated into the Blockhouse 1 policy for completeness.

3.151 It is considered to be sound place-making for the draft Local Plan to establish a planning policy framework for the remaining parts of the wider Blockhouse site (Blockhouse 2 and 3).

Royal Haslar Hospital

3.152 Adjacent to Blockhouse sits the Grade II* listed Royal Haslar Hospital set within a Registered Park and Garden. This extensive complex, which at the time of construction in 1753 was the largest brick building in Europe, and is a former naval and NHS hospital. After closing in 2009, the hospital has been subject to redevelopment as a retirement and care campus, along with employment and leisure uses. The redevelopment is ongoing, with proposals seeking to conserve and enhance the significant heritage value of the site, and provide public access to the attractive grounds.

Haslar Gunboat Sheds

3.153 The Grade I listed Haslar Gunboat Sheds were built during the Crimean War. The site housed and repaired Britain's gunboat fleet, employing an innovative traverser system to transport the small boats out of the water and into the sheds, which is now a Scheduled Monument. After a period of neglect, the property has been sold to a commercial business who is looking to invest in the site for employment uses including marine related uses. The Council supports proposals that bring the site back into use, while conserving and enhancing its national heritage value.

Haslar Marine Technology Park

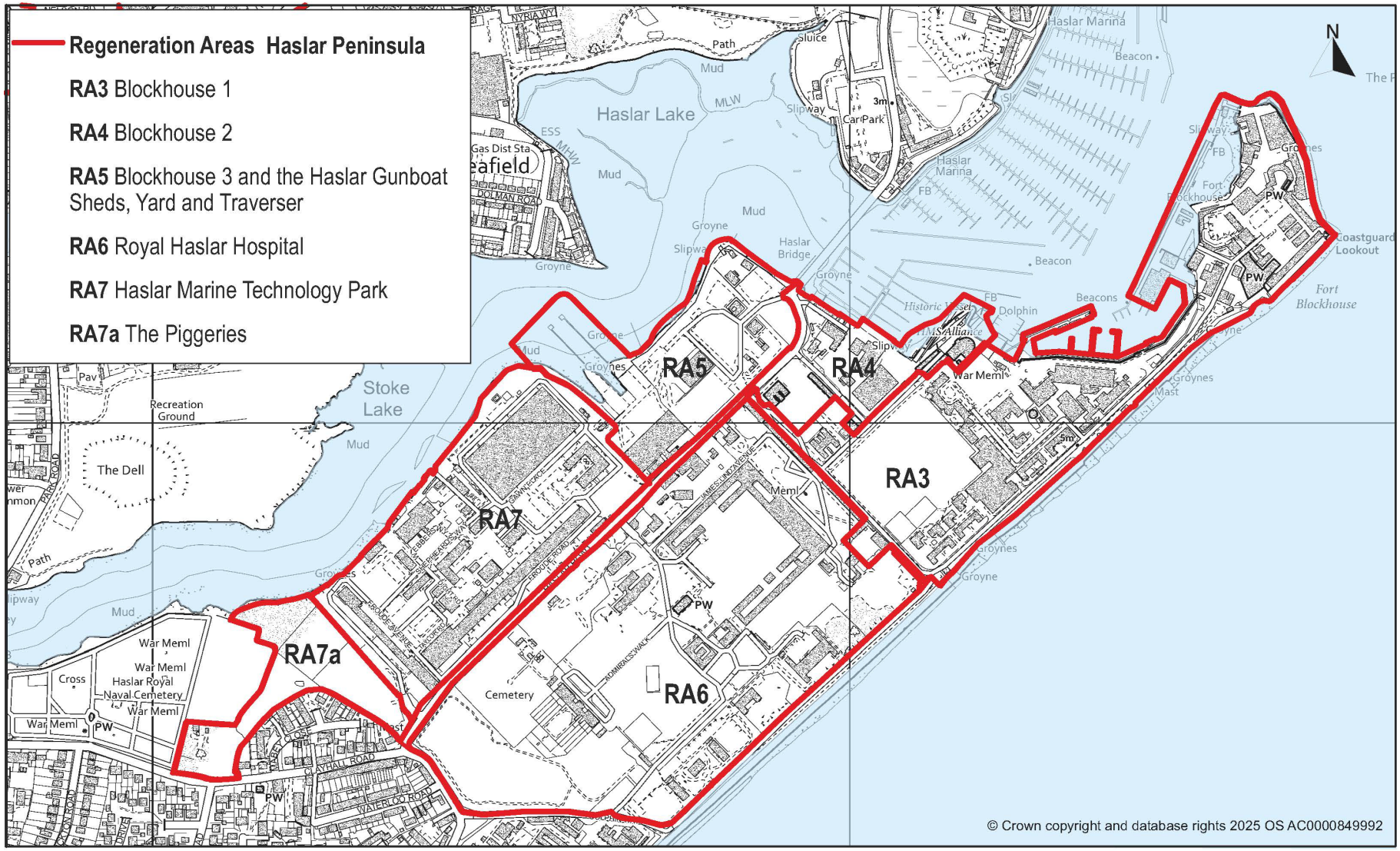
3.154 The site includes a cluster of high-technology, research and development, and specialist engineering marine businesses. The site includes a number of Listed Buildings including a large ship testing tank. The Council requires that this site be retained for employment purposes with the focus remaining on its current strengths. There may be scope to provide linkages and synergies with Blockhouse, the Gunboat Sheds and the Royal Haslar Hospital site. The Haslar Marine Technology Park has been allocated on the Policies Map as an 'Existing Employment site' and will be protected as such by Policy RA7.

The Piggeries

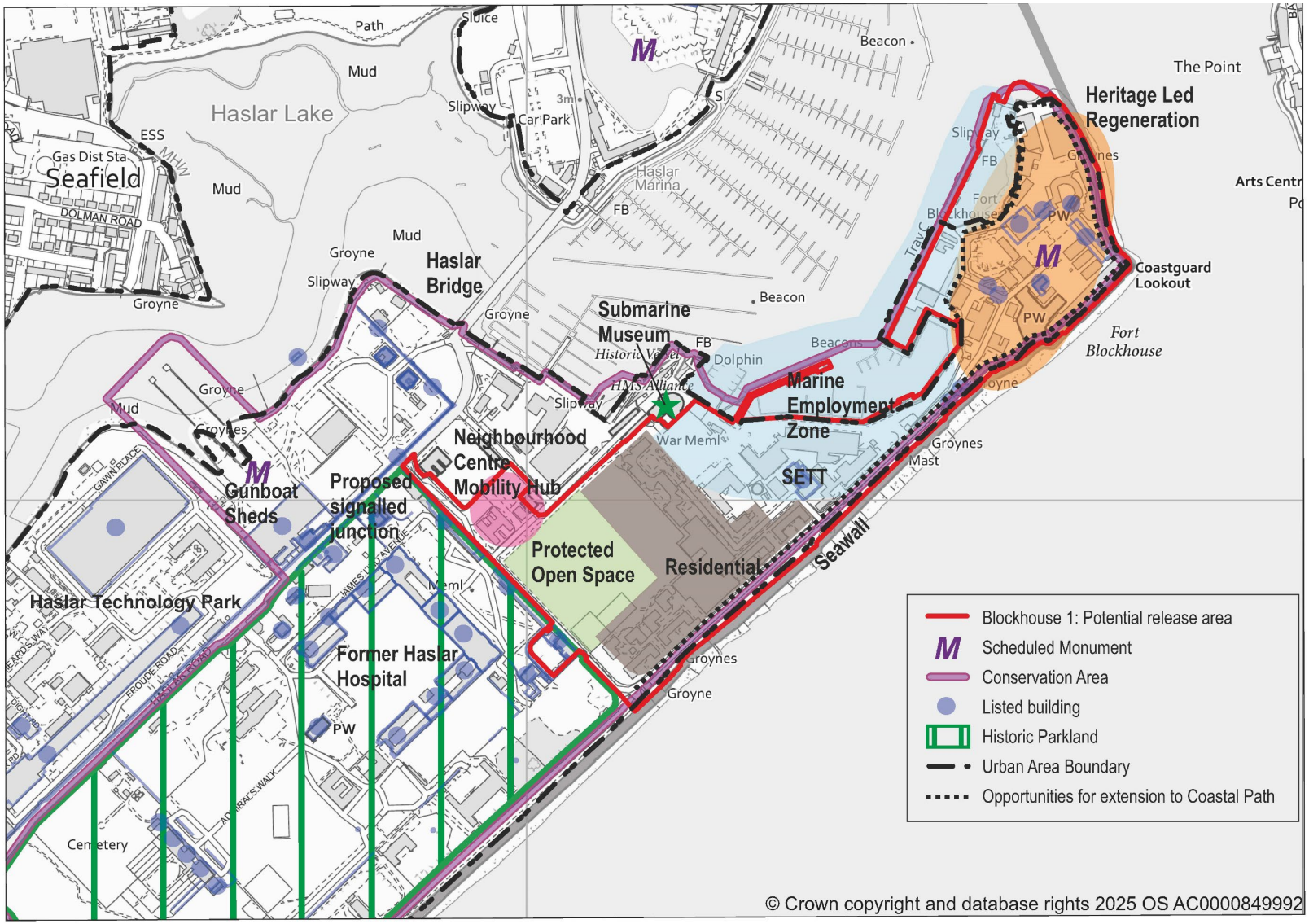
3.155 An area of greenspace on the south-western fringe of the peninsula, the Piggeries are currently paddocks with a strip of natural greenspace designated as a SINC adjacent to Haslar Creek. Planning permission has been granted for the re-development of the site for 58 residential units and retention of a smaller area of open space[160].

[160] This site had previously been identified as a residential allocation in the Council's Regulation 18 consultation draft GBLP 2038.

Plan 15: Haslar Peninsula



Plan 16: Blockhouse 1



Policy RA3: Blockhouse 1

POLICY RA3: BLOCKHOUSE 1 (INCLUDING THE FORT BLOCKHOUSE SCHEDULED MONUMENT)

1. **Blockhouse 1 as shown on the Policies Map, is allocated for heritage-led mixed-use regeneration. Development proposals should reflect the development principles for conserving and enhancing the historic environment as set out in the NPPF, policies D9 and D10, the Haslar Peninsula Conservation Area Appraisal and the Fort Blockhouse Conservation and Archaeological Management Plan (Volumes 1 and 2)[161], and other policies in this Local Plan.**

2. **The Council will proactively work with the site promoter, the developer, central government and funding bodies to secure a package of external funding which will be needed to secure the delivery of large infrastructure elements such as the sea wall.**

3. **Planning permission will be granted for the following:**

   a) **Approximately 475 new residential dwellings (classes C3 and C2).**
   b) **Approximately 12,000 - 15,000sqm of marine employment and other commercial uses in accordance with the criteria in Policies D3, E1 and E4.**
   c) **Development proposals will need to retain and sensitively re-use the heritage assets within the Fort as shown on Plan 16. This location could make provision for bars, cafés, restaurants, other leisure uses. Mixed-use development in the Fort area for residential development and for tourist or ancillary accommodation could also be considered but only if it can be robustly demonstrated that all forms of flood risk have been fully assessed and the appropriate mitigation can be secured and delivered both now and over the lifetime of the development.**
   d) **The provision of a small convenience store and accompanying units in a neighbourhood centre in the gatehouse area.**

[161] The CAA was produced by the Council under its duty as required in law by virtue of S.71 of the Planning (Listed Buildings and Conservation Areas) Act 1990. As a formally adopted document, the contents therein are a material planning consideration in all planning decisions. Where there is conflict or disparity between the adopted Haslar Peninsula Conservation Area Appraisal and other secondary documents such as the Conservation and Archaeological Management Plan, Building Gazetteer or other documents, the Council's Conservation Area Appraisal has precedence.

e) **The provision of a mobility hub in the gatehouse area.**
f) **All proposals will be required to be accompanied by a Design and Access Statement.**

4. **With regards specifically to heritage assets, developers will be required to:**

   a) **Provide a Heritage Statement to accompany all development proposals.**
   b) **Comply with the policy criteria set out in Policy D10 and other relevant local plan policies with particular regard to the conservation and enhancement of heritage assets (both designated and non-designated), as set out in Policies DE4 – DE7.**

5. **Development proposals will need to protect and enhance a substantial proportion of the existing main public open space (‘*the recreation ground’*) as part of the setting of the adjacent Grade II* listed Royal Haslar Hospital and the character of the Haslar Peninsula Conservation Area. Development proposals in this location will need to address the following matters:**

   i. **Habitat provision for Brent Geese;**
   ii. **The loss of sports provision;**
   iii. **The creation of a high quality park and garden.**

6. **The protection and enhancement of other key open spaces will be required including:**

   - **Open space associated with the Captain’s House;**
   - **The Solent promenade and associated areas;**
   - **The tramway link between the Harbour and Royal Haslar Hospital; and**
   - **The Parade Ground within the Fort.**

7. **Development proposals will need to retain, enhance and appropriately re-use the Grade II listed Submarine Escape Training Tank (SETT) to conserve its heritage significance in accordance with the tests set out in the NPPF and the relevant policies of the Local Plan.**

8. **Development proposals to provide tourism and leisure opportunities within the historic Fort area will be supported in**

principal particularly where such proposals complement existing facilities such as the Royal Navy Submarine Museum, and proposals for the Grade II Listed SETT. Proposals will need to be sympathetic to the Scheduled Monument and facilitate its conservation, enhancement and appreciation.

9. **A Transport Assessment will be required and developers will also need to prepare a detailed Travel Plan to show how modal shift can be achieved in order to assist in reducing the number of vehicular movements to, from and within the site and maximise opportunities to encourage public transport patronage and support active travel.**

10. **Development proposals which help to deliver the implementation of modal shift will be supported. Developers should take into account the potential for a park and cycle scheme at Walpole Car Park adjacent to Gosport Town Centre for visitors and employees to the site, along with other measures to support public transport patronage and increase active travel use.**

11. **Development proposals should provide a network of accessible pedestrian and cycle routes which link with the King Charles III England Coast Path, Haslar Hospital the Royal Navy Submarine Museum, Solent frontage, Gosport Town Centre and the Gosport Waterfront Trail. New and/or improved routes should link to the Borough's wider pedestrian and cycle networks as identified in the Local Cycling and Walking Infrastructure Plan and complement the Council's 'living list' of LCWIP schemes. The Council will not support gated communities.**

12. **A new or improved signalised vehicular access onto Haslar Road will be required and will need to ensure safe and convenient access to, from and within the site. The access must safely accommodate the movement of larger vehicles such as emergency vehicles, refuse trucks and commercial goods vehicles and be safe for cyclists and pedestrians. Provision of new vehicular access should also allow land at Blockhouse 2 to come forward for development over the Local Plan period.**

13. **Vehicular parking and associated infrastructure must be provided in an efficient form for the full range of vehicles that will need to use the site including electric vehicles and avoid excessive use of surface parking wherever possible. This should be set out in a Car Parking Management Plan as part of the Travel Plan.**

14. Development proposals must avoid or mitigate any adverse impacts on internationally and nationally important habitats and meet the requirements set out in the NPPF, Policy D5 and ensure that there is appropriate biodiversity net gain in accordance with Policy LE8.

15. With regards to flood risk the following will be required.

a) Preparation of a detailed Flood Protection Strategy outlining the measures required to protect the site on the Harbour and Solent frontages and within the development site. This should include a plan showing the mitigation measures proposed for the whole site, section by section[162] and accompanied by a detailed report which includes the following:

i. Identify the mitigation measures required to protect the site from flooding over the lifetime of the proposed development and where these will be;
ii. Outline of costs for the identified measures and how they will be funded;
iii. Phasing and delivery of each section of flood risk management infrastructure; and
iv. Details relating to the on-going maintenance/ improvement/enhancement and/or replacement of these assets including an estimation of timescales for when works will be needed over the lifetime of the development. Should the sea wall be retained by the MoD, the Council will require legal assurance that this strategic asset will be maintained/improved/enhanced and replaced so the development remains safe over its lifetime.

b) The Strategy will be fully informed by a detailed Flood Risk Assessment (FRA) which addresses flood risk from all identified sources of flooding, both for the present day and over the lifetime of the development. The FRA should be prepared in accordance with Policy D7, the findings and recommendations set out in the latest PfSH SFRA Levels 1 and 2 and current national policy and Planning Practice Guidance.

c) The FRA will need to include an assessment for the residual risk posed by flooding including wave overtopping, defence

[162] Different parts or sections of the site are likely to require different flood risk management solutions for example the flood risk management measures for The Solent facing frontage will require different solutions to that of the 'Toe' or along the Haslar Lake facing frontage.

breaching or defence failure, surface water and groundwater. Detailed information relating to the technical feasibility of appropriate on-site mitigation measures and how they will be delivered will be required. Flood Risk Management Measures should also include safe access and escape routes. New development should be designed to include a place of safety during extreme flood conditions and have appropriate flood warnings. Details of these measures should be set out in a comprehensive Emergency Plan.

d) Ensure that new development will discharge run-off to the sea following appropriate treatment. Proposals for surface water management measures should make provision for storage during high tide events, when the surface water drainage may be subject to tide locking. Development proposals should incorporate sustainable drainage systems, soft landscaping and planting and where practical permeable surfacing.

e) Safeguard land from development to ensure the long-term maintenance of the Haslar Sea Wall and ensure the delivery and long-term maintenance of other on-site flood risk management measures.

16. Developers will need to identify the phasing and delivery of development and set out a supporting Infrastructure Delivery Schedule to identify key infrastructure needs, their costs and implementation.

17. Development proposals will be required to incorporate a sufficient level of wastewater infrastructure including a connection to the sewerage system at an appropriate point of adequate capacity.

18. Development proposals should have regard to the operational and security requirements of retained military and National Coastwatch Institution assets located within the site.

19. Proposals will need to fully address any land stability, contamination and potential for unexploded ordnance issues prior to occupation in accordance with Policy LE10.

20. In order to support marine employment and marine leisure uses, there may be circumstances where limited capital dredging is required and in such cases it must be demonstrated why this is necessary and such proposals should not have a detrimental impact on internationally important sites and protected species. It

must also be demonstrated that any capital dredging proposed would accord with the criteria set out in Policy LE14 point (5).

EXPLANATION OF POLICY RA3

Heritage-led mixed-use regeneration (Point 1 of Policy RA3)

3.156 The site has a long association with the military. A Blockhouse, or fortified tower is known to have been located on this spit of land from 1417 with further modifications made to it in the Tudor period. More recently submarines were based here from 1902, becoming the official home of the Submarine Service by 1905 and remaining so until 1998. There are significant regeneration opportunities in this stunning location with views towards both the mouth of Portsmouth Harbour and the wider Solent frontage. It contains a number of Listed Buildings, the historic Fort and associated buildings as well as other features of historical or architectural interest in the context of its military history relating to its function as the country's first submarine base. The site includes nationally important buildings including the Grade II Listed Submarine Escape Training Tank and the Fort itself is a Scheduled Monument.

3.157 The Council will encourage a comprehensive masterplanned approach to the heritage-led regeneration of Blockhouse 1. The whole site is entirely within the Council's adopted Haslar Peninsula Conservation Area (CAA) and therefore development proposals will need to accord with the CAA. Opportunities will need to be taken to integrate new development with heritage assets and take opportunities to interpret the wider historic and archaeological significance of the Blockhouse (1, 2 and 3), Royal Hospital Haslar and the Haslar Gunboat Sheds.

3.158 The site is adjacent to the Grade II* and Grade II listed 18th Century Royal Hospital Haslar complex which includes a Grade II Registered Park and Garden. The relationship between the two historic sites will need to be fully considered in terms of setting and design and the Recreation Ground plays an important role in terms of the setting of the hospital and the character of Blockhouse itself and the wider Conservation Area. Development proposals in this sensitive, historical location will need to be of a high quality design having a clear regard to the policy requirements for the historic environment as set out in the NPPF, and will be required to meet the tests set out in paragraphs 212 – 220 of the NPPF. Development proposals should also accord with the design and heritage criteria set out in policies D9, D10, DE4, DE5 and the other policies set out in this Local Plan; the CAA and the Fort Blockhouse Conservation and Archaeological Management Plan (CAAMP).

3.159 Developers are strongly advised to discuss their proposals with the Council and other key stakeholders during the early stages of scheme design

including Historic England, particularly if they are likely to affect the Scheduled Monument.

Approach to delivery (Point 2 of Policy RA3)

3.160 The Council recognises there are exceptional infrastructure costs associated with developing the site and in particular with regards to the maintenance of the sea wall. The sea wall not only protects the site from flooding, it also plays a wider strategic role in helping to protect Portsmouth Harbour and HMNB Portsmouth. It is considered that this key role will also be a factor in determining the approach for delivering the site and for the long-term maintenance of this critical piece of infrastructure.

3.161 The Council has been proactively working with the site promoter to identify the infrastructure requirements needed to bring the site forward for development. These costs will be substantial particularly with regard to the necessary upgrades and maintenance of the sea defences over the lifetime of the proposed development; and the wider viability issues for Blockhouse as identified in the Whole Plan Viability Assessment (WPVA). It is considered that a bespoke package of Government financial support will be needed to help de-risk the site and make it attractive to the market. The Council has had discussions with various stakeholders including the Government's One Public Estate team (OPE) to de-risk the site for the market and the Council will continue to work with the site promoter and future developer to bring forward a successful mixed-use site at Blockhouse 1.

Residential (Point 3a of Policy RA3)

3.162 Provision is made for approximately 475 dwellings through a combination of new build and the sensitive re-use of historic and existing buildings. It may be possible through innovative high quality design, layout and supporting evidence, for a developer to demonstrate that a higher number of residential units can be accommodated on-site.

3.163 The proposed Blockhouse 1 allocation site is entirely within the Conservation Area and therefore development proposals will need to be sympathetic to and accord with the supporting CAA and the Fort Blockhouse Conservation and Archaeological Management Plan[163]. Any built development should aim to draw attention to the dominance and importance of the hospital façade and remain noticeably subservient in scale and simple in form.

3.164 Opportunities should be taken to improve views to and from the hospital and draw attention to the historic entrance to the hospital grounds.

[163] Defence Infrastructure Organisation Fort Blockhouse, Gosport Volume 1: Conservation and Archaeological Management Plan, WSP Environment and Infrastructure Solutions UK Limited, May 2023 and the Defence Infrastructure Organisation Fort Blockhouse, Volume 2: Gazetteer, WSP Environment and Infrastructure Solutions UK Limited, March 2023.

3.165 The Recreation Ground at Blockhouse 1 forms the significant open space in front of the hospital and ensures that the views to and from the main hospital façade are protected over a wide area. The CAA states this open space has always remained undeveloped. It forms an integral part of the setting of the listed hospital and the historic Registered Park and Garden within the Conservation Area and plays a key role in understanding the character and history of the Blockhouse site as a whole. Therefore a large part of open space will be retained as open space in any development proposal and this space provides the opportunity to create a high quality park and garden although there will be opportunities for development on part of this space. Further details are included in the text associated with point 5.

3.166 It is proposed that the majority of the dwellings will be apartments in block form on the north eastern and south eastern sides of the Recreation Ground. Any development proposals to increase residential numbers on this site will need to demonstrate a clear understanding of the relationship between development proposals at Blockhouse 1 and the adjacent Royal Hospital Haslar site, the SETT and the historic buildings on the 'Toe' including Fort Blockhouse.

Affordable housing

3.167 The Council recognises the abnormally high infrastructure costs associated with development at Blockhouse 1 as outlined above and consequently the provision of on-site affordable housing provision or the payment of a developer contribution towards the delivery of affordable housing within the Borough is unlikely to be viable in this case unless there is significant Government investment for affordable housing on the site.

Employment (Point 3b of Policy RA3)

3.168 It is proposed to allocate, as a minimum approximately 12,000 – 15,000 sqm of floorspace to support marine employment, leisure and other commercial uses. However, depending upon the final configuration of uses put forward by a developer, a higher floorspace figure for these uses would be considered by the Council.

3.169 Development proposals should capitalise on the opportunities offered by having access to deep water facilities and associated infrastructure to support marine and marina employment. Marine employment assets should be enhanced, intensified and made more accessible to enable Gosport to grow and diversify its existing offer to strengthen its role for marine and maritime business and leisure activities. A number of buildings and facilities within the areas around Basins B and C as well as the Fort area ('the Toe') have the potential to support such uses and these should be retained or enhanced for example including a boat yard with a suitable boat hoist and

host dock or a forklift launch is considered an essential service to support the day-to-day running of a mid-sized marina. It is noted from the supporting evidence that a boat yard with a boat hoist facility is located and in-use at the neighbouring Blockhouse 2 site. It is considered that future masterplans should consider opportunities to co-operate or integrate with this existing facility.

3.170 Supporting evidence[164] has identified a number of opportunities for the marine sector including:

- a marina (including the accommodation of superyachts);
- marine leisure support services;
- a dry stack facility on-site;
- a boat yard with covered shed space to assist the provision of vessel support services; and
- smaller maritime enterprises which require smaller offices and unit spaces such as brokerage, chandlery, retail, marine technology, testing laboratories, boat charters and a sea training school[165].

3.171 Development proposals should incorporate the use of new technology and digital infrastructure wherever possible subject to the criteria set out in policies D9, D10 and E5.

3.172 With regards to leisure and supporting commercial uses, there are a number of existing buildings which could be re-purposed for use as bars, cafes and restaurants all of which have the potential to complement the food and beverage offer along the Gosport Waterfront and similar destinations within the wider Portsmouth Harbour area.

3.173 Given the historical use of the site as a submarine base and its deep water access there may be an opportunity to accommodate larger commercial vessels such as superyachts.

3.174 Furthermore there may also be opportunities to promote the movement of goods and services around by water and therefore it is important to consider the role of the basins and their associated infrastructure (including the jetties) as a whole in development proposals.

3.175 Proposals to construct additional pontoon berths or new marina facilities will need to accord with the criteria set out in the policies of this Local Plan including E4, D5 and other relevant nature conservation policies and D10 and the necessary consents and licenses.

[164] Fort Blockhouse 1 Marine Employment and Leisure Market Overview – Draft May 2023 Marina Projects on behalf of Defence Infrastructure Organisation.
[165] Such uses do not necessarily need direct waterside units and could potentially be located at the ground floor of residential blocks or within the Fort Blockhouse historic core (the Toe).

3.176 Whilst there is deep-water access it is considered in order to accommodate larger commercial vessels for example superyachts, some selective dredging may be required. This form of operation, and on-going regular maintenance, will need to be undertaken in compliance with policies D5 and E4 and the requirements of the necessary consents and licences.

3.177 There are opportunities to incorporate smaller maritime businesses that have requirements for offices and commercial space with limited or no water access. Such units could potentially be incorporated within the historic core of the site.

3.178 Proposals for the re-use of buildings within the historic core of the site for employment and leisure uses should be informed by the CAA and the CAAMP.

3.179 Careful consideration relating to the use and type of outdoor advertisements within the historic core area will be required. The design of new fascia or other forms of signage on commercial, retail, leisure and tourism properties should relate in scale, character and choice of design and materials to the building into which they are incorporated and its surroundings. Applicants are advised to seek advice from the Council's Conservation Officer through the pre-application process and further guidance is also provided in the Council 's Design SPD (2014) or equivalent document.

3.180 There will be some elements of the residential blocks which may be located in close proximity to the marine employment areas and therefore there will need to be full consideration of noise in accordance with policy LE9 and appropriate mitigation for potential noise impacts will be required in these residential areas. This will need to be considered in the early stages of the design and masterplanning process.

Jetties

3.181 The jetties have historic significance, in that they were where military submarines were moored and therefore make an important contribution to the history and character of the site. For example, the CAAMP considers the No. 2 Jetty, Petrol Pier to be of moderate (regional) significance, with surviving early 20th century fabric, including original iron latticework and columns built to the Hennebique design. The structure is a visual reminder of the early operation of the site as the HMS Dolphin Establishment. Therefore whilst they are not listed, they have a certain level of significance through their inclusion within the adopted Conservation Area. Any proposals for their removal either wholly, or in part, will need to meet the national policy tests relating to the protection of the historic environment as set out in the NPPF and the policies in this Local Plan as part of a comprehensive development proposal.

3.182 The CAA identifies the Pier Head (of Royal Engineers Submarine Mining School) as a 'Building of Historic Interest'. Similarly Dolphin Jetty (Ferro-concrete Depot for Submarine Boats) is also identified as a Building of Historic Interest.

3.183 Pier Head Jetty has the potential to serve as a public water transport point enabling visitors and residents to arrive and depart by boat to/from Portsmouth (and other parts of the Harbour). The site was historically used for similar purposes by the Royal Navy. To reduce vehicular movements to the site, the jetties (or similar replacements), could contribute to a more sustainable transport solution for the site.

3.184 Opportunities to re-use the jetties are viewed as potential employment assets as identified by Policy D3 and therefore it will be important to ascertain whether there is a viable use for the jetties in their current form to meet the requirements of the marine sector.

3.185 There may be potential to re-use some or all of the jetties to serve a marine employment and leisure hub or support tourism opportunities on the site which will need to be understood and considered further as part of the planning application process. Therefore further investigations into their potential condition and re-use will be required as part of the consideration of wider development proposals. If they are to be removed it will need to be clearly demonstrated that they are beyond economic repair and that there is limited or no prospect of attracting Government funding or private finance to restore them.

3.186 Subject to the above requirement, if it is demonstrated necessary to remove the jetties, and the relevant NPPF tests are met in relation to their heritage significance, it will be necessary for detailed recording appropriate to their significance to take place and the approach for doing this should be agreed with the Council's Conservation Officer. There could be an opportunity, through a variety of interpretation methods, to tell the story of the history of the site, so that the sheer scale and nature of the operations of the moored submarines can be appreciated.

Uses within the Fort (Point 3c of Policy RA3)

3.187 At the historic core of Blockhouse 1 is the Fort itself which is a Scheduled Monument (SM). Within the SM are a number of designated and non-designated heritage assets. To the immediate west of the SM and around the bastions' is an archaeological site of interest. The CAA confirmed that the historic fortifications and the early 20th Century submarine base dominates in terms of design influence. The site layout is formal and small areas of open space such as the Parade Ground, the garden area within the West Demi-Bastion and memorial garden are all of historic interest and add to the character of the Conservation Area.

3.188 Within the Fort there are opportunities to develop provision for a range of high quality commercial leisure uses including bars, restaurants, cafes and other appropriate marine leisure uses which could potentially include tourist and/or ancillary accommodation such as yacht crew accommodation through the sensitive conversion of the historic buildings.

3.189 The heritage assets at Blockhouse 1, particularly those within the Fort, are considered to be appropriate for re-use for some sympathetic main town centre type uses. For example, the Officer and Submariner quarters *Thames*, *Hazard, Mercury* and *Bonaventure*, and The West Demi and North Bastions, are considered to be most suitable for re-use as either a hotel, restaurant or bar or other commercial uses. The North and West Demi Bastions are potentially suitable for food and drink use. The outdoor spaces associated with these heritage assets also have likely scope for re-use for outdoor activities associated with these uses. Buildings 57, 58, 60 and 61 (*Arrogant Block*, *Sub Station*, *Rapid Block* and *Alecto Block* respectively) could be used for ancillary hotel accommodation in conjunction with Thames Block[166], or as holiday accommodation (subject to flood risk considerations) to assist the local visitor economy. Building 50 (*Post Office*) could be used for retail or commercial use.

3.190 The Council would take a positive view regarding non-residential re-use options for the South Casements which conserves and enhances the heritage asset. The Submarine Memorial Chapel of St. Nicholas (Listed building No. 24) and should be retained for Class F1 (Place of Worship) use only. Building No. 46 (St. Ambrose Church) may be suited to other uses such as community use.

3.191 Development proposals should sensitively account for the historic fabric of the area's heritage assets. Development proposals will need to meet the tests set out in the latest version of the NPPF with respect to the conservation and enhancement of historic assets, and the relevant policies of this Local Plan and the CAA.

3.192 Further investigations will need to be conducted in order to understand the archaeology and historical development of the site including a landscape assessment. Development proposals will need to include an innovative interpretation strategy that conveys the history of Blockhouse 1 and the other Haslar Peninsula sites. Appropriate recording of the buildings will be required with advice from the Council's Conservation Officer. It will be necessary to work with the Council to link the interpretation of the site with the Gosport Waterfront Trail.

[166] Thames Block also includes a series of fitted paintings of sailing vessels, which buildings within the site are named after by the artist William Lionel Wyllie. These are considered to have been commissioned especially for the former dining hall in memory of submariners who died during the First World War and form part of the listing of the building.

3.193 Flood risk is a major consideration and therefore careful assessment of the risks will need to be demonstrated through a Flood Risk Assessment to assess the risk from flooding from all sources and over the lifetime of the development proposed and suitable mitigation will be required to support such land uses in accordance with Policy D7. A flood warning and evacuation plan would be required to support such proposals. The content of which will need to be agreed with the Council.

Neighbourhood centre and Mobility Hub (Point 3d-e of Policy RA3)

3.194 Development at Blockhouse creates the opportunity to reduce car dependency and support modal shift in accordance with the broad objectives and policies of the adopted Local Transport Plan 4 (HCC, 2024) (LTP4) through planning for people and places using a Healthy Streets approach and supporting local cycling and walking routes and public transport opportunities.

3.195 An assessment of Haslar Bridge[167] shows there is currently capacity to accommodate a development of up to 300 houses or 400 flats. Development proposals above this quantum would need to either improve capacity at the Haslar Bridge or preferably introduce measures that can help to influence travel behaviour to reduce car-usage.

3.196 The Council considers a key component to assist with reducing car trips and contributing towards place-making in this location is the inclusion of a neighbourhood centre and a small mobility hub within Blockhouse 1. It is considered this facility would provide convenience and local amenities[168]. The Council envisages a small convenience store of circa. 300 sqm and one or two smaller units to complement the mobility hub

3.197 There is currently no neighbourhood centre within the Haslar Peninsula or the wider Anglesey ward. Residents are served by a small local shop in Clayhall Road or they need to travel further distances to meet their day-to-day top up retail and other service needs. The provision of a neighbourhood centre would assist in meeting the day-to-day top-up shopping needs of the residents both at Blockhouse 1 and the adjacent developments, helping to reduce car journeys to and from the Blockhouse 1 site and further afield.

3.198 **Mobility Hub:** Blockhouse 1 is situated in relatively close geographical proximity to Gosport Town Centre and offers a genuine opportunity to accommodate modal change and alternative transport choices, and reduce car-borne trips, particularly from single occupancy private car use. A mobility hub provides infrastructure that can assist in reducing car-borne trips to and from the site by providing modal choices for residents, employees and visitors. This could be achieved through a variety of ways including (this list is not exhaustive):

[167] Blockhouse Transport and Movement Strategy prepared by Stantec for the DIO 2020.
[168] as supported by the findings of Fort Blockhouse Modal Shift Study Stantec 2025.

a. being in close proximity to bus stops;
b. the provision of pedestrian and bicycle infrastructure to support active travel;
d. the provision of e-bikes (and e-scooters if legislation permits);
e. car club[169]; and
f. car sharing scheme.

3.199 There are two potential options regarding the locations for the mobility hub and the neighbourhood centre. The Council's first choice would be to position the mobility hub and the neighbourhood centre on land at Blockhouse 2 as it is considered this would provide easy access to public transport along Haslar Road through the provision of a bus stop and provide a highly visible neighbourhood centre which would serve both the site and the wider area. Given the length of the site from the Toe to the site entrance at Haslar Road, together with the constrained internal road network, it is important to encourage as much active travel within the site as possible in order to reduce internal vehicular traffic. A small mobility hub with bikes, e-bikes hire services (and e-scooters) adjacent to bus services is an important way to meet these objectives. Other modal shift options include car sharing and car pool facilities. EV charging point infrastructure will also need to be provided as part of this facility and there may also be the opportunity to create a consolidation depot to include pick-up and drop off parcel locker facilities.

3.200 However the preferred site in Blockhouse 2 is currently not due for release and therefore the Council considers an alternative location for the Mobility Hub would be within the vicinity of the existing Turbulent block (also referred to as the Gatehouse), EMO Store and the Telephone Exchange (building numbers: 10, 9 and 32a respectively)[170] which has been included within the disposal boundary by the site promoter.

3.201 The mobility hub, active travel routes and facilities will need to be established prior to any occupation of the residential and commercial units in order to provide alternative choices of travel from the beginning and establish an alternative travel philosophy with site residents and users. Further details are set out below in relation to modal shift (points 10 and 11).

Heritage assets - Design and Access (Point 3f) and Heritage Statements (Point 4 of Policy RA3)

3.202 A Design and Access Statement will be needed and a Heritage Statement will also be required. Further archaeological investigations should be undertaken to inform both development proposals, and the provision and maintenance of infrastructure. A Heritage Strategy will be required to

[169] This could be subsidised through fees from leasing additional parking spaces to users over and above the allocated car parking spaces.
[170] As shown on the Fort Blockhouse Site Layout Plan Drawing Number: 1002542, Debut 14th July 2005.

accompany planning applications and should also include information relating to any proposed mitigation, management of the historic asset and recording strategies.

3.203 Due to the historical significance of the site there may be various unidentified heritage assets and therefore policies D10, DE4 and DE6 will apply. The proposed neighbourhood centre, for example, is within an area of potential archaeological interest and the CAA identifies this area as the approximate site of the 18th Century Haslar Police Station.

Public open space and green infrastructure (Points 5 and 6 of Policy RA3)

3.204 The Recreation Ground contains a sports field of approximately 2.75 ha which has been used by the MoD for sports activities. The CAA explains the role of the open space in relation to the adjacent Royal Haslar Hospital. It forms an integral part of both the setting of the former hospital and to the character of the Blockhouse site as a whole.

3.205 The open space is framed in part by an avenue of trees and there is an opportunity to create a high quality park and garden with space to support biodiversity net gain. This would meet the requirements of Policy LE1 (part 3 (a)) which requires that developments of 50 dwellings or more will provide an on-site public open space including a local park to meet the needs of residents and should be provided to the Council ’s ‘Good’ Quality Standard. Provision should also be made through developer contributions for the long-term management of the open space for a period of twenty five years (in the case of biodiversity net gain the period for long-term management is thirty years).

3.206 The open space is not currently used by the local community so this will provide a significant opportunity to improve public access on the Haslar Peninsula. Appropriate provision of green infrastructure can also help to provide new capacity for flood risk mitigation including SuDS. This should be considered at the outset of the design process and comply with the policy requirements set out in policies D7 and LE13.

3.207 Development proposals should be informed by the CAA which considers that opportunities should be taken to improve the views to the hospital and draw attention to the historic entrance to the hospital grounds. Similarly the tramway link running from the Harbour, adjacent to the Submarine Museum site to the hospital make an important contribution to the overall character of the site and the avenue of trees adjacent to it should be protected and enhanced.

3.208 The row of trees to the south, running parallel to the boundary to the hospital, forms an important backdrop to this open space. The open space

itself ensures that views to the main façade are protected over a broad area. This area has always remained undeveloped.

3.209 The CAAMP recognises that retaining the open space within the site offers the opportunity to enhance access across the site and provide connectivity to other parts of the CAA.

3.210 The Council considers that a proportion of the open space along the north eastern side of the recreation ground and a narrower strip along the south eastern edge could be developed for residential to 'square-off' the open space and provide a strong edge to a smaller but significant open space and other public views of the impressive setting of the main façade of the Hospital frontage.

3.211 The Recreation Ground was previously used for sports provision for military personnel whilst the base was in operational use. The sports field has never been available for general community use and therefore does not contribute to the Borough's secured and unsecured sports pitch supply. The Council considers that in addition to the provision of a public park on-site for place making purposes outlined above, it would also be appropriate to seek developer contributions in-line with Policy LE1 for improvements to existing community use sports pitches in the vicinity of the proposed development for example at Monkton Sports Field or St. Georges Playing Field, both of which are in close proximity to the development site. Whilst there is sufficient supply in the Borough as evidenced by the Council's Playing Pitch Strategy (2024), provided existing school and MoD pitches currently used by community teams are maintained, it is considered necessary to improve facilities at other grounds to accommodate the demands of residents at this site.

3.212 It is known that Brent geese use the Recreation Ground. These are a protected species and an identified feature of the Portsmouth Special Protection Area. Consequently to determine the level of use and the appropriate mitigation it will be necessary to have three years' worth of over-wintering surveys which are being undertaken by the DIO.

3.213 The Fort will also contribute towards the character of the site for example the Parade Ground, the garden within the West Demi-Bastion by the Captain's House and the Memorial Garden are of historic interest and add to the character of the Conservation Area and these areas of open spaces should be retained and enhanced.

Retention and re-use of heritage assets (Point 7 of Policy RA3)

The SETT

3.214 The Submarine Escape Training Tank (SETT) is a Grade II Listed structure. In order to understand both the opportunities and challenges presented by

this unique structure the Council and the DIO commissioned a study[171] to look at options for its re-use consistent with its conservation in accordance with the tests set out in the NPPF.

3.215 The SETT was constructed in circa 1949/50 to train submariners in escaping to the sea surface in case of an emergency. All Royal Navy submariners and many service personnel from overseas also trained there. The SETT was operational from 1954 - 2009. The asset has been maintained with limited use, since 2009.

3.216 The main element of the structure is a tower formed by a tubular steel tank, 30m high, surrounded by a steel-framed structure with aluminum cladding. The tank contains 900,000 litres of chlorinated water. It is kept at 34 degrees to enable instructors to stay in the tank for long periods wearing a swimming costume.

3.217 There are two single storey buildings at the base, one containing the plant and workshops and the other containing officer and training rooms.

3.218 The building has high heritage significance as recognised in the CAA, the CAAMP [172] and in the Statement of Significance set out in the Options for SETT study[173]. It is a major landmark on the Haslar Peninsula itself as well as having key views across Haslar Creek to the wider town and across the Solent to the Isle of Wight. The Statement of Significance recommends the long views of the SETT should be protected.

3.219 An assessment of the condition of the structure has been prepared. The condition of the Tower is regarded as reasonable at this time with some areas of light corrosion but the Report considered there is nothing that would affect the structural performance of the building. The SETT is founded on piles therefore the submission of a full and detailed report on the condition of the SETT and ground conditions will be required at the planning application stage.

3.220 The study identifies a number of potential opportunities to support the re-use of the site particularly for diving and diving related uses. It is considered the SETT is likely to be able to attract a large number of visitors. Part of the SETT's attractiveness relates to its unique positon as an integral significant

[171] Options for Submarine Escape Training Tank (SETT) Gosport prepared by Colliers on behalf of Gosport Borough Council and the Defence Infrastructure Organisation, December 2023 and funded by the One Public Estate. The study can be found on the Local Plan evidence page at: https://www.gosport.gov.uk/gblp2042evidence

[172] Fort Blockhouse, Gosport Conservation and Archaeological Management Plan and Gazetteer, May 2024 prepared by WSP Environment & Infrastructure Solutions UK Limited on behalf of the DIO. The CAAMP and accompanying Gazetteer are available on the Local Plan evidence page at: www.gosport.gov.uk/gblp2042evidence

[173] Further information can be found in the Statement of Heritage Significance chapter of the Options for Submarine Escape Training Tank (December 2023) prepared by Colliers on behalf of Gosport Borough Council and Defence Infrastructure Organisation. This is available on the Council 's website at: www.gosport.gov.uk/gblp2042evidence

feature within the wider historical context of Blockhouse as the former HMS Dolphin, as the home of the RN Submarine Service. The SETT is within close proximity to the RN Submarine Museum which is part of the National Museum of the Royal Navy. There is an opportunity here, to enhance the current military heritage experience.

3.221 Historic England recommends that a Historic Building Survey, equivalent to a Level 4 survey is undertaken for the SETT[174]. The Statement of Significance provides draft guidelines for its preservation and the re-use. Amongst these recommendations includes retention of the Boiler House for its contribution towards the visual, architectural and historic context of the SETT.

3.222 Interest in the re-use of the SETT has come from a range of diving and heritage interests and the Council is maintaining a register of interest.

Transport Assessment and Travel Plans (Point 9 of Policy RA3)

Transport Assessments

3.223 A planning application will need to be accompanied by a Transport Assessment, the scope of this will need to be agreed with the Borough Council and Hampshire County Council as the Highway Authority. The latest thresholds for requiring a Transport Assessment (TA) are set out on HCC's website.[175] Further guidance for its preparation can also be found in the Department for Transport guidance 'Travel Plans, Transport Assessments and Statements'[176].

3.224 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.

3.225 The TA for the Local Plan and the Fort Blockhouse Modal Shift Study can form the starting point for a site-specific TA. It will need to demonstrate whether there are any impacts and how these will be mitigated. 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.

[174] Further information can be found in Historic England's Understanding Historic Buildings at: https://historicengland.org.uk/advice/find/a-z-publications/#ptocU
[175] https://www.hants.gov.uk/transport/developers/transportassessments
[176] www.gov.uk/guidance/travel-plans-transport-assessments-and-statements

3.226 Blockhouse 1 benefits from an existing internal road network with vehicular access onto Haslar Road. The Council considers it would be the most sustainable option to re-use, and upgrade where necessary, this network rather than plan new accesses, roads and routes.

3.227 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 alternatively. In light of the limitations of both the bridge and the road network to the west, it is considered that new development on the Haslar Peninsula , including at Blockhouse 1, should not result in significantly more traffic than that arising when the proposed sites were fully occupied by the MoD. The scale of development within the wider Haslar Peninsula will therefore need to be kept within the capacity of the current bridge and highway network or provide measures / mitigation that reduce car-bourne traffic if existing trip generation statistics are likely to be exceed the capacity of the bridge.

Travel Plans

3.228 A Travel Plan will be required for both residential and non-residential development proposals (see HCC website for further details and thresholds)[177]. The scope should be agreed with the Council and HCC and will be secured by a Section 106 Agreement. It should include detailed measures with performance targets and arrangements for funding, delivery, monitoring and review. Proposals should be delivered through a Travel Plan Co-ordinator.

3.229 The Travel Plan will need to facilitate modal shift to reduce the number of vehicular movements and increase bus patronage and active travel modes. The Travel Plan should also look at opportunities to increase water-borne travel and the potential increase in the use of the visitor water bus services currently in use at the RN Submarine Museum in Blockhouse 2.

3.230 The initiatives in the Travel Plan will be supported by the developer for a period of time to be agreed with the Council through the planning application process in order to provide sufficient time for greener travel behaviour patterns to become established with residents, employees and visitors to the site.

Developer contributions

3.231 Policy D12 sets out that where a development is likely to impose additional burdens on existing transport infrastructure the developer will be required to

[177] https://www.hants.gov.uk/transport/developers/transportassessments

contribute to improvements to enable the travel demands generated by the development to be accommodated.

Travel planning supporting the delivery of modal shift and supporting active travel and accessibility (Points 10 and 11 of Policy RA3)

3.232 The Fort Blockhouse Modal Shift Study[178] was prepared to investigate opportunities to support modal shift for Blockhouse 1 and help to reduce the reliance on the use of private vehicles. This could potentially also have benefits in reducing and managing private vehicle trips to and from the wider Haslar Peninsula.

3.233 The Modal Shift Study identifies a number of opportunities which could help to link Blockhouse 1 with Gosport Town Centre and the wider area.

3.234 As mentioned in relation to point 3d-e, the inclusion of a neighbourhood centre will also assist in reducing vehicle trips for day-to-day shopping activities; and a mobility hub will provide suitable infrastructure to help facilitate alternative travel options for example a car club, car sharing, and parking for pooled e-bikes and e-scooters.

3.235 As a principle, the Council will require that new development proposals which may generate significant levels of travel demand, are effectively and conveniently served by public transport. In locations that are not currently well served by public transport such as the Haslar Peninsula, development proposals may be acceptable when improvements to public transport are included as part of the overall development scheme. This includes bus stops, the extension of existing bus services, a shuttle bus service and a taxi-share service which could include digital demand responsive transport services. Any proposed measures or services must be able to operate without the need for subsidy beyond the initial set-up and establishment costs.

3.236 The developer will be expected to provide on-site and off-site cycle and walking improvements to enhance active travel linkages between the site and the Town Centre and the Interchange. Improvements could include: improvements to Mumby Road/South Street junction which have the potential to improve the safety of the on-street cycle route at a difficult junction; there may also be the potential to explore changes to the traffic signal timing on the Haslar Bridge to benefit cyclists; the extension of the King Charles III England Coast Path; improvements to the Creekside Walk and Gosport Waterfront Trail including a link with Submarine Museum; and other schemes identified in HCC's LCWIP and the Council's 'Living List' of potential cycle and walking schemes[179].

[178] Fort Blockhouse Modal Shift Study prepared on behalf of Gosport Borough Council and the Defence Infrastructure Organisation, Stantec UK Limited, 2024.
[179] Further explanation can be found in the Fort Blockhouse Modal Shift Study, Stantec, 2025.
[179] LCWIP - Local Cycle and Walking infrastructure Plan - See the Transport section on the Gosport Borough Local Plan 2042 evidence page. www.gosport.gov.uk/gblp2042evidence

3.237 The inclusion of a Park and Cycle facility at Walpole Car Park could also play a role in helping to achieve modal shift at Blockhouse 1 and opportunities to facilitate this would be welcomed by the Council as part of any pre-application discussions. The surface car park is owned by the Council and is often under-utilised. It is within close proximity to the areas identified in the Blockhouse plan for employment use and it is considered this could be easily accessed by employees and visitors. A Park and Cycle facility could help significantly with reducing vehicular movements to and from the site across Haslar Bridge and reduce the land-take for surface car parking within Blockhouse. Measures such as those outlined above could provide an opportunity for reduced levels of on-site car parking if deemed appropriate.

3.238 It will be important to provide relevant information to new occupiers (both residential and businesses)[180] about the local transport network and access to a range of sustainable transport opportunities. This information can be provided as part of a Travel Welcome Pack. It is recommended that travel plan information is available for prospective buyers or renters as part of the marketing strategy before individuals choose to purchase or rent a dwelling within the site.

Public access and regeneration

3.239 The regeneration of Blockhouse 1 provides a unique opportunity to improve public access and connectivity across the Haslar Peninsula and to the wider Borough such public access routes should remain open in perpetuity and therefore the Council would not support development proposals that would result in a gated community, this requirement will be enforced through a planning condition and/or a S106 planning obligation.

3.240 The existing King Charles III England Coast Path and The Solent Way long-distance coastal path could be re-routed through Blockhouse and away from Haslar Road. The development opportunities presented by the regeneration of Blockhouse 1 and Royal Haslar Hospital allows for significant public access to, and enjoyment of, the Solent frontage and where opportunities exist public access could be extended to other sites within the Haslar Peninsula for example at Blockhouse 2 and 3 and the Haslar Gunboat Yard.

3.241 It is the Council's understanding that in the case of Blockhouse 1, some MoD military installations are expected to remain in operation after the disposal of the site and these assets will be retained on site. Therefore in the interests of national security, public access in these areas will not be permitted. The management of this matter will need to be addressed by the developer in discussions with the MoD.

[180] Hampshire County Council's My Journey provides advice about travel choices in the local area further information can be found at: https://myjourneyhampshire.com/

New vehicular access (Point 12 of Policy RA3)

3.242 A new signalised junction onto Haslar Road or an alternative solution that has been agreed with the Highway Authority will be required to serve the proposed development on Blockhouse 1 and potentially Blockhouse 2 if this land should be released during the local plan period. Development proposals for this will involve the re-alignment of the current access road into land within Blockhouse 2 including traffic-light junction with Haslar Road. Discussions are currently on-going within the MoD relating to the release of some land at Blockhouse 2 to facilitate improved road access to Blockhouse 1.

3.243 It is important that any new access onto the existing highway is constructed to a satisfactory standard and provides appropriate and safe access for pedestrians, cyclists as well as vehicles. Developers will be required to have regard to current national and local standards and their successor documents on the scale, type, design and location of the highway and these are set out on HCC's website[181].

3.244 Pre-application discussions with both the Council and the Highway Authority are strongly recommended.

Car Parking (Point 13 of Policy RA3)

3.245 The location of Blockhouse 1 provides genuine opportunities to deliver high quality development in a sustainable location and support the use of sustainable modes of transport and provide for car parking[182] in a creative way. For the purposes of the efficient use of land this could potentially be delivered through a mix of limited allocated spaces, with additional parking spaces being made available on a leasehold basis. It is proposed that each dwelling would have one space each with the potential for some households to lease out an additional space. In this instance it is considered necessary to take a bespoke approach rather than use the Council's adopted Car Parking SPD standards. Monies raised through the leasing of spaces should be re-invested in supporting non-car modes of transport to support the development on the site to assist improving the modal choice for travel to, from and within the site.

3.246 The Parking SPD promotes the use of Travel Plans[183] to help reduce the need for parking and recognises the role car clubs and cycle hire for example can play in helping to reduce reliance on private vehicles. The SPD acknowledges that: *'Consideration will need to be given to the parking requirements of hire or pool vehicles in accessible locations, including the storage of cycles and the charging needs of electric cars and cycles.'*

[181] Further information for highways developments can be at Hampshire County Council website: https://www.hants.gov.uk/transport/developers
[182] This will include appropriate car parking spaces for Blue Badge holders and electric vehicles.
[183] Further information can be found at Hampshire County Council's website: https://www.hants.gov.uk/transport/developers/travelplans

3.247 There may be the potential for homeworking (for all land uses) opportunities for some marine or marina related shore-side support service employees and possible shift patterns to be timed or staff shifts start and finish outside of peak periods this would be subject to the operational needs of these land uses and considerations regarding noise and disturbance on neighbouring residential areas, which should also be factored into car parking requirements and layout of spaces.

3.248 Proposals for car parking will be supported by the preparation of a Car Park Management Plan.

Designated Sites and Protected Species (Point 14 of Policy RA3)

3.249 Blockhouse 1 is adjacent to internationally important habitats (Portsmouth Harbour SPA and Ramsar Site and the Solent and Dorset Coast SPA), and therefore proposals should meet the requirements of the NPPF and Policy D5.

3.250 Gosport is an important location for feeding and roosting Brent geese and wading birds. Under national and local policy these habitats and protected species will have continued protection. As such, it will be necessary to undertake appropriate ecological studies of the site and ensure that development proposals do not have a detrimental impact on these protected species and any other features of ecological importance. This includes other habitats in the vicinity such as those areas outside of designated sites. The scale, form, massing and height of new buildings will need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination, and collision risk to birds.

3.251 The Habitats Regulations Assessment for the Local Plan recognises that development in the area has the potential to have a detrimental impact on internationally important habitats. Consequently, it will be necessary to ensure proposals avoid and mitigate any adverse impacts. This should include those measures identified as part of the Solent Bird Aware Strategy and requirements associated with nutrient neutrality (see Policy D5).

3.252 Depending on the location and nature of development proposed in the Regeneration Area, a project level HRA is likely to be required at the planning application stage.

3.253 Proposals will need to incorporate biodiversity net gain proposals in accordance with the NPPF and Policy LE8. The Council will support an appropriate landscaping scheme to encourage biodiversity which could include the provision of street trees, hedges and appropriate planting. Measures for the long-term maintenance will be secured through an appropriate planning obligation agreement.

Development and flood risk (Point 15 of Policy RA3)

3.254 A large part of Blockhouse 1 is shown within Flood Zone 3 with a high probability of flooding from the sea. A small area towards the east and a larger area towards the west have slightly elevated ground levels and are within Flood Zone 1 with a low probability of flooding from the sea. The PfSH SFRA Level 1 mapping shows that a small area to the northeast of the site covering 33 Field Hospital benefits from a reduction in risk of flooding from the sea due to defences.

3.255 The PfSH SFRA shows that by 2122, most of the site is predicted to be within Flood Zone 3. The western edge where the ground levels are slightly higher is predicted to remain within Flood Zone 1. However large parts of the Haslar Peninsula including access routes are shown to be within Flood Zone 3.

3.256 A site specific Flood Risk Assessment (FRA) should be submitted alongside any application that aligns with the recommendations outlined within the SFRA Levels 1 and 2 reports.

3.257 The FRA will need to include assessments in relation to the following matters:

- The worst case flooding scenario the development or users would be exposed to (i.e. depths and velocities);
- How the flood propagates (i.e. how quickly the flood spreads, the routes etc.);
- Duration;
- The frequency at which development will be exposed to flooding.
- Depth of flooding;
- Speed and flow of the flood water;
- Local flow paths;
- Speed of the onset of the flooding;
- Distances from the defences; and
- Duration of the flood and how water will be removed from the site.

3.258 It is recommended this is addressed early in the development process so that measures to manage residual risk can be incorporated into the site layout to make the best use of the developable land.

3.259 New development should be designed for any flooding that may occur throughout its lifetime and be able to cope with the flooding effects described above.

3.260 FRA’s should be prepared in line with the latest Planning Practice Guidance and national best practice and the latest available climate science data. The PfSH SFRA Level 1 and Level 2 work for Gosport and the supporting flood risk assessments prepared to support the masterplan will provide a starting

point for undertaking more detailed work to support a planning application. It is recommended that in addition to using the SFRA developers should also use the Environment Agency's latest national flood[184] and coastal erosion risk information[185].

3.261 Due to its location it is expected that Blockhouse 1 will be affected by wave overtopping. The modelling in the PfSH SFRA includes an allowance for overtopping which is considered to be of an appropriate level of detail in respect of undertaking a Strategic Flood Risk Assessment for the purposes of the local plan preparation. However, for a site-specific FRA to support a planning application, the wave overtopping assessments may need to be revisited to ensure that any supporting modelling is representing this significant risk factor as accurately as possible, for example to account for predicted increases in wave heights. It is recommended that the applicant engages in pre-application discussions with the Council and the Environment Agency on the requirements for further assessment of wave overtopping.

3.262 Flood management measures should be incorporated within the site in accordance with the PfSH SFRA Levels 1 and 2 recommendations in order to reduce the risk to more vulnerable development now and in the future. Flood defences reduce the likelihood of flooding but there is no guarantee that they will not be overtopped or fail as a result of extreme loads or perform over the lifetime of the development as designed. Flood defences need to be provided as part of a wider package of flood management measures which include resilient and resistance measures as part of the building design.

3.263 Any defences will need to be capable to managing the increased risk of coastal erosion as well as flooding. The long term maintenance, improvements, enhancements to and replacement of identified flood risk management measures over the life of the proposed development will be secured through a legal agreement (S106 planning obligation or equivalent mechanism) in consultation with the Environment Agency and the Council (including Coastal Partners). Should the sea wall be retained by the MoD, the Council will need to be given legal assurance that the sea wall will be maintained/improved/enhanced and where necessary replaced in order to ensure that the development sitting behind it will remain safe from flooding for its 100 year lifetime. Given the potential impacts associated with climate change both now and in the future it is considered necessary for any strategic planning and works programmes associated with protecting the sea wall will need to be kept up to date and monitored over time. It is

[184] The latest Flood Map for Planning information published by the Environment Agency can be found at: https://flood-map-for-planning.service.gov.uk/
[185] This is available on the Check the long term flood risk for an area in England www.gov.uk/check-long-term-flood-risk and Check coastal erosion risk for an area in England: www.gov.uk/check-coastal-erosion-management-in-your-area and SMP Explorer https://environment.data.gov.uk/shoreline-planning

strongly recommended that this is undertaken in partnership with the Council, the Environment Agency, the developer and the MoD.

3.264 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage. Proposals for surface water management should make provision for storage during high tide events, when the surface water drainage may be subject to tide locking.

3.265 The Meon and Wallington Catchment Management Plan (2023) prepared by HCC as the Lead Local Flood Authority, requires that where significant brownfield development is due to take place, HCC considers it is best practice that a 50% betterment of surface water runoff rate is demonstrated for the surface water management features. This is to ensure that new development does not exacerbate surface water flooding.

Emergency Plans

3.266 An emergency plan will be required. *Planning Practice Guidance: What are the important considerations for emergency plans?* sets out guidance on what is required to be covered in an emergency plan and in addition to this advice, further guidance can also be found in ADEPT/EA's publication, 'Flood risk emergency plans for new development'[186].

3.267 Emergency plans should use their FRAs to take account of the likely impacts of climate change for example increased water depths and speeds and the impacts on access and escape routes over the lifetime of the proposed development when proposing evacuation procedures.

3.268 An Emergency Plan will need to be agreed with the Council who will consult the Council's Emergency Planning Team and the emergency services. An Emergency Plan will be secured through either a planning condition and/or a S106 planning obligation.

Safeguarding land

3.269 It will be necessary for land to be safeguarded from development in order to ensure there is sufficient space available to allow for maintenance and/or replacement works for flood management and mitigation measures to be undertaken over the lifetime of the developments proposed. Should the sea wall be retained by the MoD, this matter should be considered in consultation with the DIO.

[186] Further guidance can be found in Flood risk emergency plans for new development: A guide for planners, ADEPT/Environment Agency, September 2019. https://www.adeptnet.org.uk/documents/adeptea-flood-risk-emergency-plans-new-development

Heritage and flood risk

3.270 Flooding can cause serious and devastating damage to heritage assets. A FRA will need to establish risks to individual heritage assets and the appropriate form of protection and mitigation required.

3.271 While flood defence measures help to reduce the risk of harm from flooding, such measures also have the potential to harm heritage assets, either through harm to historic fabric or through unsympathetic development in the setting of assets. Heritage impact assessment of proposals should include consideration of the impacts of flood defence measures on heritage significance.

3.272 In relation to the maintenance of the stone sloping walls, the CAA recognises that whilst these have been repaired and partly re-modelled over time, they may nonetheless, contain features of interest and possibly significance relating to the historic fortifications. There may be wider features of archaeological interest of how these link to other features across the whole site and therefore archaeological investigations, surveys, recording and conservation will be a requirement in maintaining and/or replacing all flood risk management infrastructure at Blockhouse not just in relation to the Sea Wall.

3.273 It is strongly recommended that developers seek early advice from the Council in consultation with Historic England and the County Archaeologist with regards to the use of flood resistance and flood resilience measures that are appropriate for historic buildings. The Historic England publication Flooding and Historic Buildings[187] (2015) provides advice on surveys and the use of flood resistance and flood resilient measures suitable for historic buildings. Such measures will form part of a comprehensive package of flood risk management measures and it will not be considered acceptable for them to be used in isolation or as a substitute for flood management as a whole.

Infrastructure, phasing and delivery of development (Point 16 of Policy RA3)

3.274 In order to ensure that the implementation of major regeneration projects are delivered within the plan period they should be broken down into manageable project components. The phasing of development may be contingent on essential infrastructure being successfully delivered and in place.

3.275 Development must contribute to the provision of infrastructure necessary to support the new communities at Blockhouse 1. Due to the scale of development proposed in the regeneration area, supporting infrastructure

[187] For further information please see Flooding and Historic Buildings, Historic England (2015) https://historicengland.org.uk/advice/technical-advice/flooding-and-historic-buildings/

will need to include, in addition to the necessary flood defence infrastructure needed to protect the development, provision of on-site of a large high quality public park, community facilities, junction improvement, bus and other public transport enhancements, new pedestrian and cycle connections, upgrade of utilities and sewerage infrastructure (see point 17).

Provision of wastewater infrastructure (Point 17 of Policy RA3)

3.276 Consideration will need to be given to the capacity of the physical infrastructure, particularly for sewerage and surface water and the ability of the sewerage network to take increased foul and surface water drainage generated by new development. Surface water needs to be managed as close to its source as possible with run–off minimised through the integration of appropriate SuDs systems. Development proposals will need to incorporate sufficient levels of wastewater infrastructure are in place including a connection to the sewerage system prior to occupation of development. Development proposals will need to accord with the provisions set out in Policy LE13.

Retained operational assets (Point 18 of Policy RA3)

3.277 There are a number of operational military and National Coastguard Institution assets remaining in place after the site has been disposed of. The Council wishes to promote public access across the site as much as possible. Therefore it will be necessary for the site developer, the MoD and the National Coastguard Institution to work together to maximise public access onto the Solent frontage and the Scheduled Monument recognising that retained assets will need to be protected.

Contamination, land stability and potential for unexploded ordnance (Point 19 of Policy RA3)

3.278 It will be necessary to ensure the site is capable of being remediated and useable for development in accordance with the provisions of the national pollution control regimes and the requirements set out in Policy LE10 as a minimum. 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. As set out in policy LE10, should the site be affected by contamination issues, responsibility for securing safe development rests with the developer and/or the landowner and where land contamination may be an issue, pre-application discussions with the Council and the Environment Agency are recommended.

3.279 Over the years the expansion of the military base involved an element of land reclamation. During the 1960s land was reclaimed and concrete platforms were constructed to intensify development along the northern shore of the Creek. Policy LE10 sets out the policy requirements with regards to addressing unstable land. As is the case with contaminated land, should any parts of the site be affected by unstable land, or has the potential

to become affected, then responsibility for securing safe development rests with the developer and/or the landowner. Further guidance on this matter can be found in Planning Practice Guidance and it is recommended that developers discuss any potential for land instability with the Council through the pre-application process.

3.280 Given the site's historical use as a former military base it is considered that there may be the probability of unexploded ordnance on the site. Responsibility for ensuring the safety of the site rests with the landowner and/or developer. Therefore as a minimum, the Council will require planning applications to be accompanied by a Stage 1 Preliminary Risk Assessment to provide an initial screening on the risks of unexploded ordnance. A comprehensive Stage 2 'Further Risk Assessment' will need to be provided where unexploded ordnance has been identified together with an accompanying mitigation strategy and measures, including emergency response plans. An investigation of potential unexploded ordnance may also require a marine licence and therefore it is recommended that applicants discuss their development proposals with the Marine Management Organisation[188] as part of any pre-application discussions.

Policy RA4: Blockhouse 2

Introduction

3.281 Blockhouse 2 is an area of 4.6 hectares and includes the Royal Navy Submarine Museum and the Joint Services Adventurous Sailing Training Centre (JSASTC) and is immediately adjacent to Blockhouse 1 (see Policy RA3).

3.282 The Council considers that it is very important from a place-making perspective that there are clear synergies between Blockhouse 1, 2 and 3 with links between Blockhouse 1 and 2 particularly important. As mentioned above while Blockhouse 1 is the site proposed by the DIO for disposal from 2026, a small area of the current Blockhouse 2 site is proposed to be added to the Blockhouse 1 disposal area to facilitate development proposals including improved access arrangements onto Haslar Road and a potential neighbourhood centre at the Gatehouse (Turbulent Block).

3.283 Where Blockhouse 2 is required to facilitate development in Blockhouse 1, the key considerations are set out in Policy RA3 for Blockhouse 1. This policy sets out the key uses the Council would support for Blockhouse 2 itself and considerations which development proposals in the Blockhouse 2 area will need to address.

[188] Further information can be found on Supporting minimising environmental impacts from unexploded ordnance clearance (21 January 2025) at: www.gov.uk/government/publications/supporting-minimising-environmental-impacts-from-unexploded-ordnance-clearance

POLICY RA4: BLOCKHOUSE 2

1. **Development proposals for cultural, tourism, community, and leisure uses which protect and enhance the existing facilities, including the Royal Navy Submarine Museum and the Joint Services Adventurous Sail Training Centre will be supported.**

2. **Development proposals will need to have regard to the following:**

   a) **Employment and training uses which support the marine and marina employment and leisure sectors capitalising on the deep water access assets in place at Blockhouse.**
   b) **The significance of designated and non-designated heritage assets are enhanced and this should be consistent with their long-term conservation. A Design and Access Statement and a Heritage Statement will be required.**
   c) **Improved access from Blockhouse 2 will be necessary in order to provide an improved access to the development proposals at Blockhouse 1.**
   d) **The need for a strategic vehicular surface parking area sited south of Haslar Road to support the future viability of employment, leisure, visitor attractions and the future redevelopment of Blockhouse 1.**
   e) **Ensuring the site can be suitably accessed by pedestrians, cyclists and vehicles and makes provision of suitable pedestrian and cycling routes to support Active Travel.**
   f) **The proposed uses would not give rise to significant harm to the amenity of residents in neighbouring sites.**
   g) **Public access along the waterfront is secured where appropriate.**

3. **Flood risk from all sources of flooding must be fully taken into account for both the Blockhouse 2 sites through a site-specific FRA. New development will be safely managed through the application of appropriate mitigation.**

4. **Appropriate measures are taken to remediate any contaminated and unstable land and unexploded ordnance in accordance with Policy LE10.**

EXPLANATION OF POLICY RA4

Overall approach (Point 1 of Policy RA4)

3.284 The Council's overall approach for Blockhouse 2 is to protect and enhance the existing facilities which includes the Royal Navy Submarine Museum

and the Joint Services Adventurous Sail Training Centre. Therefore, development proposals for cultural, tourism, community, and leisure uses which protect and enhance the existing facilities will be supported.

3.285 The Blockhouse 1 and 2 sites cannot be seen in isolation. For example, the Council wishes to see the reinstatement of the former tramway between the Harbour and Royal Haslar Hospital as a public walkway. This is an attractive cobbled historic route that should be re-established in co-operation with the RN Submarine Museum which could provide the opportunity for the Museum to benefit from increased footfall if a new access was created which would allow people to enter the Museum or use the Museum café and visitors to enjoy the added attractions of the former Submarine Base including buildings such as the SETT.

Employment and training (Point 2a of Policy RA4)

3.286 There are synergies between the proposed marine employment at Blockhouse 1 and the boat yards, marina and sail training facilities currently situated at Blockhouse 2 and 3. As with other areas of Blockhouse there are significant opportunities to create facilities which will support the marine and marina employment and leisure sectors. There is sheltered access to the Solent and a cluster of marina and other technology businesses nearby including the Haslar Marine Technology Park. It is considered that the retention of a marina at Blockhouse 2 will provide opportunities to enhance the visitor experience of the site and provide opportunities to develop marine leisure associated uses that will complement the commercial employment and leisure facilities in Blockhouse 1.

3.287 There is an on-site sail training facility which has a long-term lease and the Council envisages this facility remaining on the site for the foreseeable future. There may be opportunities to expand and complement this form of training and skills offer in this location.

3.288 There is a boat yard with a boat hoist facility within the Blockhouse 2 site. This facility should be retained within any new development proposals. Opportunities should be taken to integrate new development proposals with the proposals at Blockhouse 1.

3.289 This will help to deliver the strategic policy objectives of policies D3, E1 and E2.

Heritage assets (Point 2b of Policy RA4)

3.290 The site is within the Haslar Peninsula Conservation Area. The Conservation Area Appraisal (CAA) provides a summary of enhancement opportunities and it recommends protecting the historic core of the site known formerly as HMS Hornet.

Transportation and access (Points 2c-e of Policy RA4)

3.291 There are significant opportunities to adopt a multi-modal approach to access on Haslar Peninsula as a whole, vehicular traffic is an important consideration in this location as the current junction with Haslar Road does not meet current specifications to support development at Blockhouse 1 with visibility to the south west being poor and requiring improvement in order to make development proposals acceptable in highway safety terms. It is considered that an alternative access for Blockhouse 1 could be established through the release of land at Blockhouse 2. The MoD are engaged in discussions relating to this matter. Improvements to the access could include a signalised junction. A new signalised junction may help in reducing vehicle speeds along Haslar Road this would help to create an improved and safer environment for cyclists and pedestrians.

3.292 Further discussions will be needed with both the Council and the Highway Authority on the detailed design and implementation of a new signalised junction or alternative improvements including the operational relationship of proposed new highway improvements with the existing traffic light signals at Haslar Bridge.

3.293 Improved access will support other cultural and commercial opportunities for both Blockhouse 1 and 2 as a whole, including an enhanced Royal Navy Submarine Museum and Heritage Quarter (including the SETT) and additional small scale marine and marina related employment uses are secured.

3.294 Whilst at the present time, supporting evidence[189] has discounted the development of a commercial full time ferry service due to viability grounds; there may be opportunities in the future to expand the existing water taxi services from the RN Submarine Museum site to other local attractions in the Portsmouth Harbour area and expand these services to link commuters with the Gosport Ferry Limited services. This is something the Council would wish to explore with developer, the Museum of the Royal Navy and the Gosport Ferry Company.

Flood risk and development (Point 3 of Policy RA4)

3.295 Flood risk will be a key consideration for all development proposals at Blockhouse 2 irrespective of vulnerability classification, including those for a change of use. The Environment Agency's Flood Map for Planning (2025) shows the majority of the site is located within Flood Zone 1 with the existing entrance to the site is shown as being within Flood Zone 2 and 3. A FRA will be required to demonstrate the development is safe from all sources of flooding now and in the future for the lifetime of the type of development proposed (including the residual risk). The PfSH SFRA Level 1 and Level 2

[189] Fort Blockhouse Modal Shift Study 2025, Stantec on behalf of Gosport Borough Council, the Defence Infrastructure Organisation.

mapping outputs show the risk of flooding in this location increases significantly over time to 2100s where a substantial portion of the site is within Flood Zones 2 and 3. Development proposals should not increase flood risk elsewhere and where possible reduce flood risk overall. Any FRA will need to accord with Policy D7.

3.296 Where flood risk management measures are required it will be necessary to ensure that land is safeguarded from development to allow for on-going maintenance and future replacement of flood risk management measures to be replaced.

3.297 Detailed discussions with the Council (including Coastal Partners) and the Environment Agency will be required as part of the planning application process.

Contamination, land stability and potential for unexploded ordnance (Point 4 of Policy RA4)

3.298 It will be necessary to ensure the site is capable of being remediated and useable for development in accordance with the provisions of the national pollution control regimes and the requirements set out in Policy LE10 as a minimum. 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. As set out in Policy LE10, should the site be affected by contamination issues, responsibility for securing safe development rests with the developer and/or the landowner and where land contamination may be an issue, pre-application discussions with the Council and the Environment Agency are recommended.

3.299 An investigation of potential unexploded ordnance may also require a marine licence and therefore it is recommended that applicants discuss their development proposals with the Marine Management Organisation[190] as part of any pre-application discussions.

Design and Access Statement and Heritage Statement (Point 5 of Policy RA4)

3.300 Proposals will need to provide a Design and Access Statement and a Heritage Statement will also be required.

[190] Further information can be found on Supporting minimising environmental impacts from unexploded ordnance clearance (21 January 2025) at: www.gov.uk/government/publications/supporting-minimising-environmental-impacts-from-unexploded-ordnance-clearance

Policy RA5: Blockhouse 3 and the Haslar Gunboat Sheds, Yard and Traverser Area

POLICY RA5: BLOCKHOUSE 3 AND THE HASLAR GUNBOAT SHEDS, YARD AND TRAVERSER AREA

1. **The Council will positively consider development proposals that support marine employment, training and marine leisure uses at Blockhouse 3 and the re-use of the Haslar Gunboat Sheds and Yard. The Traverser Area is a Scheduled Monument and is on the national Heritage at Risk register. Therefore development proposals will need to clearly demonstrated that:**

   a) **The significance of the heritage assets are conserved and enhanced and is consistent with their long-term conservation;**
   b) **The proposed uses would not give rise to significant harm to the amenity of neighbouring residents;**
   c) **The site can be suitably accessed by vehicles including commercial vehicles, pedestrians and cyclists.**
   d) **Flood risk from all sources of flooding must be fully taken into account through a site-specific FRA. New development will be safely managed through the application of appropriate mitigation;**
   e) **measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5; and**
   f) **appropriate measures are taken to remediate any contaminated and/or unstable land and unexploded ordnance in accordance with Policy LE10.**

EXPLANATION OF POLICY RA5

Blockhouse 3 (Point 1 of Policy RA5)

3.301 Blockhouse 3 (formerly called HMS Hornet) is an area of 5.1 hectares and is separated from Blockhouse 1 and 2 in the south by Haslar Road. To the north of Fort Blockhouse 3 is Haslar Lake. The site is currently used by the Joint Services Adventurous Sailing Training Centre (JSASTC) and the Hornet Sailing Club, primarily as a boat yard.

3.302 The site has a history of being used as a base for the repair of torpedo and patrol boats. Post Second World War, the site was used to develop a new design of fast patrol boats. The base was closed in 1957.

3.303 There are no specific development proposals for Blockhouse 3 at this time. The Council's policy approach for this area seeks to protect it for marine and

marina related employment and training uses in accordance with Policy D3. Such proposals will be supported providing the key considerations in Point 1 of Policy RA5 are addressed.

3.304 This includes ensuring access to the adjacent Haslar Gunboat Sheds and Yard (see Point 2 of the policy) is maintained. Access to the adjacent Haslar Gunboat Sheds and Yard is only possible through Blockhouse 3 as both sites are surrounded by the Grade II* Listed Gunboat Yard boundary wall. Therefore, proposals that obstruct access and/or limit the potential for the adjacent site to be brought back into a viable use will not be supported.

3.305 All development proposals will need to ensure important historic assets are protected, this includes the Grade I listed Gunboat Sheds and Workshops, Grade II* listed Gunboat Yard boundary wall, former Police Barracks and Guardhouse. The Scheduled Gunboat Traverser and Grade II listed Gunboat Yard Jetty and Crane adjacent to Blockhouse 3 will also need to be protected. Proposals will also need to ensure flood risk is addressed given the sites proximity to Haslar Lake.

3.306 In addition, development proposals should also be in accordance with the general principles of Policy D3, D10, and the other policies of this local plan.

Haslar Gunboat Sheds and Yard (Point 2 of Policy RA5)

3.307 The Haslar Gunboat Yard is a unique naval site, its significance lies in its association with iron technology through the traverser system which was designed and used to move gunboats and for its historic significance as the only gunboat yard to have been built for the Royal Navy. The site comprises a series of original iron sheds for housing the gunboats. The gunboat sheds are listed as Grade I and the traverser system is a Scheduled Monument and is currently on the national Heritage at Risk register. The remaining brick structures, contemporary to the sheds are curtilage listed and efforts to secure the removal of the Scheduled Monument from the Heritage at Risk register would be a consideration in assessing any development proposals coming forward.

3.308 The CAA sets out a number of enhancement opportunities and this includes retaining a sense of enclosure of the Haslar Gunboat Yard, protecting the views to the Gunboat Sheds and preserving and enhancing the rigid layout of the site.

3.309 After a period of neglect, the property has been sold to a commercial business who is looking to invest in the site for employment uses including marine related uses. The Council supports proposals that bring the site back into use, while conserving and enhancing its national heritage value. This policy sets out the Council's support for viable new uses and includes key considerations which should be addressed by development proposals. Proposals could include commercial uses such as marine employment and

leisure uses with the potential to complement uses at the adjacent Haslar Marine Technology Park and Blockhouse 1, 2 and 3.

3.310 The site may also be appropriate as a heritage attraction as it benefits from being in close proximity to other significant naval heritage attractions on both the Haslar Peninsula such as the Royal Navy Submarine Museum, the military heritage assets on Blockhouse 1 such as the SETT and the Grade II Registered Park and Garden at Royal Haslar Hospital (see Policy RA6) as well as wider naval heritage attractions within Portsmouth Harbour such as the Portsmouth Historic Dockyard and the Explosion Museum of Naval Firepower at Priddy's Hard. The long-term viability of such an operation would need to be considered and it would preferably link to an established attraction in the area or a national charity.

3.311 It is considered that the potential for residential use will be limited given the constraints of the site in terms of the building form of the Grade I listed structures, their setting and access arrangements[191]. All development proposals should however clearly demonstrate that the use would not give rise to significant harmful amenity impacts on existing and prospective residents in the local area.

3.312 New development should carefully consider any potential amenity impacts on the residential amenity of existing residential areas including having regard to noise pollution in accordance with Policy LE9.

3.313 Proposals should also demonstrate suitable access and parking arrangements and provide opportunities to support Active Travel routes for cyclists and pedestrians which can link to the wider pedestrian and cycle network within the Haslar Peninsula and beyond.

3.314 Flood risk will be a key consideration for all development proposals at both sites, including those for a change of use. A FRA will be required to demonstrate the development is safe from all sources of flooding now and in the future for the lifetime of the type of development proposed (including the residual risk) as the PfSH SFRA Level 1 and Level 2 mapping outputs show the risk of flooding in this location increases over time to 2100s. Development proposals should not increase flood risk elsewhere and where possible reduce flood risk overall. Any site specific FRA will need to accord with Policy D7.

3.315 Where flood risk management measures are required it will be necessary to ensure that land is safeguarded from development to allow for on-going maintenance and future replacement of flood risk management measures to be replaced.

[191] Further information can be found in the Haslar Peninsula Conservation Area Appraisal (March 2007) at: www.gosport.gov.uk/conservation-area-appraisals

3.316 Detailed discussions with the Council (including Coastal Partners) and the Environment Agency will be required as part of the planning application process.

3.317 Proposals should meet the requirement of the NPPF and Policy D5 given the proximity of the site to internationally and nationally important habitats. This includes a Primary Brent Goose and Waders site in the vicinity of the site. Gosport is an important location for feeding and roosting Brent Geese and wading birds. Under national, regional and local policy these habitats and protected species will have continued protection. As such, it will be necessary to undertake appropriate studies to ensure that development proposals do not have a detrimental impact on these protected species and any other features of ecological importance. The scale, form, massing and height of new buildings will need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination, and collision risk to birds.

3.318 The Habitats Regulations Assessment for the Local Plan recognises that development in the area has the potential to have a detrimental impact on internationally important habitats. Consequently, it will be necessary to ensure proposals avoid and mitigate any adverse impacts. This should include those measures identified as part of the Solent Bird Aware Strategy and requirements associated with nutrient neutrality (see Policy D5).

3.319 Depending on the location and nature of development proposed, a project level HRA is likely to be required at the planning application stage.

3.320 It will be necessary to ensure the site is capable of being remediated and useable for development in accordance with the provisions of the national pollution control regimes and the requirements set out in Policy LE10 as a minimum. It will also be necessary to ensure that any land disturbance does not create a pathway that could have an impact on coastal waters including the adjacent internationally important habitats. As set out in Policy LE10, should the site be affected by contamination issues, responsibility for securing safe development rests with the developer and/or the landowner and where land contamination may be an issue, pre-application discussions with the Council and the Environment Agency are recommended.

3.321 An investigation of potential unexploded ordnance may also require a marine licence and therefore it is recommended that applicants discuss their development proposals with the Marine Management Organisation[192] as part of any pre-application discussions.

[192] Further information can be found on Supporting minimising environmental impacts from unexploded ordnance clearance (Jan 2025) at: www.gov.uk/government/publications/supporting-minimising-environmental-impacts-from-unexploded-ordnance-clearance

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 Interest[193]. 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 Appraisal[194].

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 ensurepublic 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 region[195]. 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.

Policy RA7a: The Piggeries

Introduction

3.352 The Piggeries site is located to the north east of Haslar Road on the Haslar Peninsula. To the south and west of the site is an established residential area. To the south-east of the site is the Grade II listed Royal Haslar Hospital and its grounds which are a Registered Park and Garden (see Policy RA6). To the east of the site is the Haslar Marine Technology Park, which is a designated employment site (see Policy RA7) containing numerous nationally important heritage assets. To the north of the site is Stoke Lake, a saline inlet of Portsmouth Harbour, and part of the Portsmouth Harbour SPA, Ramsar site and SSSI. Between Stoke Lake and the sites boundary is a SINC. To the north west of the site is Haslar Royal Navy Cemetery which is also a designated Registered Park and Garden. The far western part of the site is within the Anglesey and Alverstoke Conservation Area and the Haslar Peninsula Conservation Area is located to the south-east.

3.353 The Piggeries site was included as a draft allocation in the Regulation 18 Local Plan. Since this time, a planning application for 58 dwellings, a play area, open space and landscaping, and parking with vehicular access from Haslar Road has been granted permission[196].

3.354 Despite the planning permission for the site, given the sensitive considerations, it is considered appropriate to retain a policy framework allocating the site until such time that the development has been completed.

[196] Planning application: 23/00108/FULL

POLICY RA7A: THE PIGGERIES

1. **Land at the Piggeries is allocated for residential development to provide up to 60 residential dwellings (Use Class C3) in a suitable mix of tenures and sizes, including the provision of 40% affordable housing in line with Policy H2.**

2. **Planning permission will be granted for development subject to other Local Plan Policies, and the following site-specific criteria:**

   a) **Proposals are of high quality design in accordance with Policy D9, D10 and DE1-DE7, which conserves and enhances the historic environment of the area including the setting of other historic assets on the Haslar Peninsula and Conservation Areas;**

   b) **Current and future flood risk from all sources of flooding is taken into account in accordance with Policy D7 including the need to undertake a site specific FRA and provide appropriate flood risk management and mitigation measures;**

   c) **Measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5, including ensuring there is no public access to the Stoke Lake shoreline;**

   d) **Provision of publicly accessible open space including a play area;**

   e) **Provision of safe vehicular access from the south western side of the site from the existing access from Haslar Road to the adjacent employment site; and**

   f) **Provision of safe pedestrian/cycle access and an appropriate contribution to walking and cycling enhancements.**

EXPLANATION OF POLICY RA7A

Residential development (Point 1 of Policy RA7a)

3.355 It is considered that up to 60 residential dwellings (Use Class C3) could be accommodated on the site. Proposals should provide a suitable mix of tenures and sizes. In line with Policy H2: Affordable Housing and the Whole Plan Viability Assessment, the site is a greenfield site located within the high-value zone, proposals will therefore be required to deliver 40% affordable housing.

General principles and site-specific criteria (Point 2 of Policy RA7a)

3.356 Planning permission will be granted for development subject the following site-specific criteria and other Local Plan policies.

Conserving and enhancing the historic environment

3.357 While the majority of the Piggeries site is not located within a Conservation Area, the far western part of the site (identified for open space and a pedestrian access) is located within the Anglesey and Alverstoke Conservation Area. The Haslar Peninsula Conservation Area is located on the opposite side of Haslar Road.

3.358 The site is in close proximity to a number of distinctive heritage assets on the Haslar Peninsula, including those within the adjacent Haslar Marine Technology Park, Royal Haslar Hospital and the Clayhall Royal Naval Cemetery.

3.359 The scale and location of built development and its prominence in this location should have regard to nearby heritage assets and Conservation Areas. This includes the design of any proposal ensuring it is of an appropriate height, is of a traditional form, and utilises appropriate external facing materials, windows and doors.

Flood risk

3.360 The site's proximity to Stoke Lake means flood risk is a key consideration for development proposals in this location. Applications should address the Policy D7 in regard to the submission of a Flood Risk Assessment and the delivery of appropriate management and mitigation measures.

3.361 The planning application for the site is supported by a Flood Risk Assessment, a Flood Evacuation Management Plan and a Surface Water Drainage Strategy Report. The development will include appropriate mitigation including the setting of finished floor levels above the 1:200 year event flood level, and this has raised no objection from the Environment Agency and Lead Local Flood Authority (LLFA) , subject to conditions securing adherence to the proposed measures, and details of maintenance and upkeep. Subject to the delivery of the proposed mitigation, the Council considers the site to have met the requirements of the Exception Test.

3.362 In the event the proposed development is not implemented and for the avoidance of doubt, the Council will expect development proposals in this location to address the requirements of D7, and this will be subject to consultation with the Environment Agency and the LLFA.

Nature conservation and sensitive habitats

3.363 The Piggeries site is immediately adjacent a SINC, which surrounds the northern and western boundary of the site, between Stoke Lake and the Haslar Royal Navy Cemetery. To the north, beyond the SINC is Stoke Lake, a saline inlet of Portsmouth Harbour, and part of the Portsmouth Harbour SPA, Ramsar site and SSSI. Proposals should meet the requirement of the NPPF and Policy D5 given the areas proximity to internationally and nationally important habitats.

3.364 Concerns have been raised by consultees regarding the potential loss of important habitat and impacts upon species including mammals, birds and reptiles. Early ecological appraisals identified the presence of common lizards and slow worms. Therefore, development proposals on the Piggeries site must be accompanied by an up-to-date ecological appraisal and provide appropriate habitat retention, enhancement and mitigation measures. The Council will consult relevant consultees on these matters and secure measures using an appropriate planning condition or obligation.

3.365 To prevent recreational disturbance of important nature conservation interests, proposals should ensure access to the shoreline at Stoke Lake is limited. In addition, to ensure any lighting throughout the development does not interfere with sensitive habitats and species, a lighting study/assessment should be submitted in line with Policy LE9.

Open space and play area

3.366 The Piggeries site was previously identified as existing open space and therefore protected from residential development. The acceptability of the planning application is partially predicated on the delivery of high quality publicly accessible open space alongside any built development. It is therefore essential that this is secured and as such part of the site will remain protected for open space (as shown on the Policies Map). Proposals should also include the provision of a play area which is accessible to the wider neighbourhood, and provide details of how this will be managed and maintained in the future.

3.367 As set out above, public access to the shoreline is not considered acceptable due to sensitive habitats and therefore proposals should be designed to prevent access to this sensitive area.

Access and sustainable transport

3.368 Development proposals should provide safe vehicular access from the south western side of the site from the existing access from Haslar Road to the adjacent employment site. The design of this access will need to be acceptable to the Local Highway Authority.

3.369 It is acknowledged that currently the site is not particularly well served by public transport, although there is potential for improved public transport provision on the Haslar Peninsula in combination with development proposals at Blockhouse and Royal Haslar Hospital.

3.370 The site is well served by cycling and walking infrastructure. This includes NCN2 which runs through Clayhall Road and the nearby King Charles III England Coast Path. Proposals will be required to provide safe access to these routes from the site to improve accessibility. This should include the provision of a footpath link connecting Haslar Road and Clayhall Road via the site.

3.371 Measures will be sought to secure improvements to pedestrian routes to the catchment school (Haselworth Primary School), crossing improvements on Haslar Road in close proximity to the site access, and improvements to bus stops on Clayhall Road. Such measures have been secured as part of the planning application, in the event the proposed development is not implemented, the Council will expect further development proposals to address these requirements to the satisfaction of the Council and Highway Authority.

Policy RA8: Land at Rowner

Introduction

3.372 The regeneration of the residual part of the Rowner estate is a long-term project that would likely extend beyond 2042. As such, the change in the number of residential dwellings is not currently known and will need to be assessed as part of future masterplanning work. Consequently, the Council has not included any contribution from the site in its housing supply, but considers it appropriate to set out a policy framework which continues to identify residual regeneration opportunities for when they come forward.

3.373 The Rowner estate was an established residential estate build in the 1960s for the Ministry of Defence. Part of the estate was sold by the MoD in the 1980s, and due to a lack of maintenance by private owners the estate developed significant economic, social and environmental problems.

3.374 In order to address the issues the Rowner Consortium[197] was formed to deal with the regeneration of a large part of the estate. A new development with the name – 'Alver Village' was delivered. This delivered new modern and better insulated homes (650 new homes), as well as a new neighbourhood centre with retail units including a supermarket and

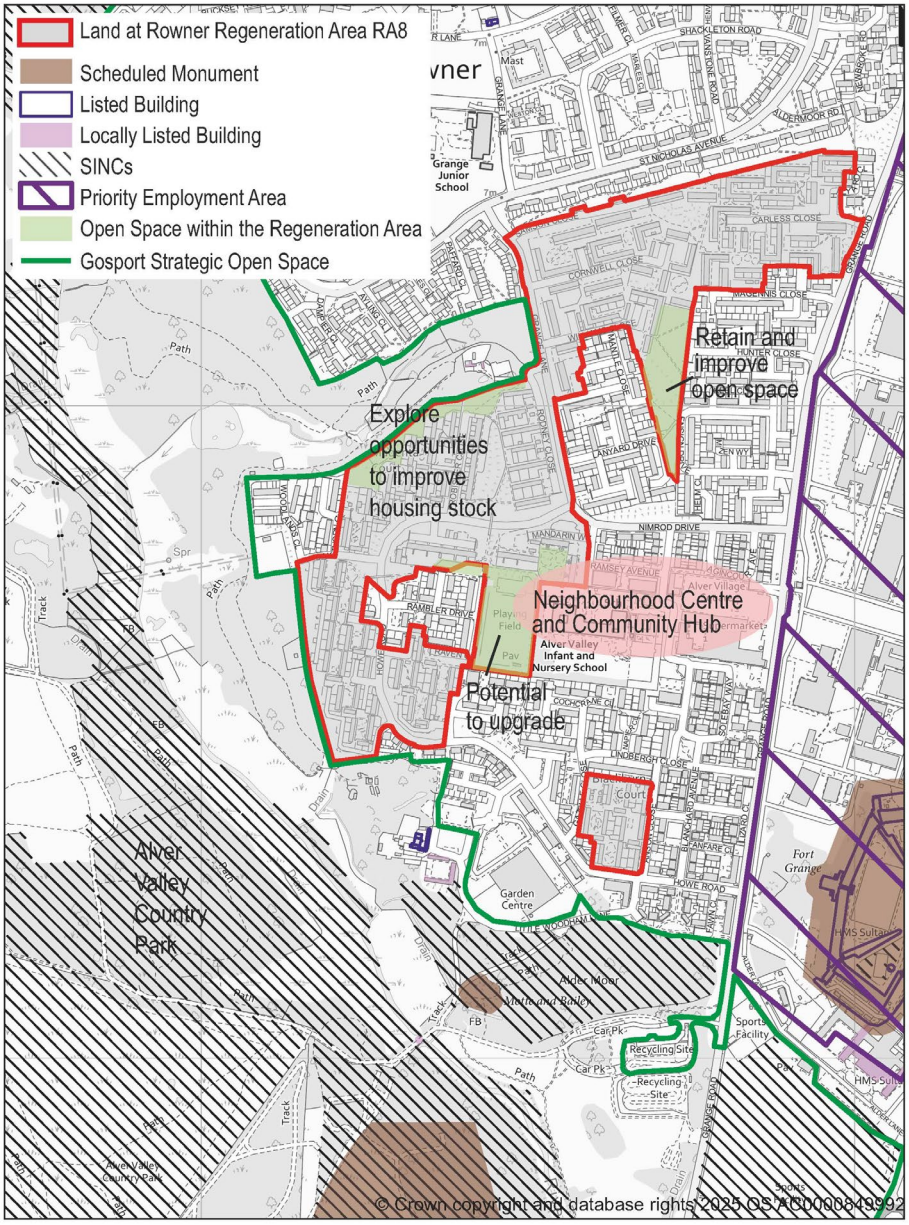
[197] The Rowner Consortium was launched in 2007 and was a partnership between Gosport Borough Council, Hampshire County Council, the Homes and Communities Agency, First Wessex Housing Association and Taylor Wimpey.

pharmacy. Improved community facilities were also provided such as a school and youth facilities.

3.375 There remains areas of the original 1960s Rowner estate which were not part of the original regeneration scheme, which could benefit from being refurbished or redeveloped and the policy below sets out key parameters to in relation to any future proposals. The boundary of the Rowner Regeneration Area is set out below (Plan 17).

3.376 In 2025 the Government announced Pride in Place funding for the Rowner area which will include up to £20 million of investment over a ten year period. The priorities of this funding will be determined by a neighbourhood board including key stakeholders and the local community. Policy RA8 highlights key considerations which can help to determine priorities.

Plan 17: Land at Rowner



POLICY RA8: LAND AT ROWNER

1. **Land at Rowner, as shown on the Policies Map, will continue to be regenerated throughout the plan period and beyond to create a range of high quality replacement new homes, open spaces, pedestrian and cycle routes and accessible community facilities. The further redevelopment of Rowner should be in accordance with a Strategic Masterplan to be agreed between the Local Planning Authority, site promoters and the local community. The Strategic Masterplan should be co-designed with the residents of Rowner and subject to comprehensive consultation with the local community.**

2. **A Strategic Masterplan for Rowner should positively address the following site-specific objectives and this should be reflected in any development proposal in order to be granted planning permission:**

   a) **provision of sustainable housing with a suitable mix of sizes, typologies and tenures;**
   b) **significant enhancement of the quality of the local environment through high quality urban design and landscaping, and the enhancement of biodiversity through new green infrastructure in accordance with Policy D9, D10 and DE1-DE7;**
   c) **mitigation of any impacts on the highway network;**
   d) **creation of legible pedestrian and cycle linkages to and from neighbouring places including the Alver Valley and local schools;**
   e) **improvements to public transport and other suitable measures to reduce car use;**
   f) **measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5;**
   g) **current and future flood risk from all sources of flooding is taken into account in accordance with Policy D7;**
   h) **appropriate measures are taken to remediate contaminated and unstable land in accordance with Policy LE10;**
   i) **the development is served by sufficient levels of infrastructure in accordance with Policy D11.**

EXPLANATION OF POLICY RA8

Overall approach (Point 1 of Policy RA8)

3.377 There are still some sizeable outstanding areas at Rowner where the quality and condition of buildings could be significantly improved as well as the opportunity to improve the layout of the development. It is considered that there is the potential for a second phase of regeneration to be undertaken during the plan period, although given the complexity of such a project this is likely to extend beyond 2042. This would be subject to central Government and private funding and the need to organise a consortium in a similar way as the Rowner Consortium was involved with the original scheme. Such a consortium would need to include a government agency, landowners, private house builders and/or social landlords.

3.378 A second regeneration phase will be focused on providing sustainable new housing to replace degraded stock which could be in the control of housing associations, the Council and/or private developers.

3.379 As part of any regeneration project, comprehensive local community consultation will be given the highest priority from the outset and should include extensive public consultation in the conception and design of proposals, prior to the submission of any planning application.

3.380 The overall area of the site is significantly reduced from that set out in the Adopted Local Plan (2015) by taking account of the completed regeneration to date. It is important that development proposals link with the regenerated areas including the Alver Village Neighbourhood centre and adjacent community facilities.

Site-specific objectives (Point 2 of Policy RA8)

3.381 In producing a Strategic Masterplan, a number of important site-specific objectives detailed below should be positively addressed.

Sustainable housing with a suitable mix of sizes, typologies and tenures (Point 2a of Policy RA8)

3.382 The redevelopment of housing should provide a suitable mix of new dwellings in terms of type (houses and flats), numbers of bedrooms and tenures (affordable and market housing). New dwellings should be provided with suitable vehicular parking in line with the Council's adopted standards. All new homes should be provided with suitable storage and private or semi-private amenity space.

Significant enhancement of the quality of the local environment and the enhancement of biodiversity (Point 2b of Policy RA8)

3.383 Proposals will need to be of a high quality design and accord with the Council's planning policies relating to design, public realm and heritage (see Policies D9, D10, and DE1-DE7). Many of the previous problems associated with parts of the Rowner estate resulted from poor design and layout. It is therefore essential that future phases of regeneration enhances the local

townscape to the benefit of the local community. This could include guiding the design of the development through a masterplan with an element of design coding, produced in consultation with the community, to achieve a high quality, sustainable, safe and attractive environment.

3.384 The regeneration will also be focused on significant environmental improvements to Rowner's townscape and open spaces. This could likely include new landscaping to provide better amenity areas and new play areas for different age groups. Currently there are open spaces within the wider Rowner regeneration area. These provide local areas of play and informal recreation for local residents. However, much of it is of relatively low quality and value and as such as part of any comprehensive regeneration of the area the Council would expect a significant enhancement to the value and quality of accessible open space. For example it may be appropriate to reduce the number of existing small open spaces with limited quality and value and improve provision focused in existing larger areas of open space.

3.385 Proposals are required to provide a measureable biodiversity net gain in accordance with the latest Government requirements and as set out in Policy LE8.

3.386 All proposals will be required to incorporate measures which maintain and enhance the Borough's green infrastructure network (see Policy D5, LE8 and the Design SPD) including the provision of on-site infrastructure and where appropriate contributions towards off-site provision. Where possible proposals should also contribute towards the wider Local Ecological Network.

Mitigation of any impacts on the highway network (Point 2c of Policy RA8)

3.387 It will be necessary to ensure that any development in the Regeneration Area mitigates any adverse impact on the highway network. Where necessary, proposals will normally be required to be accompanied by a transport assessment (see Policy D12) to demonstrate whether there are any impacts and how these will be mitigated.

Creation of legible pedestrian and cycle linkages (Point 2d of Policy RA8)

3.388 New designs for Rowner must result in a significant improvement to the legibility of the estate. Legibility requires that spaces should be coherent and easily identifiable. Residents and visitors alike should be able to easily orientate themselves when moving through the estate with the use of clear routes and landmark buildings that can be easily identified. Proposals should therefore provide an improved network of pedestrian and cycle routes focused on creating safer environments. Existing routes providing off-

road access into adjacent areas such as the Alver Valley Country Park should be improved and, where feasible, suitable new routes created. This also includes connections to the existing strategic cycle network with links to facilities at Brune Park and Bay House Schools, local primary schools as well as community facilities.

Improvements to public transport and other measures to reduce car use (Point 2e of Policy RA8)

3.389 A Travel Plan will be required to set out measures to help reduce car trips and encourage alternative modes of travel (see also Policy D12). 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 as set out above.

Measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats (Point 2f of Policy RA8)

3.390 Proposals should meet the requirement of the NPPF and Policy D5. The Regeneration Area is adjacent the Wildgrounds SSSI so it is imperative that any future development does not affect the integrity of the site. It will be necessary to undertake appropriate studies to ensure that development proposals do not have a detrimental impact on any protected species and any other features of ecological importance. The scale, form, massing and height of new buildings will need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination, and collision risk to birds.

3.391 The Habitats Regulations Assessment for the Local Plan recognises that development in the area has the potential to have a detrimental impact on internationally important habitats. Consequently, it will be necessary to ensure proposals avoid and mitigate any adverse impacts. This should include those measures identified as part of the Solent Disturbance and Mitigation Strategy and requirements associated with nutrient neutrality (see Policy D5).

3.392 Depending on the location and nature of development proposed, a project level HRA is likely to be required at the planning application stage.

Current and future flood risk from all sources of flooding (Point 2g of Policy RA8)

3.393 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. This could include the use of rain gardens.

Appropriate measures are taken to remediate contaminated and unstable land (Point 2h of Policy RA8)

3.394 Developers will need to take appropriate measures to address any contamination issue and make safe for future users, in line with Policy LE10. It will be necessary to ensure 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.

Sufficient levels of infrastructure (Point 2i of Policy RA8)

3.395 More detail regarding infrastructure requirements is contained in the Council's latest Infrastructure Assessment Report and monitored annually in the Infrastructure Funding Statement which includes the Infrastructure Delivery Plan.

3.396 Key requirements include:

- Improved pedestrian and cycling links with neighbouring areas including the Alver Valley;
- Open space and green infrastructure to serve the needs of the development; and
- Provision of adequate utility infrastructure including necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies.

3.397 New and/or improved local sewerage infrastructure may 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.

3.398 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 LE13).

Policy RA9: HMS Sultan

Introduction

3.399 HMS Sultan (Sultan) (Plan 18) is located in the centre of Gosport Borough and this military training base specialising in advanced engineering is the largest employer in the Borough. On the 8th November 2016 the Government announced it is to release two key sites in the Borough of Gosport: Blockhouse on the Haslar Peninsula (see Policy RA3) and HMS Sultan. The details of the release are set out in the document, 'A Better Defence Estate'[198]. However in February 2019 the Government announced that HMS Sultan will be released for development no earlier than 2029. The Council holds a clear position that HMS Sultan should be retained for its training function and the Government should take opportunities to expand operations on the site.

3.400 Land at HMS Sultan comprises two main areas which are divided by Military Road. The larger western section (approximately 67.5ha) contains two of the Palmerston Forts (Fort Rowner and Fort Grange). In addition a smaller section (approximately 17.6ha) lies on the eastern side of Military Road. The main elements within HMS Sultan currently include:

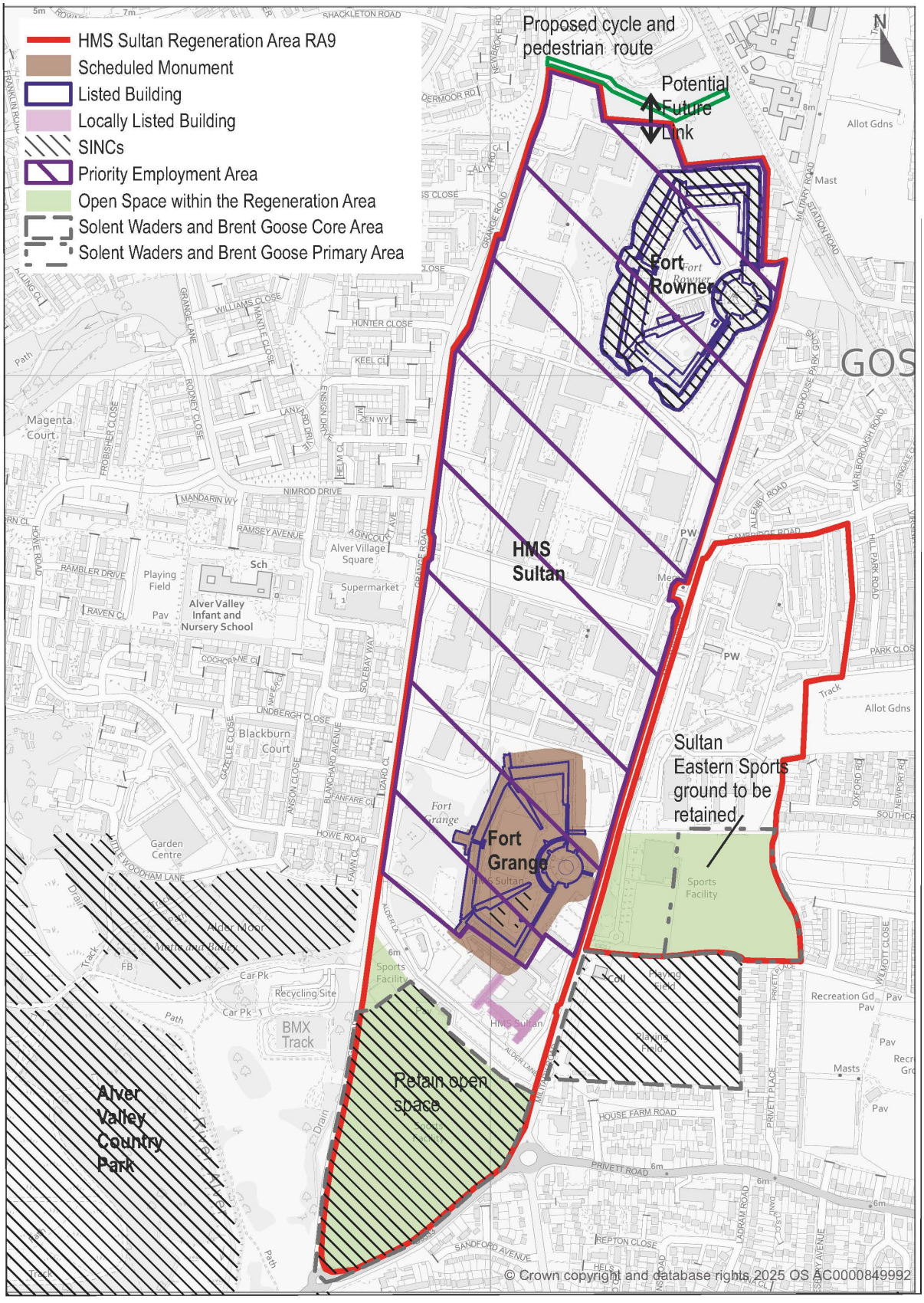
- Defence School of Marine Engineering (delivers technical training to the three services)
- Royal Naval Air Engineering and Survival School (supplies the fleet with engineering Officers and Ratings)
- Admiralty Interview board (Royal Naval entrance testing)
- Fort Grange and Fort Rowner
- MoD playing pitches and sports provision
- Married quarters
- Centurion building is located within the site which is a large office block providing personnel functions.

3.401 Sultan is largely surrounded by existing built-up areas. To the west of the site is the Alver Village, a recent regeneration scheme comprising approximately 700 new homes, a sizeable supermarket and other smaller retail and community uses, and a residual area identified for potential future regeneration (see Policy RA8). The Bus Rapid Transit and off road cycle route also provide a key transport link in close proximity to Sultan.

3.402 In the light of the uncertainty still surrounding the release of HMS Sultan during this plan period it is considered important to set out an overarching policy framework for the site as it is currently known. Any future announcements surrounding its release may necessitate a review of this policy within the Local Plan or the production of a Supplementary Plan.

[198] www.gov.uk/government/publications/better-defence-estate-strategy

Plan 18: Land at HMS Sultan



POLICY RA9: HMS SULTAN

1. **Land at HMS Sultan, as shown on the Policies Map, has been identified to be released by the Ministry of Defence in 2029 at the earliest. The Council strongly supports the continuation of the training opportunities at the site throughout the plan period and beyond, and will continue to encourage opportunities to expand these operations.**

2. **Proposals to encourage the intensification of employment uses will be permitted provided it accords with other Local Plan Policies.**

3. **Proposals for public access to existing open space on the site will be supported provided nature conservation interests are appropriately addressed.**

4. **Proposals to re-use Fort Rowner for employment and small scale commercial uses will be permitted provided:**

   a) **The significance of the heritage asset is conserved and enhanced through a heritage-led masterplan approach;**
   b) **safe access and egress can be demonstrated;**
   c) **sufficient vehicular parking to meet the Council's Adopted Parking Standards is provided; and**
   d) **nature conservation interests are protected and enhanced.**

5. **If Land at HMS Sultan is released, either wholly or partially, priority will be sought for the following uses to help deliver the Local Plan's objectives in accordance with a planned and coordinated programme of land release to be set out in a Supplementary Plan:**

   a) **employment and complementary commercial or community uses (as shown on the Policies Map as an Employment Priority Site);**
   b) **HMS Sultan Playing Field (east of Military Road) (as shown in Plan 18) is protected for open space functions; and**
   c) **HMS Sultan Playing Fields (west of Military Road often referred to as 'the Polo Field' (as shown in Plan 18) is protected for publicly accessible open space provided nature conservation interests are appropriately addressed.**

EXPLANATION OF POLICY RA9

Overall approach to the HMS Sultan Site and employment intensification (Points 1 and 2 of Policy RA9)

3.403 HMS Sultan is a centre of excellence for engineering training for the military. It is one of the largest employers in the Borough employing almost 2,600 people, including approximately 1,350 trainees, 450 service personnel and 800 civilians. It currently accommodates the Royal Naval School of Marine Engineering and the Royal Naval Air Engineering and Survival School. The site 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.

3.404 The Council strongly supports the retention of this important function at Sultan and will encourage opportunities to expand its role. The Council, with support from the Hampshire and Solent Combined Authority and Government agencies, will continue to explore opportunities with the Ministry of Defence to intensify civilian employment and training opportunities to fully utilise the potential of this site. Sultan therefore relates well to the Borough's existing strengths in advanced manufacturing and aerospace clusters.

3.405 Whilst stated above the site would not be released until at least 2029 if at all, given the issues highlighted in the Gosport Profile regarding employment density and deprivation it is considered of paramount importance that employment functions remains the primary function of the larger western section (approximately 67.5ha) of the site. The Council therefore considers much of the western section (as shown on Plan 18) of HMS Sultan to be an **Employment Priority Site**. Further details regarding any potential site release are set out below.

Public access to open space (Point 3 of Policy RA9)

3.406 The HMS Sultan site benefits from a significant amount of open space to the south of the site which contain a number of grass pitches (often referred to as the Polo Field). These are available to the community and are well utilised, however they are classed as unsecured as they are owned by the MoD and if these unsecured community use pitches were to fall out of use, shortfalls in football provision would be significantly exacerbated as demand would have to relocate to other sites, thus increasing overplay or potentially resulting in exported demand outside of the Borough.

3.407 The Council will continue to ensure this site is protected for sports pitch provision for community use. Proposals for further public access to existing open space on the site will be supported provided playing pitch provision is provided and nature conservation interests are appropriately addressed. This would include that over-wintering birds are able to utilise this Core Brent Goose site.

Re-use of Fort Rowner (Point 4 of Policy RA9)

3.408 Fort Rowner is located within the HMS Sultan site. Fort Rowner was built in the mid-19th century as one of the most extensive network of fortifications around Portsmouth Harbour and is Grade II Listed.

3.409 The Council and Historic England have explored opportunities with the Base to re-use Fort Rowner within the HMS Sultan site for hi-tech employment and small scale commercial uses to restore this historic asset[199]. The Council will support proposals for such uses, provided Points 4a-d are satisfactorily addressed. Similar opportunities have not been explored at Fort Grange, which is currently in use, but any employment proposals at this location would also be subject to Points 4a-d.

Release of HMS Sultan (Point 5 of Policy RA9)

3.410 The Government announced in February 2019 that HMS Sultan will be released for development no earlier than 2029. As mentioned above the Council will continue to lobby for its retention as a military training base given its importance to the local economy. If the site is released for redevelopment within the latter part of the plan period the Council will prioritise commercial (Class E(g), B2 and B8 uses) or community uses (Class E(e), E(f), F1, F2) to assist the diversification and renewal of the local economy. Much 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. A coordinated programme of land release, to be set out in a Supplementary Plan (SP), will be produced to deliver the site or those parts of the site surplus to defence operational requirements.

3.411 Any programme of land release should also ensure the sports field east of Military Road is protected for open space functions which could include the future expansion of the adjacent Ann's Hill Cemetery. The Polo Field should be protected for sports pitch provision for community use. Nature conservation interests must be appropriately addressed. This would include that over-wintering birds are able to utilise this Core Brent Goose site.

[199] www.gosport.gov.uk/article/1723/Heritage-Action-Zones

Policy RA10: Daedalus

Introduction

3.412 The Daedalus site is a former military base that 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 comprising the runways and associated buildings, lies within the Borough of Fareham. The remainder of the site, some 38 hectares, lies within the Borough of Gosport.

3.413 Daedalus has broadly four parts to it: the airfield, Hangars West (now known as Swordfish Business Park), Hangars East (now known as Faraday Business Park) and Daedalus Waterfront. The first three areas are predominantly within Fareham Borough while Daedalus Waterfront and a small area at the southern end of Hangars East and the airfield are within Gosport Borough.

3.414 The Daedalus Waterfront area has a strong character and includes a number of historic buildings, many of which are listed, including the prominent Wardroom and Westcliffe House. The site is primarily associated with the development of naval seaplanes by the Royal Navy in the early twentieth century.

3.415 Parts of Daedalus Waterfront falls within the Daedalus Conservation Area, as well as being adjacent to the Marine Parade and Lee West Areas of Special Character. 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.

3.416 The site is in close proximity to the Solent and Southampton Water SPA/Ramsar and the Solent and Dorset Coast SPA, which are internationally important habitats for wading birds, Brent geese and several species of terns. The geologically important Lee-on-the-Solent Beach SSSI is also adjacent.

Planning overview

3.417 Since it was decommissioned, the site has been through multiple land ownerships and developments. In 2006, most of the site was acquired from the Ministry of Defence (MOD) by the Maritime and Coastguard Agency (MCA), with the exception of an area which was retained to develop MOD staff quarters. The majority of the MCA land was subsequently transferred to the Homes and Communities Agency (HCA), in addition to 80 hectares of land surrounding the airfield that had been acquired by the former South East England Development Agency (SEEDA) for employment-led regeneration. An Enterprise Zone with an emphasis on aviation, aerospace and marine industries was established in 2011.

3.418 The remaining part of the retained MOD land was disposed of to the HCA in 2012. In 2015 Fareham Borough Council acquired the airfield and adjoining land, including the northern edge of the land in Gosport Borough. The remaining land including the Daedalus Waterfront area was transferred to the HCA's successor organisation, Homes England, in 2018. Within Gosport Borough large tracts of land have been sold to various developers by Homes England for development as set out below.

3.419 Since the former Daedalus site was released, the following development has been delivered within Gosport Borough:

- **449 new homes,** starting with the delivery of 148 dwellings as Married Quarters (built for service personnel and their families), 101 dwellings at Seacrest Gardens (built by Barratt Homes), and 200 dwellings completed by Waites.
- **Approximately 21,000 sqm of new employment floorspace** has been delivered, including Daedalus Park and Overlord Hangar.
- **New infrastructure** including an east-west access road called Daedalus Drive and a new junction with Broom Way.
- The Maritime and Coastguard Search and Rescue Facility.
- Cafe and airport buildings at Solent Airport.
- Driving test centre.
- New open spaces associated with the residential neighbourhoods.

3.420 In addition, within Fareham the new CEMAST College has been established, as well as significant areas of new employment floorspace, the IFA2 Interconnector and improvements to the airfield itself.

3.421 Going forward, the residual part of Daedalus site known as Daedalus Waterfront will be the key focus for redevelopment. The recently consented Daedalus Waterfront application (ref. 23/00061/OUT) sets out to deliver the following development:

- **New homes:** 346 C3 Dwellings and 48 retirement apartments (C2/C3);
- **Commercial floorspace:** employment and industrial, offices, food & beverage, retail and micro-brewery floorspace totalling 32,395 sqm (in use classes B2, B8, E.A, E.B, E.G.I and E.G.III/sui generis);
- **Hotel floorspace:** 7,980 sqm (Class C1);
- **Museum floorspace:** 4,485 sqm (Class F1.C);
- **Community use floorspace:** 222 sqm (Class F2.B).

3.422 In addition there is consent for 20 dwellings at Wykeham Hall, Frobisher Block and Keith Cottages which is on land not included in the Daedalus Waterfront application.

Daedalus Supplementary Planning Document

3.423 The Daedalus Supplementary Planning Document (SPD) (2011)[200] continues to provide detailed guidance for development within the regeneration area. The SPD sets out the agreed vision for the site including a number of character areas.

POLICY RA10: DAEDALUS

1. The Daedalus Regeneration Area (DRA) is the main focus for urban renewal, employment[201] growth and housing[202] in Lee-on-the-Solent during the plan period to 2042. The following development is allocated in the DRA:

a) Leisure-led scheme at Seaplane Square (Site A) including a refurbished Hovercraft Museum and associated commercial uses.
b) Heritage-led scheme at Daedalus Square (Site B) comprising approximately 210 Class C2/C3 dwellings and community uses (Class F);
c) Mixed-use scheme at Unicorn Square (Site C) with employment, approximately 50 C2/C3 dwellings and a hotel (Class C1); and
d) Employment-led scheme with approximately 25,000 sqm (gross) employment floorspace (Class B and E(b-g)), in the residual employment land (Site D). Ancillary and complimentary uses to the wider regeneration area will also be supported.
e) Residential-led scheme at Archer Road and The Invincible, comprising approximately 140 Class C3 dwellings (Site E).
f) Retail development (Class E(a)) in the DRA will be limited to 350 sqm.

2. Planning permission will be granted where the following criteria are met:

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 reused and their setting protected. The development will need to respect and enhance its seafront

[200] https://www.gosport.gov.uk/daedalus-spd
[201] There is potential for approx. 34,000 sqm of net additional employment floorspace, 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.
[202] There is potential for a total of 414 new homes, made up of 394 dwellings (346 C3 dwellings and 48 retirement apartments (C2/C3)) permitted at Daedalus Waterfront (ref. 23/00061/OUT) and 20 dwellings permitted at Wykham Hall, Frobisher Block & Keith Cottages (19/00333/FULL).

setting. Opportunities will need to be taken to include interpretation of the site's historic significance, in line with Policy D10;

b) Development incorporates a high quality design in terms of scale, setting, layout, massing, landscaping and appearance, including details and materials and enhances the local context;

c) Use of an appropriate materials palette which reflects and enhances the local context;

d) Measures are taken to address flood risk and surface water drainage issues as set out in Policy D7.

e) The provision of multifunctional and connected public open spaces which form strategically important links to the surrounding areas, provide accessible routes for people and wildlife, suitable open spaces for recreation for all, and provide part of a wider flood risk and surface water drainage mitigation strategy;

f) Delivery of safe pedestrian and cycle links in all development sites and where feasible integration with local and nationally important routes;

g) Consideration of capacity of the road network and potential need for mitigation measures to improve road capacity;

h) Provision of new public transport infrastructure and routes to assist modal shift away from private vehicles; and

i) Measures to avoid and mitigate any adverse impacts on internationally important habitats, including, where required, provision of a contribution towards the New Forest Recreation Mitigation scheme as set out in Policy D5. Proposals should preserve and where possible enhance biodiversity.

j) Measures will be required to mitigate any contamination in accordance with Policy LE10 and national guidance.

k) Schemes must adhere to the requirements of the nearby Safeguarding Zone for Daedalus aerodrome.

l) Proposals should be accompanied with the necessary infrastructure, where appropriate, to serve the development and ensure it is acceptable in planning terms.

3. Planning permission will not be granted for incremental development that would unacceptably hamper or reduce the development options for any of the sites.

EXPLANATION OF POLICY RA10

Site A: Seaplane Square

3.424 The Daedalus Conservation Area Appraisal sets out that the group of World War I hangars adjacent to their original slipway are unique surviving

structures in the history of military aviation. This complex forms an imposing group set within a clearly defined square. Their importance to the site is accentuated by their survival from the first phase of development of the base in Lee, and at a significant period in military aviation. The form of the landscape in this location is very precisely defined with the five hangars enclosing the open yard at the head of the slipway. This historic setting should be retained as a key part of the history of the site.

3.425 The Daedalus SPD supports a leisure-led approach to Seaplane Square, taking advantage of its close proximity to the seafront and potential to be an attractive and vibrant public gateway to Daedalus. Suitable uses for the Seaplane hangars may include a combination of leisure facilities including heritage uses, such as a museum, café/bar uses and other indoor and outdoor leisure uses, as well as marine and leisure related employment. The Square itself could be considered as a flexible events space.

3.426 The Council considers that given the historic significance of the site and its existing use as a hovercraft museum, the site would be better utilised as a multi-use community/leisure destination centred on an upgraded hovercraft museum of around 4,500 sqm, as well as associated leisure and retail uses. The Council acknowledges that the creation of a new cultural facility centred on a new museum is a project subject to viability and funding constraints.

3.427 Under the Daedalus Waterfront permission (ref. 23/00061/OUT), this site benefits from mixed-use permission for a 4,485 sqm museum (Class F1(c)) to serve as a new home for the Hovercraft Museum, a 4,222 sqm public square, as well as 1,200 sqm for food and beverage (Class E(g.iii) and a brewery (Sui Generis), and small-scale retail (Class E(a)).

Site B: Daedalus Square

3.428 The historic core comprises high quality urban spaces including the 1930's Barracks Square and the setting of the Headquarters Buildings and Officer's Quarters as defined in the Daedalus Conservation Area Appraisal[203]. This includes the listed Dining Room and Cook House, Westcliffe House and the Wardroom.

3.429 Many of the existing buildings are appropriate for conversion to commercial or residential use, or other appropriate community facilities. However, irrespective of the proposed use, all development proposals should conserve and enhance both the buildings and their setting. The Council will seek a townscape-led approach to the setting of these listed buildings through the provision of sympathetically designed semi-private gardens, parking facilities and boundary treatments. For example, the area within the historic boundary wall to Westcliffe House merits special attention to both

[203] www.gosport.gov.uk/conservation-area-appraisals

retaining its open plan form but also exploring the possibility of restoring its historic character.

3.430 The Council will take a flexible approach towards the tenure of residential development with both Class C3 housing and Class C2 accommodation considered appropriate for this location.

3.431 The site includes, as set out in the Conservation Area Appraisal, a number of buildings of historic or architectural interest. This includes Power House and the Type E Barrack Blocks, amongst others. The presumption is that all these non-designated heritage assets should be retained and renovated for residential use. Any proposals which seek to replace these buildings should have a suitable design of the highest possible standard which utilises an appropriate architectural vernacular and materials.There are also a number of modern poor quality buildings including some temporary structures from the post-war period. The removal of these buildings comprises a significant opportunity for redevelopment with suitable new housing.

3.432 The Barracks Square was developed between 1932 and 1935. These four blocks are built in a restrained and elegant classical style and form an important group, with the Dining Rooms and Cookhouse being the architectural high point in the development of the site. The Barrack Square is a very high quality urban space that should be restored and enhanced in all development proposals. The Council will not accept any proposals in this area that fails to achieve this objective.

3.433 Certain buildings such as the Cookhouse and Dining Room may be appropriate for community and business units. In such instances, consideration will need to be given to the amenity issues associated with the potential proximity of residential units around the square.

3.434 The large area of hardstanding immediate south of Eagle Block is considered to be a significant development opportunity for new residential development. Proposals should provide a suitable transition in scale between Eagle Block and the two-storey dwellings on Richmond Road and Kings Road.

3.435 Under the Daedalus Waterfront scheme, this site benefits from permission for 210 C3 units (78 at Outline and 132 at Full stage) and a 222 sqm community use (Class F2(b)) in the former Wardroom.

Site C: Unicorn Square

3.436 This site covers the triangular shaped parcel of land bounded by Hermes Road, Unicorn Road and Implacable Road. The parcel benefits from mixed-use consent for 5,281 sqm of office/commercial (Class E(g.i)), 983 sqm of light industrial (Class E(g.iii)), 7,980 sqm hotel (Class C1) and 48 C2 retirement/care units via permission 23/00061/OUT.

3.437 Any redevelopment of the site should support the regeneration of Seaplane Square and provide a new high-quality urban development. Irrespective of land use, proposals should include a pedestrians and cycle through route to improve site permeability, as well a clear marine access route between the employment land and Daedalus slipway, in line with Policy D3.

Site D: Employment Land

3.438 The Solent Local Enterprise Partnership (LEP) 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 been identified by PfSH as a Strategic Employment Site. As such, it is considered to have a significant role in delivering additional employment floor for this Local Plan and wider sub-regional requirements.

3.439 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 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. This is reinforced by the priorities of the Enterprise Zone.

3.440 There is the potential to diversify the local economy and develop new sectors, for example in environmental technologies. The residual area of employment land at Daedalus could provide a variety of modern business premises and there is the potential to accommodate start-up and move-on type premises for local businesses.

3.441 The employment land 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 Centre for Engineering, Manufacturing, Advanced Skills and Training (CEMAST).

3.442 The latest estimates demonstrate that a total of approximately 34,000 sqm of employment floorspace could be accommodated in the Gosport Borough part of the site, made up of 30,846 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 as set out below.

3.443 While there is flexibility regarding the type of employment floorspace to be accommodated, proposals should maximise the opportunities to create a dynamic and innovative employment area. The Daedalus Waterfront permission covers 24,582 sqm of employment and industrial floorspace (Class B2, B8 and E(g.iii)) within this part of the site (Site D), termed the Evill Industrial Park. Further to this, other recent completions outside of this 35,000 sqm figure include 4,600 sqm of completed floorspace at the Dunning Building, 900 sqm at the Pegasus Building, and 2,247 sqm at the Overlord Building.

3.444 There are also currently four vacant smaller employment sites to the north of Daedalus Drive, sitting alongside the airfield, which may be able to accommodate up to 3,000 sqm of employment floorspace. Other uses, which are ancillary to, or complement the wider Daedalus Regeneration Area, such as a small café, nursery and gym, or education and skills uses (Class F1a) will also be supported.

3.445 Any development at these sites will need to carefully consider their relationship to the airfield, ensuring they do not compromise access, security and visibility, particularly for the Airport Control Tower and the Search and Rescue Helicopter Unit. These sites also form part of the Solent Waders & Brent Goose site network (ref. F13A), so surveys will be required, as well as potentially EIA screening.

Site E: Archer Road and The Invincible

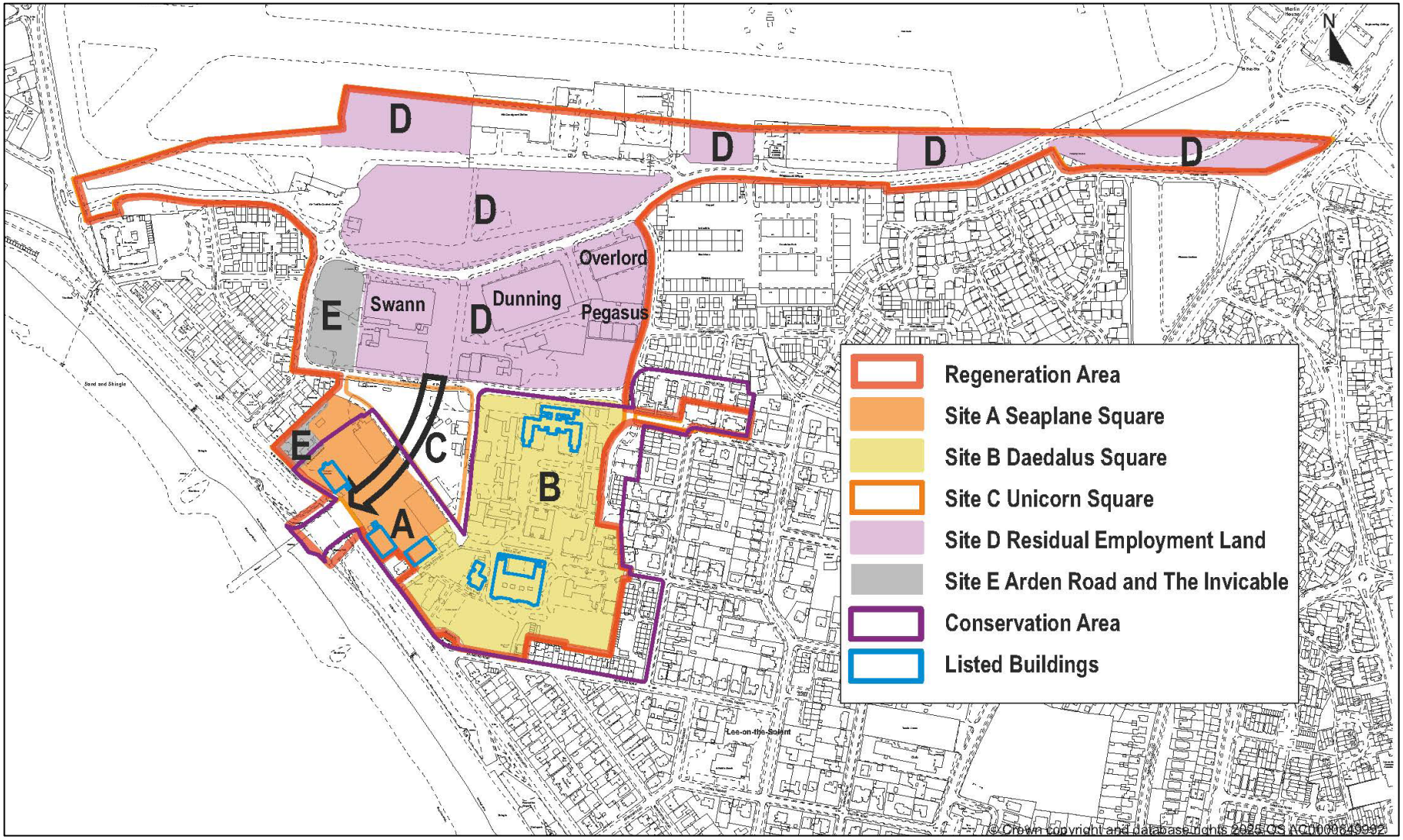
3.446 These two parcels of land sits on the western side of Daedalus, adjacent to Archer Road and Seaplane Square. Residential units at this location will need to provide a suitable transition in terms of design and scale between the proposed cultural and leisure uses at Seaplane Square, and the proposed employment land, and the existing residential dwellings at Victorious Close.

3.447 The parcel of land at Archer Road benefits from permission under the Daedalus Waterfront scheme for 3 residential blocks housing 79 residential units with landscaping, which will help frame Archer Road.

Limit on retail development

3.448 In accordance with the Council's retail evidence it is necessary to limit the retail development on the site to 350 sqm in order not to have a detrimental impact on Lee-on-the-Solent Principal Shopping Centre. It is envisaged that the site could support a small convenience store to support the local residential population and workforce. Ancillary retail related to tourism and leisure uses will also be considered appropriate.

Plan 19: Daedalus



Development Considerations (Point 2 of Policy RA10)

Heritage Assets and Good Design

3.449 The Daedalus Conservation Area was designated in November 1999 to ensure that all future development would preserve or enhance the historic and architectural character of the area. The area retains many buildings of historic interest spanning the last 120 years, including some that are Grade II listed.

3.450 The Conservation Area is made up of clearly defined groups of buildings, which form important focal points in the area. These focal points are linked by a well-defined grid pattern of roads, which mark logical and sustainable boundaries to the area. A central aspect of any designation is that boundaries protect not only the key building groups, but also their setting. This is best achieved by following what are largely the open vistas of the historic road network and the long established site boundary along the southern and eastern sides.

3.451 In line with the provisions within Policy D10, enhancing or better revealing the significance of heritage assets within Daedalus should always be addressed in development proposals, and may be achieved through positive planning which includes:

- Removing an intrusive building or feature;
- Replacement of a detrimental feature by a new and more harmonious one;
- Restoring or revealing a lost historic feature or view;
- Introducing a wholly new feature that adds to the public appreciation of the heritage asset;
- Introducing new views, including glimpses or better framed view that add to the public experience of the asset; and
- Improving public access to, or interpretation, of the heritage asset including its setting.

3.452 The listed buildings within the site are characterised by high quality materials, for example, the stone and terracotta used on Westcliffe House. Development proposals within Seaplane Square and Daedalus Square (as set out in criterion 1) should all use a high quality materials palette sympathetic to the Conservation Area and its listed buildings.

3.453 The Daedalus Conservation Area Appraisal sets out that building materials used in the hangers at Seaplane Square should remain corrugated. Although these are functional buildings, sympathetic modifications to their internal layout, materials and colours may be acceptable where they ensure their long-term future. For example, the Daedalus Waterfront proposal includes recladding the hangers in a semi-translucent material, repainting

the steel structure, and recladding the roof with corrugated metal that is sympathetic to original industrial cladding with a series of skylights.

3.454 The Daedalus Conservation Area Appraisal sets out that historic materials and colours should be used within the hangers in Seaplane Square. Although these are functional buildings, sympathetic modifications would be considered acceptable where they ensure their long-term future, particularly where it is supported by historic evidence. For example, the Daedalus Waterfront permission includes recladding the hangers with semi-translucent backlit material, repainting the steel structure, and recladding the roof with corrugated metal that is sympathetic to original industrial cladding with skylights to improve lighting.

3.455 Development at Daedalus will also need to have regard to the adjacent Areas of Special Character at Marine Parade and Lee West[204], and seek to protect and enhance the setting of these areas.

Flood risk

3.456 Whilst the risk from tidal flooding at the Daedalus site is minimal (the site is within 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 water run-off. The FRA would need to include a SuDS feasibility study to identify any constraints of using SuDS such as land contamination.

Public open space

3.457 High quality, multifunctional public spaces should be provided within Daedalus. As well as access, they can provide places for younger residents to play and to address flood risk mitigation and biodiversity through good design. New development at Daedalus should also take account of the local coastal microclimate when considering new spaces.

Access

3.458 It will be necessary to ensure that any development at Daedalus mitigates any adverse impact on the highway network. Consequently, appropriate proposals will normally require a Transport Assessment to demonstrate whether there are any impacts and how these will be mitigated.

3.459 In addition, a Travel Plan will be required to the satisfaction of the Local 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. Measures could include welcome packs, car clubs and cycle training. Further detail on the necessary improvements to the local road network, public transport infrastructure and services, and routes for

[204] www.gosport.gov.uk/article/1240/Supplementary-Planning-Documents-SPD

pedestrians and cyclists is set out in the Daedalus SPD. Support will be given to proposals that extend Bus Rapid Transit routes to the Daedalus site and wider Lee-on-the-Solent/Stubbington area.

3.460 Within the site, the focus should be on providing suitable pedestrian and cycle routes to link the employment areas, new housing and Seaplane Square. Enhanced links should also be provided to the Lee Seafront, along which runs the National Cycle Network, as well as the Solent Way and the King Charles III England Coast Path. Walking and cycling routes should also be improved to the Alver Valley to the east.

3.461 Marine access should also be retained within the site, including for future occupiers of the employment floorspace. An access route should be provided from the employment zone to the slipway, and be sufficiently wide, safe and robust enough to accommodate movements from abnormally large or heavy vehicles[205].

Nature conservation

3.462 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 as well as the Solent and Dorset Coast SPA. In addition, the site is near to Lee-on the-Solent Clifflands, which also supports the integrity of the Solent and Southampton SPA. There are also a number of Solent Wader and Brent Goose sites adjacent to the site.

3.463 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 were such an impact, the proposal would not be in accordance with the Habitats Regulations and the Council's planning policies, and would be refused. 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).

3.464 The Habitats Regulation Assessment for the Local Plan 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 Recreation Mitigation Strategy produced by Bird Aware Solent. In addition, it will be necessary for developers to consider Natural England's guidance on achieving nutrient neutrality as detailed in Policy D5.

[205] www.gov.uk/government/publications/special-types-enforcement-guide

3.465 Upon advice from Natural England a new recreational area, called Queen Elizabeth Platinum Jubilee Park, was created in the northeast corner of Daedalus, within Fareham Borough. This provides an alternative natural greenspace (often referred to as a SANG) to deflect some of the recreational pressure from development within Daedalus, particularly from dog walkers. The nearby Alver Valley Country Park is also a successful sub-regional SANG, which is subject to ongoing enhancements. Notwithstanding this, given the proximity of the Daedalus Regeneration Area to sensitive habitats at both Hill Head and Lee-on the-Solent Clifflands, on-site and off-site measures are required to fully address additional recreational impacts.

3.466 The Habitats Regulations Assessment (HRA) Screening Assessment Report (August 2021) recommends that residential development proposals in excess of 200 dwellings should undertake a Project Level HRA in line with Policy D5. A project level HRA was therefore undertaken for application 23/00061/OUT.

3.467 As described in Policy D5, a report was compiled in 2021 assessing the recreational impacts on the designated sites of the New Forest. The report recommended that major sites of 200 or more dwellings within a 15km 'zone of influence' of the Forest may need to provide mitigation on a case-by-case basis, in consultation with Natural England. Daedalus is one such site that falls within this zone and therefore may need to provide mitigation. Further details can be found in Policy D5.

3.468 In addition, several European and nationally protected species have been recorded within Daedalus, including badgers, bats and birds (barn owls and skylarks). Consequently, the necessary ecological surveys and assessments will be required to protect these species. Future developments should 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.

Contamination

3.469 Given its prior military use the site is known to have issues with contamination. The provisions in Policy LE10 therefore apply. Conditions are attached to the outline permission requiring a desktop study and site investigation to be undertaken, an approved remediation strategy to be implemented prior to occupation or use, and long-term monitoring to be carried out to ensure the site is made safe.

Safeguarding Zone

3.470 All development at Daedalus will fall within the Safeguarding Zone for Daedalus aerodrome, which is protected under Policy LE12. Depending on the exact location of development, height restrictions may apply. The

Council will consult the Civil Aviation Authority and airfield operator in instances where the height specifications are exceeded. For further information please see Policy LE12.

Infrastructure

3.471 The 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. Early engagement with the infrastructure providers by developers is recommended. Key requirements include:

- Primary and secondary access points and associated internal road infrastructure;
- Off-site road improvements;
- Cycle network improvements;
- Utility infrastructure including sewerage, water supply, electricity/renewable energy and broadband providers; and
- Public realm and open space.

3.472 Southern Water advise that existing sewerage infrastructure may require reinforcement to serve development proposals on the site. Therefore, occupation of the development may need to be phased to align with the delivery of wastewater network reinforcement, in consultation with Southern Water. In addition, layout of the development should be planned to ensure future access to existing underground infrastructure for maintenance and upsizing purposes, this includes the existing sewer rising main on the site Due to the presence of a waste water pumping station on site, a 15 metre gap between the wastewater pumping station and any sensitive development (such as housing) should be taken into consideration in the site layout.

Comprehensive Development (Point 4 of Policy RA10)

3.473 The redevelopment of all of the remaining sites at Daedalus within Gosport Borough should be regenerated in a holistic manner taking account of the Council's objectives for the other sites within the Regeneration Area. This is independent of land ownership and the Council will expect different site promoters to work together constructively, particularly with regard to heritage assets, design, access and infrastructure. Incremental development which fails to do this and which may hamper the overall redevelopment of the site will not be permitted.

4 Other Allocation Sites

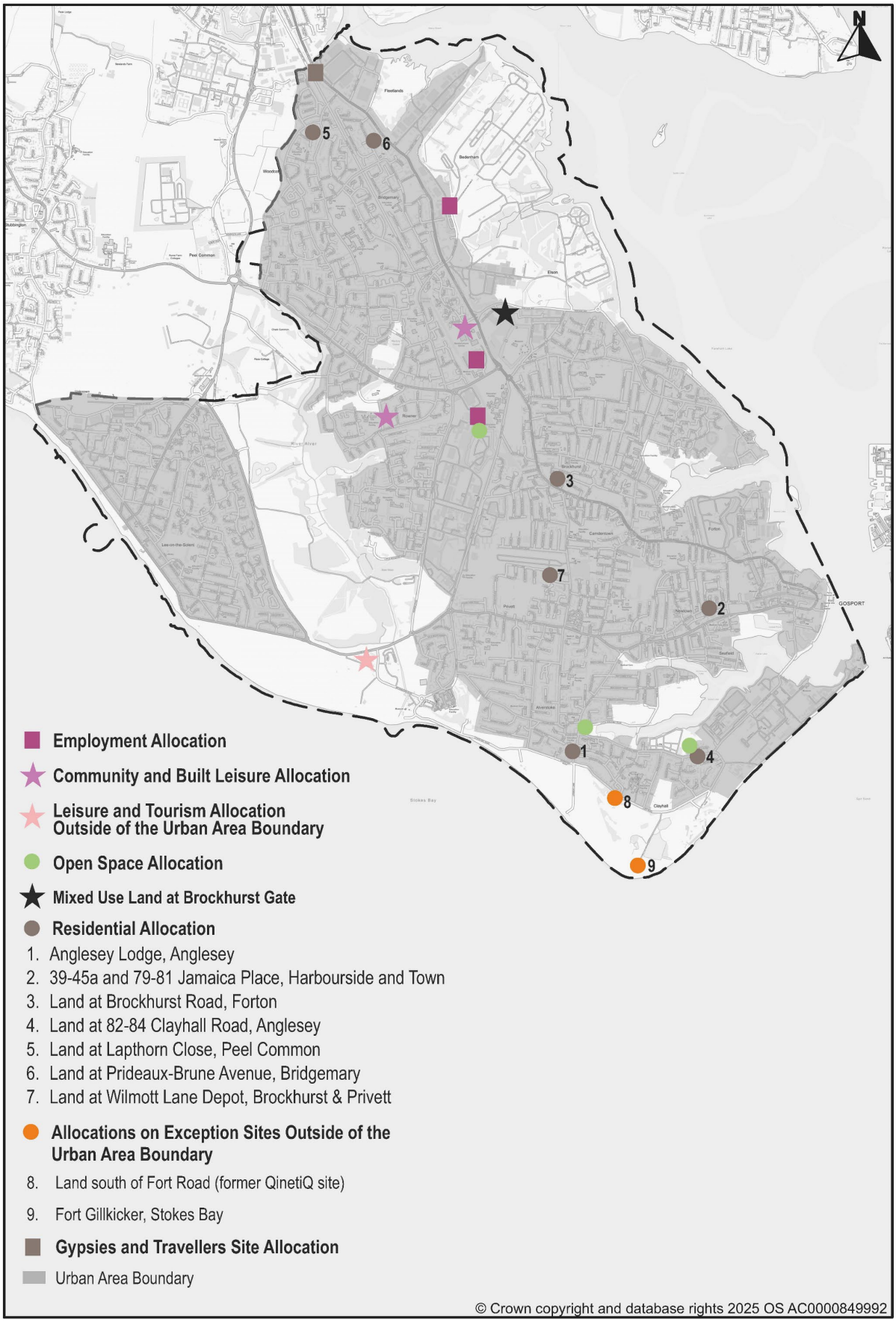
Other Allocation Sites

Introduction

4.1 In addition to the Regeneration Areas (RA1-RA10) a number of other allocation sites will also contribute towards the regeneration of the Borough by providing new housing, employment, leisure and open space. These allocations are set out in the following policies (A1-A7). All the allocated sites are identified on the Policies Map and shown on Plan 20.

4.2 Each policy sets out the proposed uses for the site, the estimated quantum's and other key site-specific development considerations which need to be addressed **in addition to other policy requirements set out in the Local Plan**.

Plan 20: Other Allocation Sites outside the Regeneration Areas



Policy A1: Housing

POLICY A1: HOUSING

1. **Residential development at Anglesey Lodge, Anglesey should address the following design objectives and accord with the relevant development management policies:**

   a) **provision of up to 42 C2 bed spaces (equivalent to 23 C3 units) designed having special regard to the desirability of preserving the Grade II listed building and garden and any features of special architectural or historic interest that it possesses;**
   b) **suitably designed vehicular access from Anglesey Road;**
   c) **parking provision to be provided wholly within the site in line with the Council's adopted parking standards.**

2. **Residential development at Land at Wilmott Lane Depot, Brockhurst & Privett should address the following design objectives and accord with the relevant development management policies:**

   a) **Approximately 160 dwellings in a range of unit sizes;**
   b) **higher density residential development which does not result in significant harm to the amenity of existing residents through loss of light, overbearing impact or loss of privacy;**
   c) **suitably designed vehicle access;**
   d) **parking provision to be provided wholly within the site in line with the Council's adopted parking standards; and**
   e) **provision of a suitable pedestrian and cycle network within the site to improve the permeability of the local neighbourhood.**

3. **In addition the following sites outside the Regeneration Areas, as shown on the Policies Map, are allocated for residential development (approximate number of dwellings):**

   a) **Land at 82-84 Clayhall Road, Anglesey (10 dwellings)**
   b) **Land at Prideaux-Brune Avenue, Bridgemary (5 dwellings)**
   c) **Land at Brockhurst Road, Forton (31 dwellings)**
   d) **Land at Lapthorn Close, Peel Common (10 dwellings)**

EXPLANATION OF POLICY A1

Housing allocations outside of the Regeneration Areas (Points 1-3 of Policy A1)

4.3 Policy A1 includes those deliverable sites, as identified in the Council's Strategic Housing Land Available Assessment (SHLAA) (2026), outside of the regeneration areas for new housing development. Each site has potential to deliver a net increase of at least five dwellings and the approximate number of dwellings is included in brackets.

4.4 The considerations for development on these sites will need to be read in conjunction with other Local Plan Policies. For example the Anglesey Lodge site is a listed building in a conservation area and considerations regarding heritage assets will be important in this instance.

4.5 In regard to Land at Wilmott Lane Depot, it is considered that a net gain of approximately 160 dwellings can be accommodated on the depot site. In addition, there are potential opportunities to include adjacent sites as part of a housing renewal scheme which may increase the number of dwellings that can be delivered at a similar density to the former depot site. Southern Water advise that due to the presence of a waste water pumping station on site, a 15 metre gap between the wastewater pumping station and any sensitive development (such as housing) should be taken into consideration in the site layout. In addition, the layout of the development must be planned to ensure future access to existing underground wastewater infrastructure for maintenance and upsizing purposes.

Further details

4.6 Details and a site plan of each of the housing allocation sites are set out in Appendix 1. The appendices provide additional issues relating to each site which a developer will need to address in any development proposal.

Policy A2: Allocations on Exception Sites Outside of the Urban Area Boundary: Fort Gilkicker and Land south of Fort Road

POLICY A2: ALLOCATIONS ON EXCEPTION SITES OUTSIDE OF THE URBAN AREA BOUNDARY: FORT GILKICKER AND LAND SOUTH OF FORT ROAD

1. **The Council will positively consider the re-use of the following heritage assets outside the Urban Area Boundary for residential dwellings, or suitable alternative mixed-use schemes. Any development proposals will be considered exceptional and will need to protect and enhance the character of the area in accordance with Policy D2 and accord with the relevant development management policies:**

   a) **Fort Gilkicker, Stokes Bay, Anglesey**
   b) **Land south of Fort Road (former QinetiQ site), Anglesey**

2. **Residential development, or suitable mixed-use development, at Fort Gilkicker should also achieve the following policy objectives:**

   a) **preserve and enhance the significance of the heritage assets and the Stokes Bay Conservation Area, taking into account its Conservation Area Appraisal;**
   b) **provision of up to 26 market dwellings;**
   c) **vehicular access with suitable passing spaces along Military Road;**
   d) **parking provision to be provided wholly within the site in line with the Council's Adopted Parking Standards;**
   e) **landscaping and boundary treatments sympathetic to the heritage asset and wider coastal landscape;**
   f) **measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5;**
   g) **biodiversity is protected and enhanced in accordance with Policy LE8;**
   h) **a Site Specific Flood Risk Assessment (FRA) should be undertaken in accordance with Policy D7;**
   i) **retention of a public accessible route between the south of golf course and the north of the residential curtilage; and**
   j) **appropriate public interpretation and agreed access to the Parade Ground.**

3. **Residential development, or suitable mixed-use development, at Land south of Fort Road (former QinetiQ site) should also achieve**

the following policy objectives:

a) preserve and enhance the significance of the Scheduled No. 5 Battery, Stokes Bay Lines and the Stokes Bay Conservation Area, taking into account its Conservation Area Appraisal;
b) provision of up to 9 market dwellings;
c) safe vehicular access from Fort Road;
d) parking provision to be provided wholly within the site in line with the Council's Adopted Parking Standards;
e) the development and associated landscaping and boundary treatments are sympathetic to the heritage asset and wider landscape;
f) protection of mature trees;
g) measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5;
h) biodiversity is protected and enhanced in accordance with Policy LE8;
i) a Site Specific Flood Risk Assessment (FRA) should be undertaken in accordance with Policy D7; and
j) **a suitably designed off-road cycle and pedestrian route between Fort Road car park and Lifeboat Lane as shown on the Policies Map and safeguarded by Policy A6.**

EXPLANATION OF POLICY A2

Context (Point 1 of Policy A2)

4.7 As set out in Point 2 of the Development Strategy (Policy D2), 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. The use of brownfield land within the urban area is a key priority for the Local Plan as it will regenerate underused sites, bringing back life to previously vibrant areas which provided employment and a variety of local facilities (see Regeneration Area Policies RA1-RA10).

4.8 While, in principle the Council will presume in favour of development within the Urban Area Boundary, there are a small number of sites located outside of the Urban Area Boundary which are previously developed land and where sensitive redevelopment could be appropriate providing proposals accord with the criteria set out in this policy and other policies of the Local Plan, specifically design and heritage policies.

4.9 Fort Gilkicker and Land south of Fort Road (former QinetiQ site) are both heritage assets located outside the Gosport Urban Area Boundary that have capacity to provide either residential dwellings or commercial uses to assist in their future conservation. The Council considers that the benefits of conserving these assets clearly outweighs the impact of some limited new

housing outside the urban area. The Council's preference is for residential development on both sites. However, sympathetic commercial development would also be considered if it can be demonstrated that residential is not a viable option.

Site-specific criteria (Points 2 and 3 of Policy A2)

4.10 The site specific considerations for development on these sites will need to be read in conjunction with other Local Plan Policies and SPDs.

4.11 Both Fort Gilkicker and Land south of Fort Road (former QinetiQ site) are both located within the Stokes Bay Conservation Area. The Stokes Bay Conservation Area Appraisal[206] sets out the key considerations which should be addressed by all development proposals.

4.12 The Stokes Bay area is one of the most important areas for biodiversity in Gosport Borough and the wider Solent, supporting a number of important habitats and species. Of particular concern is the nearby Gilkicker Lagoons Site of Special Scientific Interest (SSSI), which is also included within the Solent and Isle of Wight Lagoons Special Area of Conservation (SAC). These are habitats of national and international importance and it must be demonstrated that the on-site proposals would not result in impacts to these highly sensitive habitats in line with Policy D5.

Fort Gilkicker (Point 2 of Policy A2)

4.13 Fort Gilkicker, a Palmerston Fort, is a Grade II* listed structure and a Scheduled Monument overlooking the Solent. Fort Gilkicker is an especially important being probably the finest example of a Palmerston Fort.

4.14 Fort Gilkicker has had two prior residential planning applications. Consent was granted (application reference 9316/5) in 2001 permitting restoration and conversion to 17 dwellings with car parking, Museum with public access, new road junction and access road and improvement including new revetment and earth mounding. This consent was not implemented. A second consent was granted in 2010 (application reference 08/00423/FULL) for the restoration of the fort and conversion to 26 dwellings, residents stores and interpretation room. This consent has subsequently been extended twice and implementation has commenced.

4.15 Notwithstanding this, given this planning history, the Local Plan allocates Fort Gilkicker in the event that extant applications are not implemented.

Land south of Fort Road (former QinetiQ site) (Point 3 of Policy A2)

4.16 The former Qinetiq site has been vacant since 2012 and comprises approximately 3,500 sqm of existing buildings in a central portion of the site which includes a Scheduled Monument. It is this portion alone that is

[206] www.gosport.gov.uk/conservation-area-appraisals

allocated for development. A sensitive residential development which respects its prominent location overlooking Stokes Bay has the potential to improve the locality by removing redundant unattractive former research buildings on the site and enable the setting of the historic features to be enhanced.

4.17 The outer portion of Land south of Fort Road (former QinetiQ site) is open space and will remain as such and is included within the Gosport Strategic Open Space (see Policy D6). Development within the site should facilitate public access to this area and include a suitably designed off-road cycle and pedestrian route between Fort Road car park and Lifeboat Lane, utilising land along the southern edge of the site, as set out in Policy D6 and Policy A6. The inclusion of a dedicated off-road cycle and pedestrian route will allow improved public views of the area and will improve connectivity and safety for pedestrians and cyclists.

4.18 The route of the off-road cycle and pedestrian route between Fort Road car park and Lifeboat Lane passes through a candidate Brent Goose and Wader Site. A project level HRA should accompany any planning application on the Land south of Fort Road site and if the presence of Brent Goose and Wader cannot be ruled out, mitigation must be provided for any habitat loss in line with the Solent Waders and Brent Goose Strategy (Policy D5).

4.19 Cycling on Fort Road can be a somewhat intimidating experience given the speed of vehicles and the narrow and winding character of the road. This new off-road route would therefore be of significant benefit to the residents of the development and the wider community.

4.20 The disposal of the site which includes a significant portion of land unsuited to built development, provides an opportunity to improve accessibility in the area. Any redevelopment proposals on the former Qinetiq Fort Road site must take account of this and this would be secured through a planning obligation associated with its redevelopment. Land is therefore safeguarded to enable the provision of this route in Policy A6.

4.21 In the event that development proposals at the former Qinetiq site are not forthcoming, it is still the Council's ambition to work with the landowner to deliver a scheme in this location. The scheme is included in the Council's 'Living List' of Local Cycling and Walking projects which is linked to Hampshire County Council's Local Cycling and Walking Infrastructure Plan[207].

[207] Gosport LCWIP: www.hants.gov.uk/transport/strategies/transportstrategies Gosport Borough Council Living List: www.gosport.gov.uk/GBLP2042

Policy A3: Employment

POLICY A3: EMPLOYMENT

In order to assist the delivery of new employment land the following sites outside the Regeneration Areas, as shown on the Policies Map, are allocated for employment development and should accord with the relevant development management policies:

1. Land at Aerodrome Road

Development should be for employment uses (E(g), 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 LE12); and
b) protect and enhance biodiversity features in accordance with other Local Plan Policies.

2. Land adjacent the Huhtamaki site off Rowner Road

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

a) retain a tree buffer adjacent Fareham Road; and
b) mitigate for the loss of existing open space by providing land south of the Huhtamaki Grange Road site as identified on the Policies Map.

EXPLANATION OF POLICY A3

4.22 The Council has identified 90,000 sqm of net additional employment floorspace during the plan period. A significant proportion of this floorspace is identified within the regeneration areas as well as the potential of further expansion within existing industrial areas. Policy A3 sets out the other employment allocation sites, outside the regeneration areas and existing employment sites, with potential to deliver new employment floorspace.

Land at Aerodrome Road (Point 1 of Policy A3)

4.23 The site of 0.32 ha could provide a small extension to the business parks in the vicinity of an estimated 1,000 sqm of employment floorspace. It will be necessary to have regard to the requirements of the Defence Munitions Safeguarding requirements (Policy LE12) and consequently early discussions with the Defence Infrastructure Organisation will be required.

4.24 Further consideration will also be required to the ecological importance of the site. Whilst the site has not been designated as an internationally, nationally or locally important site there is evidence[208] that this site forms part of a larger area where protected Brent geese and wader species have been 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 the characteristics of the site. A project level HRA should accompany any planning application on this site and if the presence of Brent geese and waders cannot be ruled out, mitigation must be provided for any habitat loss in line with the Solent Waders and Brent Goose Strategy (Policy D5).

4.25 Southern Water advise that due to the layout of the development must be planned to ensure future access to existing underground wastewater infrastructure for maintenance and upsizing purposes.

Land adjacent the Huhtamaki site off Rowner Road (Point 2 of Policy A3)

4.26 Land is allocated for employment uses adjacent the Huhtamaki Rowner Road site to enable an extension and reorganisation of operations on-site. To mitigate the loss of open space, discussions have been held with the Council to provide public open space on land south of the Huhtamaki Grange Road site. The land will also include a new cycle and pedestrian link between Grange Road and the strategic cycle route close to Brune Park School. Land for open space has been allocated in Policy A4, and a route safeguarded for the cycle route in Policy A6.

4.27 A tree buffer should also be retained adjacent the boundary of the Rowner Road site with Fareham Road.

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

Policy A4: Leisure, Community Uses and Open Spaces

POLICY A4: 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. **The Criterion, Forton Road**
   Development should include a multi-purpose cultural and entertainment venue to host community-led cinema, theatre and live entertainment.

2. **Gosport Leisure Park**
   Development should include leisure facilities.

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 Area; and**
   c) **be designed in accordance with the principles set out in Policy LE1.**

3. **Land south of the Huhtamaki Grange Road Site**
   This site will be developed as a public open space. Proposals should:

   a) **include a new cycle and pedestrian link between Grange Road and Brune Park School;**
   b) **retain the mature treed area on the southern part of the site; and**
   c) **enable the potential for a southern extension cycle link to the HMS Sultan site should opportunities arise in the future.**

EXPLANATION OF POLICY A4

The Criterion, Forton Road (Point 1 of Policy A4)

4.28 The Criterion, in Forton Road, opened in 1912 and was run as a cinema and theatre until 1968. It then became a bingo hall which closed in 2020. The Council purchased the building and plans to restore the building and re-open it as a community-led cinema, theatre and live entertainment venue for

the local community. Consequently the site is allocated for development which should include a multi-purpose cultural and entertainment venue. It is important other policies in relation to amenity are taken into consideration.

Gosport Leisure Park (Point 2 of Policy A4)

4.29 Gosport Leisure Park, which opened in 2012, includes a new major public leisure centre with associated outdoor play and sports facilities. A hotel, pub/restaurant, and café have also since been completed on the site. The site also includes the well-established ice rink, the only one in south Hampshire which attracts visitors to the site from a wider catchment. In 2025 planning permission was granted for a paddle tennis facility on the site. There may be further opportunities for additional leisure facilities on the remaining portion of the complex.

Stokesmead (Point 3 of Policy A4)

4.30 The field occupies a very prominent location in the Anglesey and Alverstoke 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 and biodiversity improvement purposes. There is currently a deficiency of local play facilities within this part of Gosport. The Council will seek to acquire Stokesmead Field for public open space uses through negotiations with the landowners.

4.31 Built development, including residential, is not suitable 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 and Alverstoke Conservation Area and provides a setting for a number of important buildings in the adjoining Conservation Area;
- The site is located within an area of established residential development and is an ideal position to provide an area clear of built development;
- The site can help meet identified open space deficiencies;
- The site is adjacent to an internationally important habitat and provides a useful buffer between the protected area and the residential area; and
- Most of the site is in an area at a high risk of flooding.

Land south of the Huhtamaki Grange Road Site (Point 4 of Policy A4)

4.32 This proposed public open space should incorporate a new cycle/pedestrian route between Grange Road and the strategic cycle route adjacent Brune Park School. There is also the possibility to construct a southern extension to the cycle network to HMS Sultan if opportunities arise in the future which will be in accordance with the Council's wider Green Infrastructure Network ambitions of establishing a cycle route that links the Borough's forts.

Policy A5: Leisure and Tourism Allocation Outside of the Urban Area Boundary

Introduction

4.33 Located at the western end of Stokes Bay, Browndown Camp is a former military barracks, which together with the adjacent vegetated shingle and beach, comprised Browndown Training Camp. As early as 1782 land at Browndown was being used for military encampments, but it was not until 1877 that a permanent camp was constructed. The camp went through several military uses until the barracks was sold by the Ministry of Defence in 2012. Since then the barracks have been used for leisure and training uses.

4.34 To the south and west of the site is the Browndown Military Training Area, which continues to be in active military use. The training area covers the entirety of Browndown Beach, which is a Site of Special Scientific Interest (SSSI). While there is permissive public access, the beach is routinely closed for military exercises. To the southeast lies the Diving Museum and the popular Stokes Bay beach. To the north, on the opposite side of Privett Road, is Browndown Common, another active military training site, beyond which lies the Alver Valley Country Park. To the east is Kingfisher Caravan Park and a sports field belonging to King's Academy Bay House Secondary School.

4.35 The site is located outside of the Borough's urban area, for which Policy D2 safeguards against development, except for appropriate recreational or essential public uses. The camp is within the Strategic Gap between Gosport and Lee-on-the-Solent. The gap is protected by Policy D2 and plays an important role in preventing the coalescence of the district's settlements. It also forms part of a green corridor which incorporates the Browndown SSSI, the Alver Valley and habitats between Fareham and Stubbington, supporting biodiversity and wildlife movements.

4.36 As part of the Council's 'Call for Sites' process to identify potential sites for development, Browndown Camp has previously been put forward by the landowner for various uses including leisure and residential uses. As identified above, the site occupies a sensitive location outside the urban area boundary and within the Strategic Gap. Leisure uses could therefore in principle accord with Policy D2 as an appropriate use outside of the urban area boundary.

4.37 Therefore, Policy A5 sets out the Council's support for appropriate leisure and tourism uses on the site. It will be necessary that any proposal is a high quality exceptional development that is sensitive to its surroundings and the quality and design fully takes into account the landscape considerations set out in the Policy.

POLICY A5: LEISURE AND TOURISM ALLOCATION OUTSIDE OF THE URBAN AREA BOUNDARY

Browndown Camp forms an important part of the Borough's Strategic Gap between Gosport and Lee-on-the-Solent and is outside of the urban area boundary. Consequently, any development proposals will be considered exceptional and will need to preserve and enhance the character of this sensitive location in accordance with Policy D2.

1. **Proposals for appropriate leisure and tourism uses will be supported on the site, where they accord with the requirements within this policy and other policies of the Local Plan.**

All proposals will be expected to address the following design considerations:

2. **A high-quality design with innovative features, befitting its unique location, in line with Policy D9 and the incorporation of sustainable construction and climate change adaptation and mitigation measures in line with Policies DE1 and D1.**

3. **Any development coming forward on this site will require a Landscape and Visual Assessment in accordance with the latest GLIVIA standard to assess its impact upon the Strategic Gap. Development fronting Privett Road and Browndown Road should not exceed 1.5 storeys in height. Building heights in excess of 1.5 storeys may be supported within the interior of the site, where they do not erode the character of the Gap.**

4. **Boundary planting must be retained and enhanced, particularly along Privett Road and Browndown Road, where it forms a key feature of the Strategic Gap. The use of innovative design features to minimise visual impacts upon the gap such as the use of green roofs and walls will be supported.**

5. **The integrity of the adjacent designated nature conservation sites should be protected and where possible enhanced with green corridors through the site, and at least a 10% net gain in on-site biodiversity being delivered.**

6. **The Strategic Gap is one of the few 'dark sky' locations within the Borough, and as such, proposals should submit a sensitive lighting scheme that minimises any visual and environmental harm.**

7. **Provision of safe vehicular, pedestrian and cycle access and egress, including the promotion of sustainable modes of travel, and sufficient levels of car and cycle parking.**

8. **The relationship with the adjacent MOD sites at Browndown Military Training Area and Browndown Common need to be carefully considered. This may include addressing concerns relating to overlooking, noise (both from and to the site), lighting, and access and site management.**

9. **Proposals will conserve and where possible enhance the significance of any local heritage assets, including the setting of the Stokes Bay Conservation Area.**

10. **The site has the potential to be contaminated including for unexploded ordnance so proposals which include groundworks or sensitive uses will need to undertake a risk assessment and incorporate any required mitigation.**

11. **Flood risk from all sources of flooding must be fully taken into account through a site-specific FRA in accordance with Policy D7.**

EXPLANATION OF POLICY A5

Leisure and tourism uses (Point 1 of Policy A5)

4.38 The Council considers that the site is suitable for appropriate leisure and tourism uses, which would take advantage of the site's location next to the coast, the Alver Valley Country Park and the Diving Museum, and would help preserve the open and green character of the Strategic Gap. This could for example, include holiday accommodation (a caravan/lodge park, holiday lets), sports provision, or a tourist attraction.

4.39 All proposed leisure and tourism uses will still be expected to accord with all other requirements within this policy, including the need to preserve and enhance the character of the Strategic Gap.

Innovative design (Point 2 of Policy A5)

4.40 Given the site's sensitive location, a high quality and innovative scheme would be expected, that gives due regard to the Council's design policy (D9), sustainable construction policy (DE9) and the National Design Guide. This could for example, include green or shingle roofs, that respond to the site's coastal proximity while delivering sustainable construction benefits. Any design should ensure the Strategic Gap is preserved and enhanced.

Impact upon the Gap (Point 3 of Policy A5)

4.41 To inform the preparation of this Local Plan, the Council commissioned the Landscape Team at Hampshire County Council to undertake a study of its strategic/settlement gap. In line with their recommendations any proposals at this location should undertake a Landscape and Visual Assessment in

accordance with the latest GLVIA standards[209]. Such an assessment should take into account the findings from relevant studies such as the Gosport Strategic/Settlement Gap Study (2025), the Gosport Townscape Assessment[210] and the Stokes Bay Conservation Area Appraisal[211]. Consideration of long views down Privett Road, as well as views from the Alver Valley Country Park, including from the high point of Sandhill, and from Browndown Beach, will be essential to understand how development will impact upon the countryside character of this part of the Strategic Gap.

4.42 Browndown Camp predominately consists of single-storey former barrack blocks that are settled within the topography of the site. Coupled with the mature boundary planting they have a modest impact upon the streetscape from Privett Road and Browndown Road, helping to preserve the sense of openness that characterises the Strategic Gap.

4.43 All proposals at this location should seek to retain the character of the area by limiting development fronting the two roads to 1.5 storeys. In the interior of the site, where a few 2 storey buildings do exist, development in excess of 1.5 storeys may be acceptable, where it does not adversely impact the character of the gap. Proposals should work with the site's topography to minimise the impacts upon the Strategic Gap, and proposed storey heights should be clearly set out in a Design and Access Statement.

Boundary planting (Point 4 of Policy A5)

4.44 Mature boundary planting is an attractive and distinctive feature of the existing site, which provides biodiversity, and contributes to the character of the Strategic Gap. In addition, it provides some screening from noise and air pollution from the adjacent main roads. All proposals should seek to retain and enhance this boundary planting, particularly on the frontages on Privett Road and Browndown Road, and use native coastal planting to enhance local biodiversity.

Biodiversity (Point 5 of Policy A5)

4.45 The site is flanked by Browndown Common SINC to the north, and Browndown Range North SINC to the south and west, beyond which is the Browndown SSSI. To the east, beyond Kingfisher Caravan Park is Bayhouse Playing Field South SINC. In line with the requirements in Policies D4 and D5 proposals should seek to conserve and enhance these designated habitats, where possible, including providing green corridors between them.

4.46 As set out in Policy LE8 and the Environment Act 2021, developments should provide a net gain in on-site biodiversity of at least 10%. Developments which go beyond 10% will be considered favourably. Given

[209] www.landscapeinstitute.org/technical/glvia3-panel/
[210] www.gosport.gov.uk/GBLP2042
[211] www.gosport.gov.uk/conservation-area-appraisals

the location of the site, extensive opportunities exist to enhance the local green infrastructure network and deliver enhancements to the character of the gap.

Dark sky (Point 6 of Policy A5)

4.47 As a highly urbanised borough, there are few locations where light pollution does not interfere with wildlife movements or observations of the night's sky. Browndown Camp and the surrounding area is one of the rare parts of the borough that are intrinsically dark, and as such, this characteristic should be retained. Policy LE9 seeks to limit light pollution from new developments, such as the through the inclusion of minimum, downward lighting.

4.48 All developments at Browndown should submit a lighting scheme which sensitively address these environmental and visual concerns.

Access and parking (Point 7 of Policy A5)

4.49 The site currently has two road accesses: a main access onto Browndown Road to the east and a secondary access onto Privett Road to the north-west. Both roads are well used as main routes between Lee-on-the-Solent and Gosport, and feature shared pedestrian and cycle routes that are part of the National Cycle Network Route 2, and provide a popular route to school for pupils at King's Academy Bay House School. The King Charles III England Coast Path and the Solent Way long-distance walking route are also located in close proximity, as are routes into the Alver Valley Country Park.

4.50 The access onto Browndown Road is located near to a bend on a 40 mph road and therefore could raise safety concerns. Proposals should seek to address these concerns, which may include relocating the junction. Proposals should seek to prioritise sustainable travel as set out in Policy D12, and integrate into the surrounding walking and cycling network. The site will need to include a new public walking and cycling route across the southern side of the site with, where possible, public views across Browndown. This route should include a safer route to school and links with the King Charles III England Coast Path, the Solent Way and National Cycle Route 2. The Gosport Local Cycling and Walking Infrastructure Plan (2022) also identifies route 265, which passes alongside the site as having potential for highway improvements[212]. Such improvements should be designed in partnership with HCC's Highways Teams, to ensure appropriate standards are attained.

4.51 Proposals will need to ensure that sufficient car and cycling parking is provided to meet on-site needs, including any visitor parking. The use of Browndown Road or Privett Road for overflow parking will not be acceptable. The Borough's parking standards, including the required size

[212] LCWIP available online: www.gosport.gov.uk/GBLP2042

and layout of parking spaces, can be found within the Parking SPD. Depending on estimated traffic impacts, a Transport Statement may be required in line with Policy D12.

Adjacent MOD sites (Point 8 of Policy A5)

4.52 While Browndown Camp was sold off by the MOD in 2012, they have retained the surrounding training sites, which are still in active use. The adjacent Browndown Military Training Area, which covers the entirety of Browndown Beach, includes rifle ranges and amphibious landing exercises. While public access across the beach is permitted, this area is frequently closed off. Browndown Common to the north also has permissive public access, while providing a training ground for the MOD.

4.53 Proposals, particularly sensitive uses, need to carefully consider how they relate to these surrounding military activities, and early engagement with the Defence Infrastructure Organisation is strongly recommended. Such considerations will include whether the overlooking of active military sites will be acceptable, and whether building orientation, planting and sound insulation are required to lessen noise impacts from the rifle ranges, and vice-versa, noise and movement interference from the site with active military exercises. Security concerns around access and site layout may also need addressing, such as through management proposals.

Heritage (Point 9 of Policy A5)

4.54 Browndown Camp is part of a chain of military installations which were constructed across Stokes Bay over a number of centuries. As such, multiple heritage assets are within the local vicinity including the Stokes Bay Conservation Area, which covers the eastern side of Browndown Beach. Within this designation is the Grade II listed Browndown Battery, which is visible from Browndown Camp, as well as the nearby Grade II* listed No. 2 Battery and the Scheduled Monument of No. 1 Battery. North of Privett Road is a Scheduled pre-historic round barrow, WWI practice trenches, and a WWII Heavy Anti-Aircraft Battery on Browndown Ranges (North). In addition, the river east of Kingfisher Caravan Park is Locally Listed as the former watercourse for the Stokes Bay Lines.

4.55 In accordance with Policy D10, proposals should seek to conserve or enhance the significance of heritage assets, including the contribution to their significance made by their settings. The impact of any proposed development upon these heritage assets should be fully considered through the submission of a Heritage Statement or within a Design and Access Statement.

Contamination and unexploded ordnance (Point 10 of Policy A5)

4.56 Given its prior military uses and its proximity to historic landfill, the site has the potential to be contaminated. The provisions in Policy LE10 therefore apply, and if groundworks or sensitive uses are proposed, a risk assessment will be required to be submitted. Should contamination be found, all necessary remediation measures must be carried out prior to occupation in order to make the site safe.

4.57 Given its location and prior use the site has the potential to include unexploded ordnance. Responsibility for ensuring the safety of the site rests with the landowner and/or developer. In line with the requirements of Policy LE10, planning applications at this location should be accompanied by a Stage 1 Preliminary Risk Assessment to assess initial risks.

Flood risk (Point 11 of Policy A5)

4.58 The site is located adjacent to areas of high flood risk, with parts of the site falling within Flood Zones 2 and 3. Flood risk is therefore a key consideration and 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 including surface water flooding identified in Policies D7. The long-term maintenance of any identified flood risk management measures over the lifetime of the proposed development will be secured through a S106 planning obligation (or equivalent).

Policy A6: Safeguarded Land for Transport Improvements

POLICY A6: SAFEGUARDED LAND FOR TRANSPORT IMPROVEMENTS

1. **Land at Huhtamaki, off Grange Road, as shown on the Policies Map, is safeguarded for a shared-use path linking the existing cycle track to Grange Road.**

2. **Land between Rowner Road and Lees Lane, as shown on the Policies Map, is safeguarded for a future extension to the Bus Rapid Transit route and cycle route.**

3. **Land between Fort Road car park and Lifeboat Lane, as shown on the Policies Map, is safeguarded for an off-road cycle and pedestrian route.**

EXPLANATION OF POLICY A6

Land at Huhtamaki, off Grange Road (Point 1 of Policy A6)

4.59 Land is safeguarded at Huhtamaki to enable a proposal to provide a new shared-use path through land lying to the south of the Huhtamaki factory to link Grange Road to the existing cycle track on the former railway line.

4.60 The proposed route runs between the northern boundary of HMS Centurion and the Huhtamaki factory site. The land is owned by Huhtamaki. The existing route is an unsurfaced path which becomes difficult to use in wet conditions and is not fit for cycling but is popular with students walking to Brune Park Secondary School. An improved path will be a useful addition to the wider Gosport cycle network and provide access from the Grange & Alver Valley and Rowner & Holbrook Wards to the strategic cycleway and access to Eclipse BRT stops to the north. It will also serve Huhtamaki and HMS Sultan which are major local employers.

Future Bus Rapid Transit and cycle route extension (Point 2)

4.61 The corridor of land between Rowner Road and Lees Lane is safeguarded for possible future extensions of the Bus Rapid Transit / Eclipse corridor as part of the wider South East Hampshire Rapid Transit (SEHRT) network and in addition there is the potential for the development of an additional cycle link through the former railway station at Military Road.

Land between Fort Road car park and Lifeboat Lane (Point 3)

4.62 Land is safeguarded between Fort Road car park and Lifeboat Lane to enable the provision of a dedicated off-road cycle and pedestrian route, utilising land along the southern edge of the former Qinetiq Fort Road site.

4.63 Cycling on Fort Road can be a somewhat intimidating experience given the speed of vehicles and the narrow and winding character of the road. This new off-road route would be facilitated on land associated with the brownfield former Qinetiq Fort Road site. As set out in Policy A2, the former Land south of Fort Road (former QinetiQ site) is no longer utilised by the MoD and is allocated for residential development. Any redevelopment proposals on the site (see Policy A2) must take account of this and this would be secured through a planning obligation associated with its redevelopment. Land is therefore safeguarded to enable the provision of this route in this policy.

4.64 In the event that development proposals at the Land south of Fort Road (former QinetiQ site) are not forthcoming, it is still the Council's ambition to work with the landowner to deliver a scheme in this location. The scheme is included in the Council's 'Living List' of Local Cycling and Walking projects which is linked to Hampshire County Council's Local Cycling and Walking Infrastructure Plan[213].

Policy A7: Flexible Allocation: Land at Brockhurst Gate

POLICY A7: FLEXIBLE ALLOCATION: LAND AT BROCKHURST GATE

Planning permission will be granted on Land at Brockhurst Gate provided proposals are in accordance with the criteria set out below as well as other policies in the Local Plan, the NPPF and national planning guidance:

1. **Development should be for the following uses:**

    a) **Employment development within the B Use Classes and Class E(g); and/or**
    b) **Public and community uses including leisure and entertainment facilities which will need to be subject to the sequential and impact tests; and/or**
    c) **Residential and/or care home development.**

2. **Development should address the following objectives:**

    a) **ensure where applicable that uses demonstrate compliance with the sequential and impact tests (see Policy C1);**
    b) **ensure buildings are well designed and that there is no unacceptable impact on the setting of the adjacent Fort Brockhurst;**
    c) **proposals mitigate any impacts on the highway network;**

[213] Gosport LCWIP: www.hants.gov.uk/transport/strategies/transportstrategies Gosport Borough Council Living List: www.gosport.gov.uk/GBLP2042

d) measures to avoid and mitigate any adverse impacts on internationally and nationally important habitats are taken in accordance with Policy D5;
e) protect and enhance biodiversity in accordance with Policy
f) LE8;
g) ensure buildings and the use of land accord with the requirements of the Defence Munitions Safeguarding Area (see Policy LE12); and
h) Where residential development is proposed, ensure development provides a high quality living environment compatible with neighbouring uses.

EXPLANATION OF POLICY A7

Remaining land at Brockhurst Gate (Point 1 of Policy A7)

4.65 Brockhurst Gate Retail Park provides a range of retail and drive-thru outlets and opened in 2019. Following the implementation of the retail park, there remains development potential on land to the rear of the retail park (to the east). This residual area of land benefits from planning permission (granted in 2024) for employment uses. A lawful commencement has been recorded on the site and it is considered appropriate to allocate the site to allow for the implementation of the permitted scheme.

4.66 In the event that the permitted employment scheme is not pursued, this offers the opportunity to reconsider the mix of uses which could be accommodated on the site. Whilst the Council has considered that the site should be developed for employment uses (such as industrial and commercial premises in line with the most recent 2024 planning consent) it is also possible that given its location adjacent the retail park and the Gosport Leisure Park there may also be scope for a range of public and community uses including leisure and entertainment facilities.

4.67 If uses are proposed which are considered 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 C1.

4.68 The Council will not support retail uses given that evidence shows any additional retail on the site would further detract from Gosport Town Centre and other key centres in the Borough which would be contrary to national and local policy. Similarly the Council would not support additional fast food outlets (including drive thru's) as it is considered there is sufficient provision in the Borough and it would conflict with the Council's objectives as set out in Policy D8 and C5.

4.69 The site also offers suitability for residential and/or care home development which would assist in meeting the Borough's identified housing needs. At this time residential development is not considered deliverable and therefore

has not been included in the housing supply. However, the Council will work with the site promoter should such proposals be forthcoming.

Development objectives (Point 2 of Policy A7)

4.70 Proposals will need to ensure the objectives in Point 2 are addressed. Given the adjacent Fort Brockhurst which is a Scheduled Monument, proposals will need to ensure there is no unacceptable impact on its setting. It will be necessary to ensure that any development on the site mitigates any adverse impact on the highway network. Where necessary, proposals will normally be required to be accompanied by a transport assessment (see Policy D12) to demonstrate whether there are any impacts and how these will be mitigated. It will be necessary to have regard to the requirements of the Defence Munitions Safeguarding requirements (Policy LE12) and consequently early discussions with the Defence Infrastructure Organisation will be required.

4.71 Where residential development is proposed, it is important that it provides a high quality living environment and that the proposed mixed use development is compatible with uses proposed within the site and neighbouring uses. This is particularly important given the proximity to the retail park and nearby employment uses. It is important that residential amenity is not compromised by existing adjacent uses and any other proposed uses for this parcel of land.

5 General Development Policies: Housing

Housing

6.1 The Borough of Gosport is home to approximately 81,900 residents[214]. The provision of a sufficient quality and quantity of housing to meet local needs is a central part of the development strategy. The type and affordability of homes, together with the quality of the environment in new and existing residential neighbourhoods is one of the most important factors affecting the quality of life for residents.

6.2 The issues connected with housing in Gosport are set out in the Housing Supply and Affordable Housing Background Papers, and the Demographics and Housing Need Report[215] and summarised in Box 13. Addressing these matters has informed the policies of this Local Plan and the following housing policies (Policies H1-H7).

Box 13: 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;
- There is clear need and justification for the provision of affordable housing, particularly rented tenures;
- Access to capital and employment conditions are key factors in restricting access to market housing as well as the cost of housing;
- The number of older people (conventionally those aged 65 and over) and those with long-term health problems will increase notably in the future and the specific housing needs arising should be planned for; and
- The focus of new market housing provision will continue to be on 2- and 3-bed properties with demand from both younger families and downsizers.
- There is a need to ensure that all housing (including affordable housing) achieves energy efficiency and carbon reduction targets.

Policy H1: Sustainable Residential Neighbourhoods

Introduction

6.3 Policy H1 seeks to address the Council's wider strategy for regeneration and future economic prosperity by ensuring residents can live in high quality and affordable housing. The approach will need to ensure there is sufficient development options available to enable access to a variety of good quality housing to meet a wide range of needs. It is necessary to ensure that provision is made for an appropriate number of dwellings to provide a range of homes to meet, as far as possible, the needs of current and future

[214] ONS Census (2021)
[215] Available online: www.gosport.gov.uk/GBLP2042

residents both in terms of market 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.

POLICY H1: SUSTAINABLE RESIDENTIAL NEIGHBOURHOODS

1. **The appropriate density of residential development will be informed and assessed by:**

   a) **the need to maximise the efficient use of scarce land resources;**
   b) **the character and mix of uses of the area in which it is located taking into account local townscape, protected trees and heritage assets;**
   c) **the level of accessibility in terms of walking, cycling and public transport; and**
   d) **the need to minimise environmental and amenity impacts.**

   Indicative built densities for different areas are set out in Table 4 but the criteria above may indicate that a different density is appropriate. Where the proposed built density falls below that specified the applicant will be expected to provide supporting information justifying the density proposed. Applications that, on balance of considerations, either fail to make efficient use of land or propose an excessively high density for its context, will be refused.

2. **New residential development should contribute towards meeting the need for a mix of housing as set out in Table 5 with the aim of delivering mixed, balanced and sustainable neighbourhoods. Account will need to be taken of the:**

   a) **current and future demographics and housing need studies and profiles;**
   b) **locality and ability of the site to accommodate a mix of housing; and**
   c) **market signals and local housing market trends.**

3. **The regeneration and renewal of existing housing estates will continue to be promoted to ensure that high quality new housing and sustainable neighbourhoods are delivered in accordance with Point 1 above. Opportunities to improve public open spaces, provide new or improved community facilities and encourage active travel, and create opportunities for employment will be taken where appropriate.**

EXPLANATION OF POLICY H1

Density (Point 1 of Policy H1)

6.4 With the significant need for housing in Gosport it is important that efficient and effective use is made of the available land to boost the delivery of new homes. However, there are other considerations that need to be weighed against this in particular the character of the surrounding areas. Appropriate densities will vary across the Borough, with higher densities in Gosport Town Centre and the Waterfront, to lower density housing in established residential suburbs. Each site has its own particular characteristics, and as such it is not appropriate to set down exact densities in policy.

6.5 Guidance on appropriate densities in different areas can be helpful as an indication, and Table 4 sets out indicative ranges within different locations. For town centres, 80 dwellings per hectare is used as an indication, but, depending on the site, the appropriate density may be significantly greater than this, in view of the need to make best use of accessible sites.

Table 4: Indicative built density range (dwellings per hectare (dph))

Town Centre and Waterfront	Other Regeneration Areas	Suburban
Above 80 dph	**50 to 100 dph**	**30 to 50 dph**

6.6 The spacious nature and low density of some of the Borough's existing suburbs has led to development pressure for the intensification of existing housing areas through redevelopment at higher densities and the development of infill plots and 'back land' areas. This can have a significant impact on local distinctiveness through the erosion of their character. Therefore it is essential that if infill or back land development does take place it is sensitively designed and makes a positive contribution to the local environment. The range of densities is greatest in the identified regeneration areas. Where appropriate, detailed site-specific guidance is set out in the regeneration area policies (RA1-RA10).

Housing mix (Point 2 of Policy H1)

6.7 The Council's Demographics and Housing Need Report (Justin Gardner Consulting 2024), provides an assessment of the appropriate mix of housing taking into account demographic changes, including potential changes to the number of family households and the ageing of the population, over the plan period. The Report sets out a range of factors which influence demand for different sizes of homes including demographic changes; future growth in real earnings and households' ability to save; economic performance and housing affordability.

6.8 Table 6 sets out the recommended mix of market and affordable housing for new residential development based on this report. In determining the appropriate mix of housing, the Council will also take account of other relevant evidence relating to demographics and housing need, the locality and ability of the site to accommodate a mix of housing, and market signals and local housing market trends at the time of consideration.

Table 5: Mix of housing by size and tenure

Suggested mix of housing by size and tenure				
	1 bedroom	2 bedroom	3 bedroom	4+ bedroom
Market	**5-10%**	**35-40%**	**40-45%**	**10-15%**
Affordable home ownership	**20-25%**	**40-45%**	**25-30%**	**0-5%**
Affordable housing (rented) – General needs	**10-15%**	**30-35%**	**30-35%**	**10-15%**
Affordable housing (rented) – Older persons	**65%**	**35%**		

6.9 The Council's evidence points to a particular need for 2-bedroom accommodation, with varying proportions of 1-bedroom and 3+bedroom homes. The Council will however be willing to negotiate a different market housing mix if it can be demonstrated that this would result in other significant positive benefits to the local community. This could include for example the optimal viable use of a designated heritage asset. For reference, the issues of housing mix and affordable housing will normally be determined at the Outline stage, and secured through suitable conditions or in a planning obligation clause, where applications defer detailed design to a subsequent Reserved Matters application.

6.10 The mix of affordable housing provided as part of any residential scheme should respond to the identified need taking account of the most up-to-date information. Early discussions with the Council should be undertaken to determine the most appropriate affordable housing mix, taking into account local needs and the requirements of affordable housing registered providers.

6.11 It is expected that in all proposals at least 60% of the affordable dwellings should be a suitable mix of 2-bed and 3-bed dwellings, given this is the source of greatest need, irrespective of whether they are flats or houses. For reference, sites that can accommodate 10 or more dwellings or sites with an area of 0.5 hectares or more should also address Policy H2.

Estate renewal (Point 3 of Policy H1)

6.12 The quality of neighbourhoods and the housing stock within them is an important factor affecting resident's quality of life. As set out in the Development Strategy (Policy D2), to achieve significant regeneration outcomes, the Council will 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.

6.13 Some of the Borough's residential estates do not provide the quality of accommodation or environment that ensures a good quality of life 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. In addition to improving housing stock, this approach will assist in delivering the Council's Affordable Housing Strategy as detailed in Policy H2.

Further information

Demographics and Housing Need Report (JGC, 2024):
www.gosport.gov.uk/GBLP2042

Housing Supply Background Paper (GBC, 2026):
www.gosport.gov.uk/GBLP2042

Affordable Housing Background Paper (GBC, 2026):
www.gosport.gov.uk/GBLP2042

Policy H2: Affordable Housing

Local context

6.14 One of the key issues facing residents in the Borough is the unaffordability of homes to rent or to buy. The Council's Demographics and Housing Need Report (2024) highlights there is a clear need for the provision of affordable housing, particularly rented tenures which provide access to housing for those who cannot afford to buy a home.

6.15 In the year ending 2024, the median house price in Gosport was £245,000 and the average house cost 7.29 times the average annual income[216]. This remains below the England average of £289,995 and South East average of £375,000, making the Borough a relatively affordable place to live compared to other parts of the region. Nevertheless, house prices have increased rapidly over recent decades. While the planning system can play a positive role in delivering a greater number of affordable homes, it alone cannot reverse this historic trend. The costs of housing have been "decoupling" from earnings for some time; since 1975 real house prices (house prices adjusted using the Retail Price Index) have increased by 104 percent[217].

6.16 The Council owns approximately 3,000 Council homes and in November 2025 there were a total of 553 people on the Council's waiting list. Therefore, overall there is an acute need for affordable housing. The Council is committed to helping to support and enable people to have a secure and safe home. The provision of affordable housing plays an important role in helping to reduce homelessness and ensuring that those who are unable to afford market housing have access to suitable homes to rent and buy.

6.17 While there are varying definitions of affordable housing, for the purposes of the planning system, the Government defines affordable homes as comprising social rent, affordable rent, discounted market sales housing and other affordable routes to home ownership (such as shared ownership and rent to buy) provided to eligible households whose needs are not met by the open market. Full definitions are available online[218].

6.18 The NPPF sets out that the tenure of housing need for different groups (including affordable housing) in the community should be assessed and reflected in planning policies and that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required (including the minimum proportion of Social Rent homes required). The NPPF requires major housing developments (of 10 or more dwellings) to provide a mix of affordable housing to meet identified local needs, across

[216] House price to workplace-based earnings ratio. Available from: www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
[217] Nationwide (2023), House Price Index, UK house prices adjusted for inflation. Available from: www.nationwidehousepriceindex.co.uk/resources/f/uk-data-series
[218] www.gosport.gov.uk/article/2151/Planning-Glossary

Social Rent, other affordable housing for rent and affordable home ownership tenures. Affordable housing should be provided on-site unless off-site provision or an appropriate financial contribution can be robustly justified and that the agreed approach contributes to the objective of creating mixed and balanced communities.

6.19 The planning system is a facilitator for delivering affordable housing, however delivery is highly reliant on the private market. The previous Gosport Borough Local Plan 2011-2029 (adopted October 2015) (the 2015 Plan) set a requirement for 40% affordable housing on sites of 10 or more dwellings. Where it could be clearly demonstrated that this was not viable the Council negotiated a lower percentage as close as possible to the target having regard to a site-specific viability assessment produced by a developer. The Council's analysis of affordable housing delivery is detailed in the Affordable Housing Background Paper (2026). In summary, most of the affordable housing delivered since the adoption of the 2015 Plan was secured before 2015 using the policies in the 2006 Local Plan. Subsequently despite the 40% affordable housing target in the 2015 Plan, it has not resulted in strong delivery, primarily due to economic conditions and viability challenges.

6.20 Government planning policy now advises that viability be assessed at the plan making stage when setting affordable housing requirements (as detailed below) rather than relying on site-specific viability assessments at the planning application stage. This has resulted in a revised affordable housing policy approach as set out in Policy H2.

Affordable housing and viability

Government policy and guidance

6.21 The Government's NPPF makes clear that plans are expected to set out the contributions expected from development, including the levels and types of affordable housing provision, whilst not undermining the deliverability of the plan (NPPF 2024, Paragraph 35).

6.22 Planning applications which comply with up-to-date policies and which set out the contributions required will be assumed to be viable (NPPF 2024, paragraph 59). These matters are reinforced by the PPG which confirms that "*policy requirements should be informed by evidence of infrastructure and affordable housing need, and a proportionate assessment of viability that takes into account all relevant policies, and local and national standards, including the cost implications of the Community Infrastructure Levy (CIL) and section 106. Policy requirements should be clear so that they can be accurately accounted for in the price paid for land".*[219] The PPG advises that policies should be realistic and that in combination should not

[219] PPG Reference ID: 10-001-20190509 – Setting Policy requirements.

undermine deliverability of the plan. It adds that development should be deliverable without the need for further viability assessment[220]. However, the Council considers that in order to attempt to deliver affordable housing through the planning system, which is a key objective for the Council, it is necessary to include a policy that is both aspirational and realistic. Therefore, whilst accepting that there is likely to be a need for site-specific viability assessment the Council's policy includes criteria that provides the developer the opportunity to demonstrate viability or otherwise at the planning application stage and therefore the policy itself would not fundamentally undermine the deliverability of the development.

Gosport Whole Plan Viability Assessment

6.23 The Council undertook a Whole Plan Viability Assessment (WPVA) in 2022 which has been refreshed in 2025/26. The WPVA concludes that at this point in time there are viability issues in delivering affordable housing on brownfield sites, as well as greenfield sites in low value zones, and sites of between 10 and 49 dwellings in mid-value zones.

6.24 However, on greenfield sites in mid-value zones with 50 or more dwellings and in high value zones (all site sizes), development could support 30% and 40% affordable housing respectively at this point in time. The WPVA therefore makes it clear that the evidence does not support earlier policy positions of seeking 40% affordable housing on all residential developments.

Alternative approaches

6.25 It is clear that the Borough has a large need for affordable housing and yet in value zones where most of the development is likely to take place the WPVA has demonstrated that securing affordable is unviable on many sites across the Borough. The Council considers it is essential that it maintains an affordable housing figure in the Local Plan in order to negotiate with developers on sites of 10 or more dwellings at the point of application on a case by case basis and requiring a site-specific viability report where applicable. This viability report would therefore have more accurate information on land purchase price, development costs, financing arrangements and market conditions as well as taking into consideration developer motivations which is not possible in a whole plan viability assessment. This would be a more realistic position than the required but generic assumptions made in a WPVA which is assessed at just a point in time prior to the Local Plan being adopted.

6.26 It is considered that whilst many sites may not be able to provide affordable on-site dwellings, or even an off-site developer contribution, if they come forward at the start of the plan period, there may be opportunities to secure

[220] PPG Reference ID: 10-002-20190509.

affordable housing over the period to 2042. It is therefore considered that to include a 20% requirement on sites outside of the high value greenfield sites and the larger greenfield sites in the mid-value zone is a pragmatic approach which meets Government planning objectives to secure affordable housing and meets the Council's responsibilities to negotiate affordable housing to meet significant local needs. This has resulted in Policy H2 and is supported by the Council's approach and strategy to affordable housing as set out below.

Council's approach and strategy

6.27 The Council aspires to maximise the delivery of affordable homes. Due to market conditions and the current model of delivering affordable housing in England, the private market is unable to solely deliver the affordable housing required.

6.28 The Council will pursue a proactive strategy to maximise the delivery of affordable housing in the Borough. Despite the reduced affordable housing requirement in Policy H2 when compared to the 2015 Plan, the Council's Affordable Housing Strategy has the potential to deliver more affordable housing than has previously been achieved. For example, a single Council-led affordable housing development could deliver more affordable homes than the total secured and completed by both the 2015 and 2006 Local Plans (the 2015 Plan only resulted in the completion of 13 affordable homes, the 2006 Plan resulted in the completion of 192 affordable homes).

Box 14: Affordable Housing Strategy

The Council will take a proactive role in delivering affordable housing through a range of measures, including:

- **Proactive interventions in the market** including:

  a) Developing Council owned land for new affordable homes
  The Council is currently progressing the construction of its first phase of redevelopment which includes garage courts and small areas of land to provide 15 dwellings. The Council will continue to look for funding opportunities for future phases to deliver additional housing on sites (including Lapthorn Close and Prideaux Brune Avenue as allocated in Policy A1 of this Plan). The Council is also working on the redevelopment of the Wilmott Lane Council Depot site (as allocated in Policy A1 of this Plan). This will require Government funding and could deliver a net increase of up to 160 affordable homes.

  b) Developing a number of Council owned surface car parks
  As set out in Policy RA2, the Council is looking to develop a number of surface car parks in the Gosport Town Centre area and intends to produce a Parking Strategy to set out sites suitable for residential development.

c) Replacing sub-standard accommodation with efficient homes including Passivhaus homes which will assist in reducing fuel poverty.

d) Buying existing homes where appropriate

e) Facilitating Registered Providers of Social Housing and specialist provider development and working with Private Landlords
This could include working with Registered Providers of Social Housing on the Council's own land and identifying other land opportunities. This could also include a mix of private rented accommodation and working with private landlords.

f) Working with key partners to fund affordable homes, site-specific costs and regeneration initiatives

The Council has a strong track record of securing external funding and working with partners to deliver regeneration initiatives, this includes:

- Homes England – delivery of 200 new homes at Daedalus at Lee-on-the-Solent;
- Local Regeneration Fund - £18 million to transform the historic waterfront which will act as a catalyst for the wider regeneration of Gosport's Waterfront.

g) Taking a masterplan approach to regeneration sites where appropriate which includes working with site promoters and developers to maximise affordable housing provision beyond the policy requirement wherever viable.

Some of the measures may not always result in a net increase in homes but will contribute to increasing the supply of quality affordable homes beyond the affordable housing requirement in Policy H2.

POLICY H2: AFFORDABLE HOUSING

Affordable Housing Strategy

1. **The Council will take a proactive role in delivering affordable housing through a range of proactive interventions in the market as set out in Box 14, this includes:**

   a) **developing Council owned land for new affordable homes;**
   b) **developing a number of Council owned surface car parks;**
   c) **replacing sub-standard accommodation with efficient homes;**
   d) **buying existing homes where appropriate;**
   e) **facilitating Registered Providers of Social Housing and specialist provider development and working with Private Landlords;**
   f) **working with key partners to fund affordable homes, site-specific costs and regeneration initiatives; and**
   g) **taking a masterplan approach to regeneration sites where appropriate.**

Affordable housing requirement

2. **Sites that can accommodate 10 or more dwellings or sites with an area of 0.5 hectares or more shall provide the following affordable housing, except where alternative arrangements are set out, or have been agreed, on sites in the Regeneration Areas (Policies RA1-RA10):**

   a) **All brownfield sites in the Borough, all greenfield sites in the low value zone, and greenfield sites of between 10 and 49 dwellings in the mid-value zone should provide:**

      20% of dwellings as affordable housing, split between the following indicative tenure mix:

      i. **50% as affordable rent; and;**
      ii. **50% as other forms of affordable home ownership.**

   b) **Greenfield sites of 50 or more dwellings in the mid-value zone should provide:**

      30% of dwellings as affordable housing, split between the following indicative tenure mix:

      i. **50% as affordable rent; and;**
      ii. **50% as other forms of affordable home ownership.**

   c) **All greenfield sites in the high-value zone should provide:**

40% of dwellings as affordable housing, split between the following indicative tenure mix:

i. 50% as affordable rent; and
ii. 50% as other forms of affordable home ownership.

Older persons' and specialist housing

d) No affordable housing is required for older persons' and specialist housing.

Affordable housing typology and mix

3. In determining the typology and mix of affordable housing the Council will assess the site size, suitability and type of units to be delivered in relation to the current evidence and the local site context (also see Policy H1).

Site-specific viability assessment

4. Should independently verified viability evidence establish it is not possible to deliver the affordable housing as required by Point 2a-c of this policy, and the viability position is agreed by the Council, the Council will consider, on a case by case basis, flexibility in the provision of affordable housing, including through the following options:

a) change in the tenure mix required;
b) provision of an off-site financial contribution in lieu of affordable housing provision on site, to secure equivalent provision of affordable housing off site;
c) a combination of the above;
d) deferred contributions.

Affordable housing considerations

5. Affordable housing proposals should also take account of the following considerations:

a) the Council will expect the design, type, size and mix of affordable housing to be such that the development is 'tenure blind' in respect of its character and appearance and integrated within the development;
b) in phased housing developments, site promoters will be expected to provide details of the affordable housing provision in each phase, including the number and type of affordable housing to be provided; and
c) development proposals must avoid artificial or contrived

subdivision of a landholding in related ownership to circumvent requirements.

6. **Affordable housing will be secured through an appropriate planning condition or legal agreement.**

EXPLANATION OF POLICY H2

The Council's Affordable Housing Strategy (Point 1 of Policy H2)

6.29 The Council aspires to maximise the delivery of affordable homes. However due to market conditions and the current model of delivering affordable housing in England, the private market is unable to solely deliver the affordable housing required.

6.30 As set out in Box 14 above, the Council will pursue a proactive strategy to maximise the delivery of affordable housing in the Borough, beyond the policy requirements in Policy H2 which apply to development proposals.

Affordable housing requirement and indicative tenure mix (Point 2 of Policy H2)

Affordable housing requirement

6.31 The affordable housing requirements have regard to the NPPF and PPG and take into account affordable housing need in the Borough. The Council has also considered the findings and recommendations set out in the Whole Plan Viability Assessment.

6.32 Sites that can accommodate 10 or more dwellings or sites with an area of 0.5 hectares or more will be required to provide affordable housing in line with Policy H2. It is recognised that there will be particular viability issues on complex brownfield sites such as Blockhouse and these considerations are specifically set out in the Blockhouse policy (see Policy RA3) and justification text where it is recognised that it is unlikely to be able to deliver affordable housing unless there is significant Government investment.

Indicative tenure mix

6.33 Affordable housing can take the form of a variety of residential tenures (for example affordable ownership or affordable rent). Where a proposal is required to provide affordable housing, the Council will require this provision to be split between the tenures detailed in Policy H2 and set out below.

6.34 Applicants are encouraged to seek advice from the Council at an early stage regarding the appropriate tenure mix. The Council will on a case by case basis consider an alternative tenure mix to the indicative tenures set out in this policy, this could include requiring a lower proportion of affordable

housing on a site to secure a higher proportion of more affordable tenures. This could for example include securing a reduced amount of affordable housing to secure affordable rent and social rent tenures.

6.35 While there is a clear need for the provision of social rent tenures which provide access to housing for those who cannot afford to buy a home, the Council's viability evidence shows a policy requirement for social rent tenures would not be a viable expectation on developers. Therefore, Policy H2 is limited to the affordable home ownership and affordable rent tenures. The Council will seek to deliver social rent tenures through its Affordable Housing Strategy (see Box 14) and will encourage developers to provide this form of tenure as part of any negotiations.

All brownfield sites in the Borough, all greenfield sites in the low value zone, and greenfield sites of between 10 and 49 dwellings in the mid-value zone (Point 2a of Policy H2) (see Plan 21 and Table 6)

6.36 In relation to the above sites the Council will seek to negotiate 20% of dwellings to be provided as affordable homes. Within this requirement, the Council will seek an indicative tenure mix as follows:

- 50% as affordable rent; and
- the remaining 50% as other forms of affordable home ownership.

6.37 As set out in the NPPF, brownfield sites may benefit from Vacant Building Credit, an incentive to develop brownfield sites by reducing the affordable housing contribution requirements. Guidance on the eligibility is set out in the Planning Obligations PPG. Applicants should refer to the PPG if it is considered that the Vacant Building Credit would apply to the proposal and contact the Council to discuss this further at an early stage.

6.38 The Council recognises that in many cases during the early part of the Plan-period it may not be possible to deliver affordable housing on brownfield sites, particularly those brownfield sites located in the low value zone. On greenfield sites, in particular mid-value zone areas, it is more likely that 20% affordable housing will be achievable over the plan period. Developers should provide a site specific viability assessment to demonstrate what is achievable if 20% is considered unviable.

Greenfield sites of 50 or more dwellings in the mid-value zone (Point 2b of Policy H2)

6.39 The Council expects all greenfield sites of 50 or more dwellings located in the mid-value zone (see Plan 21 and Table 6) to provide 30% of dwellings as affordable homes. Within this requirement, the Council will seek an indicative tenure mix as follows:

- 50% as affordable rent; and

- the remaining 50% as other forms of affordable home ownership.

All greenfield sites in the high-value zone (Point 2c of Policy H2)

6.40 The Council expects all greenfield sites located in the high-value zone (see Plan 21 and Table 6) to provide 40% of dwellings as affordable homes. Within this requirement, the Council will seek an indicative tenure mix as follows:

- 50% as affordable rent; and
- the remaining 50% as other forms of affordable home ownership.

Older persons' and specialist housing (Point 2d of Policy H2)

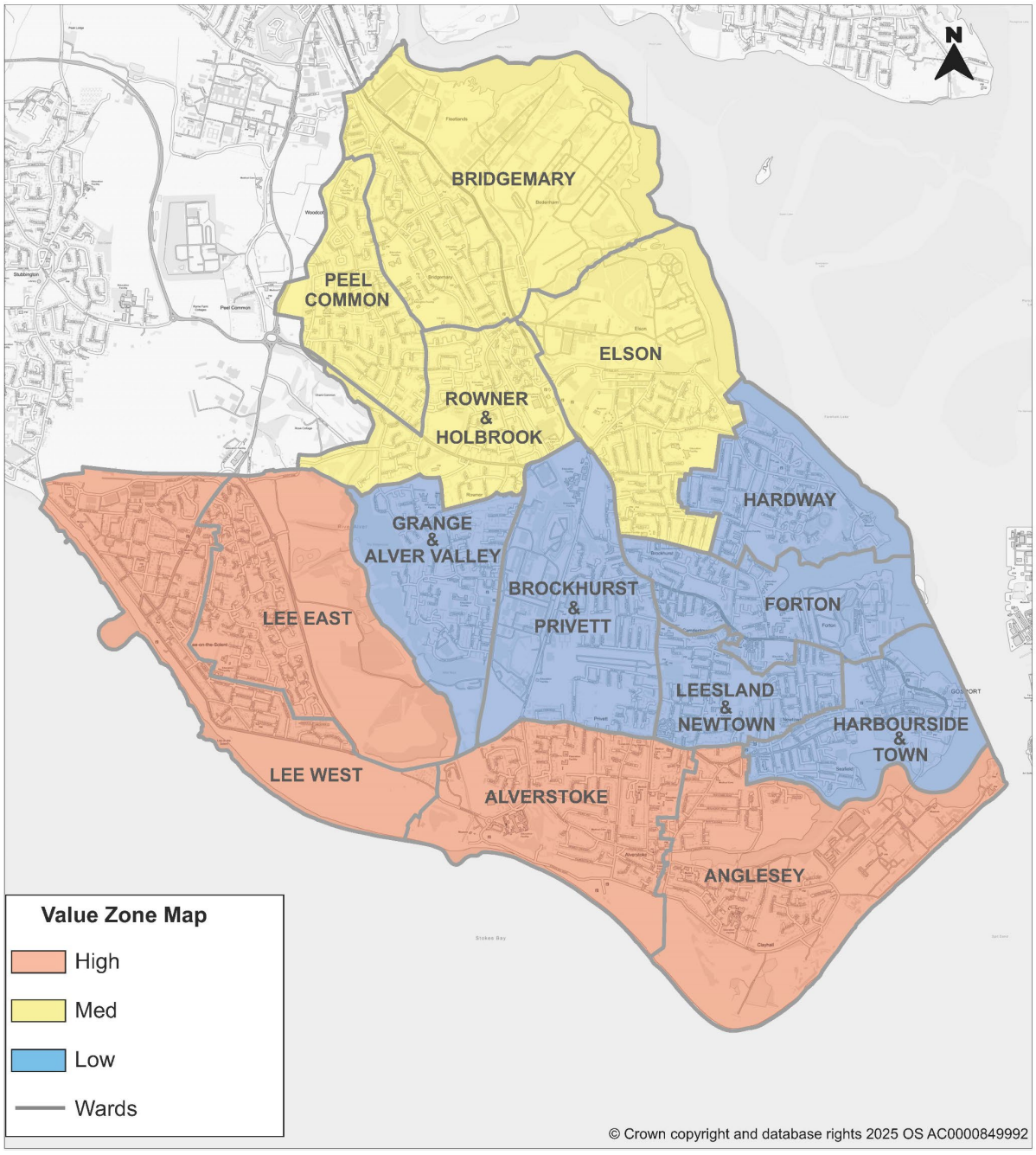
6.41 Due to overriding viability issues it is concluded that affordable housing is generally not viable for older persons' and specialist housing. Therefore, Policy H2 does not apply to older persons' or specialist housing.

6.42 Despite this, the Council will support proposals for such accommodation which provide affordable housing. This could include seeking external funding to support proposals. Examples where affordable housing could be delivered may include older persons' and specialist housing proposals promoted by Hampshire County Council.

Table 6: Affordable housing zones and requirements

Affordable housing zone (see Plan 21)	Electoral wards	Brownfield (also referred to as previously developed land)		Greenfield	
		Threshold	Affordable housing requirement	Threshold	Affordable housing requirement
Lower-value Zone	Brockhurst & Privett Forton Grange & Alver Valley Harbourside & Town Hardway Leesland & Newtown	10+ dwellings or 0.5 hectares	20%	10+ dwellings or 0.5 hectares	20%
Mid-value Zone	Bridgemary Peel Common Rowner & Holbrook Elson	10+ dwellings or 0.5 hectares	20%	10 to 49 dwellings or 0.5 hectares	20%
				50 or more dwellings	30%
Higher-value Zone	Alverstoke Anglesey Lee East Lee West	10+ dwellings or 0.5 hectares	20%	10+ dwellings or 0.5 hectares	40%

Plan 21: Affordable housing zones



Affordable housing typology and mix (Point 3 of Policy H2)

6.43 Affordable housing can take the form of a variety of sizes of dwelling (usually in terms of the number of bedrooms) and housing typologies (i.e. flat or house).

6.44 The residential typology used to provide affordable housing will depend primarily on the location of the proposed development. Generally, sites within areas characterised by a higher density of housing would be expected to primarily provide flatted dwellings. Other areas, such as established residential suburbs with lower density development, would be expected to

primarily provide houses. However, the appropriate residential typology will be determined on a site-by-site basis taking into account the local area characteristics. Further detail on the appropriate density of development is set out in Policy H1. The mix (number of bedrooms) of affordable housing should be addressed in line with Policy H1.

6.45 The mix of affordable housing provided as part of any residential scheme should respond to the identified need taking account of the most up-to-date information. Early discussions with the Council should be undertaken to determine the most appropriate affordable housing mix, taking into account local needs and the requirements of affordable housing registered providers.

Site-specific viability assessment (Point 4 of Policy H2)

6.46 In instances where development viability is an issue, developers will need to submit a sufficiently detailed viability evidence which will be reviewed by the Council and a third party.

6.47 As set out in the NPPF, affordable housing requirements should be met on-site unless off-site provision or an appropriate financial contribution in lieu can be robustly justified (NPPF, Paragraph 64). Where a developer considers such an exemption from the requirements in Policy H2, the Council will expect demonstrable evidence to be provided. In these circumstances, the Council will consider off-site provision or a financial contribution as set out below.

6.48 The Council will be sensitive to exceptional costs of bringing a site to market such as for reasons of expensive reclamation, or infrastructure costs, or high existing use values. Where applicants can demonstrate, to the satisfaction of the Council, exceptional difficulties in bringing a site to market, the Council will be prepared to consider detailed information on the viability of a particular scheme and, where justified through an open book approach, consider flexibility in the provision of affordable housing through a number of options as set out in Point 4a-d of Policy H2.

6.49 The information required in a viability appraisal should be proportionate to the scale and/or complexity of the proposed development. As development costs are usually reflected in the residual land value, the purchase price of a particular site will not, on its own, be a reason for reducing the affordable housing requirement. The viability appraisal should be undertaken by a professionally qualified member of the Royal Institution of Chartered Surveyors (RICS) to establish the appropriate form and level of contribution. The Authority will require the appraisal to be independently audited, at the cost of the developer and subsequently reviewed if necessary.

6.50 Off-site provision or a financial contribution of broadly equivalent value to the normal on-site provision may be justified. A proportionate off-site contribution should involve considering the results of the open-book viability

appraisal for the site and using this to determine whether a financial contribution is possible, and if so, its financial value.

Affordable housing considerations (Points 5 and 6 of Policy H2)

6.51 The Council expects the design, type, size and mix of affordable housing to be such that the development is 'tenure blind' in respect of its character and appearance and integrated within the development. Affordable homes should be located throughout the site in a manner that supports integration but can also be managed efficiently by the relevant housing association. The Council will expect all proposals to adhere to the key principles of social inclusivity and tenure neutrality referenced in the National Design Guide[221].

6.52 In phased developments, site promoters should provide details of the affordable housing provision to be provided in each phase. This should include the number and type of affordable housing to be provided.

6.53 The Council will not accept the artificial or contrived subdivision of a landholding in related ownership where an obvious consequence of doing so would be to fall under the relevant policy threshold requiring either on-site provision of affordable housing, or a financial contribution proportionate to the total sum of development. For the purposes of housing provision, the Council will consider a site to be a single site if the current arrangements, in either functional and/or legal land ownership terms, can be considered part of a wider whole.

6.54 The delivery of affordable housing provision will be secured through a planning obligation or Section 106 legal agreement as appropriate. In certain instances it will be necessary to ensure affordable housing provision remains as such in perpetuity.

Further information

Demographics and Housing Need Report (JGC, 2024):
www.gosport.gov.uk/GBLP2042

Affordable Housing Background Paper (GBC, 2026):
www.gosport.gov.uk/GBLP2042

Whole Plan Viability Assessment (AspinallVerdi, 2026):
www.gosport.gov.uk/GBLP2042

[221] www.gov.uk/government/publications/national-design-guide

Policy H3: Older Persons' and Specialist Accommodation

POLICY H3: OLDER PERSONS' AND SPECIALIST ACCOMMODATION

1. **Planning permission will not be granted for development which would result in the loss of existing older persons' and specialist accommodation unless it can be demonstrated that:**

   a) **an assessment has been carried out which clearly shows that the site is surplus to requirements for that particular purpose; or**
   b) **it can be demonstrated that there are no other viable older persons' and/or specialist accommodation providers for the premises or site and there have been reasonable attempts to sell and/or let them for these purposes.**

2. **A positive approach will be taken towards proposals for new, or extensions and additions to existing, older persons' and specialist accommodation in the Urban Area Boundary. This includes proposals which address the accommodation needs for:**

   a) **older people;**
   b) **disabled people;**
   c) **veterans; and**
   d) **younger people including looked after children.**

3. **All development for older persons' and specialist accommodation should be designed to promote access and inclusion and satisfy the following criteria:**

   a) **the site is accessible for residents by public transport;**
   b) **buildings are compatible in height, scale and massing with the local townscape character;**
   c) **be well-designed and include healthy internal living environments with positive use of internal circulation and shared spaces;**
   d) **ensure noise impacts from the proposal or adjacent uses will be mitigated and managed;**
   e) **layouts should maximise natural light and ventilation;**
   f) **access to private balconies and suitably designed private or semi-private open spaces;**
   g) **suitable provision for emergency vehicle access, visitor parking and storage; and**
   h) **where relevant incorporate specialist design features to accommodate those with particular needs.**

EXPLANATION OF POLICY H3

Overview of older persons' and specialist accommodation (Point 1 and 2 of Policy H3)

6.55 The NPPF requires Local Planning Authorities to plan for the needs of different groups of the community including older people and those with a disability. Gosport has a range of specialist housing needs and as such it is critical to plan for some of the more complex needs arising. This is driven primarily by changing demographics including increasing life expectancy and an increase in the number of people with specific illnesses or disabilities. Offering older people and those with vulnerabilities or disabilities a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities, and help reduce costs to the social and health care services, and is a key part of building a healthier community in Gosport.

6.56 Gosport Borough has a slightly older age structure than seen regionally or nationally with 22% of the population being aged 65 and over – half of these being aged 75 and over. The age profile is however similar to that seen across Hampshire. In 2022, 21.9% of residents were aged 65 and over. This compares to 18.6% for England, 19.7% for the South East and 22.1% for Hampshire. Based on projections in the Council's Demographics and Housing Need Report (2024), in total population terms, by 2040 the projections show an increase in the population aged 65 and over of 5,600 people. This is against a backdrop of an overall population increase of 1,400.

6.57 The Demographics and Housing Need Report (2024) assessed the housing needs and characteristics of older and disabled people in the plan period:

- The majority of older persons households are owner occupiers (79% of older person households) and most are owner occupiers with no mortgage and thus may have equity which can be put towards the purchase of a new home;
- Some 15% of older persons' households live in the social rented sector and the proportion living in the private sector is relatively low (about 6%);
- Approximately 36% of households in the Borough contain someone with a disability and in the population in general some 20% have a disability. This is significantly higher than England, the South East and Hampshire.

6.58 Gosport will also have large increases in the plan period of people with dementia and mobility issues which disproportionately affect older people. In particular, the number of older people with dementia is projected to increase by 45% from 1,360 in 2024 to 1,972 in 2040 and those with mobility problems up 39% over the same period (from 3,562 in 2024 to 4,937 in

2040). Growth shown in those with disabilities provides clear evidence justifying delivering accessible and adaptable homes, including wheelchair access, as defined in current Building Regulations (see Policy DE2).

6.59 The main types of older persons' housing includes[222]:

- Age-restricted general market housing – generally for people aged 55 and over and the active elderly. It may include some shared facilities such as communal gardens, but does not include support or care services.
- Retirement living or sheltered housing – a group of self-contained flats or bungalows, typically age restricted to the over 55's, with some shared facilities such as residents lounge, garden, guest suite and laundry, with on-site supportive management. It does not generally provide care services, but provides some support to live independently.
- Enhanced sheltered housing – sheltered housing with additional services to enable older people to retain their independence in their own home for as long as possible. Typically this housing provides 24/7 staff cover, meals and additional shared facilities.
- Extra care housing or housing with care – schemes where a service registered to provide personal or nursing care is available on-site 24/7. Often all meals are provided and has additional shared facilities. Some schemes specialise in dementia care.
- Residential care homes and nursing homes (care bedspaces) – residential settings where a number of older people live, usually in single rooms, and have access to on-site care and personal care services. Some care homes have on-site nurses to provide for more complex health needs. Can also include dementia care homes.

6.60 The Council's Demographics and Housing Need Report (2024) identifies the following need during the plan period:

Housing with support (Class C3 sheltered housing or retirement living)	550 homes (with around 70% in the affordable sector)
Homes with care (Class C2 or C3 enhanced sheltered and extra-care housing)	570 homes
Residential care bed-spaces (Class C2 nursing care)	550 bed-spaces

[222] There is a significant amount of variability in the types of specialist housing for older people. The list below provides an indication of the different types of housing available, but is not definitive. Any single development may contain a range of different types of specialist housing.

Protecting existing older persons' and specialist accommodation

6.61 Proposals for a change of use or redevelopment of existing facilities will only be considered where the Council is satisfied that either test outlined in Point 1 is met. It is either necessary for the developer to demonstrate that the site is no longer required for older persons' and/or specialist accommodation, or that there are no viable older persons' and/or specialist accommodation providers for the premises or site and there have been reasonable attempts to sell and/or let them for these purposes.

6.62 To demonstrate that reasonable attempts to sell and/or let the premises or site have been made, the applicant should undertake an appropriate marketing exercise of at least 6 months. 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 importance or is a complex site. There may also be circumstances where a shorter marketing period may be acceptable if sufficient justification is provided. The Council will require the following information:

- 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 been marketed at and whether this represents a competitive local market rate; and
- details of any interest received.

New older persons' and specialist accommodation

6.63 The Council will take a positive approach towards proposals for new, or extensions and additions to existing, older persons' and specialist accommodation in the Urban Area Boundary. This includes proposals which address the accommodation needs for older people, disabled people, veterans, and younger people including looked after children. The Council will monitor the supply of older persons' and specialist accommodation throughout the plan period to enable an understanding of whether there is a shortfall or over-supply at any given time. For the plan period to 2042, the main sources of supply for older persons' accommodation are set out below.

Site	**Dwellings (net)**
Existing planning permissions not built-out at 1 April 2025	
Royal Haslar Hospital Phase 1 (14/00491/DETS) Phase 2 (15/00117/DETS)	 136 dwellings (C2) 93 dwellings (C2) 33 C3 equivalent units (60 bed care home)
Land at former HMS Daedalus Daedalus Waterfront, Unicorn Square (23/00061/OUT)	48 dwellings (C2/C3)
Total dwellings:	310

6.64 In addition to the identified sources of supply, in recent years 60 affordable rental one and two-bedroom apartments for people aged 55 and over with care and support needs were delivered at Land at Addenbrooke House in Gosport. The facility is called Spinnaker View and opened in 2023.

6.65 The Regeneration areas at Daedalus, Haslar, Rowner and Gosport Town Centre are the best locations for the provision of the types of housing addressed in this policy given their greater capacity for future change and access to jobs and services. However, proposals outside the Regeneration Areas but still within the Urban Area Boundary, will also be considered acceptable in principle where it is demonstrated that the site has good access to public transport taking into account the mobility of the proposed future occupiers.

Other groups covered by this Policy

6.66 In addition, Gosport has the highest proportion of the population out of all local authorities who have previously served in the UK armed forces. In 2021, 12.5% of residents (8,422 people) had previously served in the UK armed forces, compared to 3.8% in England and 4.2% in the South East. Therefore, this policy also covers those who served in the UK armed forces and those who may have specific care needs. The Council will continue to work proactively with veterans' charities to facilitate proposals which cater for the needs of veterans.

6.67 Other potential groups covered by this policy include new specialist residential accommodation for younger people (under 55) who may be disabled, vulnerable or both. This includes people with particular learning disabilities, young people at risk, and children including looked after children. In addition specialist residential accommodation may be required for people with a drug or alcohol problem, ex-offenders, homeless people and people requiring support due to domestic violence.

6.68 As set out in the Ministerial Statement 'Planning for accommodation for looked after children' (May 2023)[223], planning permission will not be required in all cases of development of children's homes, including for changes of use from dwelling houses in Class C3 of the Use Classes Order where the children's home remains within Class C3 or there is no material change of use to Class C2. An application to the local planning authority can be made for a lawful development certificate to confirm whether, on the facts of the case, the specific use is or would be lawful. Where a Certificate is issued, a planning application would not be required for the matters specified in the certificate.

[223] https://questions-statements.parliament.uk/written-statements/detail/2023-05-23/hcws795

Design considerations (Point 3 of Policy H3)

6.69 Proposals should be located in accessible locations no more than 800 metres from public transport provision. Where prospective residents could potentially have significant mobility issues or do not have the ability to drive, proposals should be sited within 400 metres of a bus service.

6.70 The design of older persons' and specialist accommodation should be carefully considered and be inclusive. Proposals should broadly accord with the key design criteria set out in the independent Housing our Ageing Population Panel for Innovation (HAPPI) principles[224], or subsequent replacement guidance, which have particular relevance to older people's housing. Where appropriate, proposals should also have regard to the RTPI Practice Advice 'Dementia and Town Planning'[225].

6.71 Proposals should be broadly compatible with the prevailing townscape character. Where larger buildings are proposed in existing residential areas there should be sufficient separation distances and suitable landscaping to avoid a discordant presence in the local street scene.

6.72 Building layouts should promote circulation areas as shared spaces offer connections to the wider context, encouraging interaction, supporting interdependence and avoiding an 'institutional feel'. This can include the use of shared balconies and shared accesses to front doors and thresholds which may promote natural surveillance and provision for 'defensible space'. Entrances should be clearly identifiable and well lit. Accesses should be level and suitable for all.

6.73 Building layouts should also maximise natural light and ventilation through careful design of fenestration that allows daylight into shared spaces, circulation routes and private areas. Apartments should have balconies, patios, or terraces with enough space for tables and chairs as well as plants. Adequate storage should be available outside the home together with provision for cycles, mobility scooters and other mobility aids, and storage inside the home should meet the needs of the occupiers.

6.74 Proposals should ensure residents of new buildings are protected from noise impacts in line with Policy LE9. Proposals should clearly demonstrate how noise impacts will be mitigated and managed. This should include an assessment of how existing noise generating uses located close to the proposal can be managed, the onus will be on the new development to put in place appropriate noise mitigating measures.

6.75 Visitor parking should be provided and clearly demarcated. Specific spaces should be provided for ambulances close to the main site entrance.

[224] www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/
[225] www.rtpi.org.uk/practice/2020/september/dementia-and-town-planning/

Further information

Demographics and Housing Need Report (JGC, 2024): www.gosport.gov.uk/GBLP2042

Policy H4: Houses in Multiple Occupation (HMO)

Introduction

6.76 Sometimes called a 'house share', a house in multiple occupation (HMO) is a shared property occupied by more than one household[226], who share at least one amenity such as a bathroom or kitchen. This covers all shared properties, including flats and bedsits, however owner-occupied dwellings are permitted to have up to two lodgers before it is considered a HMO. The planning definition of a HMO can be found in the Housing Act 2004.

6.77 National planning policy states that local planning authorities should plan for a sufficient supply of homes that meet the needs of different groups in the community. It highlights the need to support strong, vibrant and healthy communities by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations. In addition, planning policies and decisions should aim to achieve healthy, inclusive and safe places, with a high standard of amenity for existing and future users.

6.78 HMOs provide an important source of affordable single person housing. ONS figures[227] show that as of 2021 there are around 50 HMOs in Gosport, however this number is expected to grow as demographic projections show that the Borough has a high need for affordable rented 1-bed housing[228]. Furthermore, many HMOs are conversions of existing buildings, helping to bring unused and underused buildings back into use, improving the vitality of an area.

6.79 Poorly designed and managed HMOs can cause a variety of problems for both occupiers and neighbours. This policy will seek to ensure that this important supply of accommodation is delivered to a high standard, to the benefit of landlords, tenants and local residents.

6.80 Currently planning permission is required for HMOs that are occupied by seven or more unrelated people who share facilities like the kitchen or

[226] A household could be a single person or members of the same family who live together. This includes people who are married or living together, people in same-sex relationships, any member of a family (including aunts, uncles, nieces, nephews, cousins, grandparents and grandchildren and their partners; step children and foster children). It also includes unrelated occupiers living with a family such as carers or nannies. However, friends occupying a house on a shared tenancy are viewed as multiple households.
[227] www.ons.gov.uk/datasets/RM192/editions/2021/versions/2
[228] Demographics and Housing Need Report (2024): www.gosport.gov.uk/GBLP2042

bathroom[229]. There will be other instances where the Council will require some form of approval, for example, where an Article 4 Direction is in place or the building is listed. Properties in conservation areas may require prior approval for a change of use that affects the ground floor. Consequently, it will be necessary to check with the Council to confirm whether permission is required in each specific instance.

6.81 The Council will monitor the number and location of HMOs within the Borough to assess their impact on communities. Should the cumulative impact of HMOs be judged to have a negative impact, the Council will consider the use of powers such as an Article 4 Direction to remove permitted development rights which enable a change of use from C3 (dwellinghouse) to C4 (HMOs).

6.82 As well as the requirements set out in this Local Plan, landlords need to apply for a mandatory licence for HMOs with five or more occupiers comprising two or more households, and comply with all HMO Regulations including separate space, safety and housing regulations. The Council's Environmental Health Service will be able to offer further assistance on these regulations and licencing[230].

POLICY H4: HOUSES IN MULTIPLE OCCUPATION

Where planning permission is required, houses in multiple occupation will be permitted where they:

1. **Achieve high quality design and any external alterations are in line with Policy D9.**

2. **Utilise sustainable construction principles, in line with Policy DE1.**

3. **Meet the requirements of Policies DE2 and DE3, in terms of:**

    a) **having a high standard of amenity for occupiers, including for outlook, natural ventilation and light, and will not harm the amenity of surrounding occupiers.**
    b) **meet or exceed the latest space standards including providing sufficient communal space, kitchen storage, outdoor amenity space and a suitable location for the drying of clothes.**
    c) **provide sufficient and high-quality bin storage for all refuse, recycling and composting, to the latest design standards.**
    d) **have sufficient, secure and covered cycle parking, and off-road vehicle parking where required.**
    e) **Where the use of on-street car parking is considered likely to occur, a parking survey will need to be submitted,**

[229] Please note: The Government amends such requirements from time to time and therefore it will be necessary to check the latest position with the Council.
[230] www.gosport.gov.uk/article/1085/Houses-in-multiple-occupation

demonstrating the proposal will not have an unacceptable impact.

4. **A suitable HMO Management Plan is submitted. The Council will secure its implementation by condition and/or appropriate planning obligation.**

5. **Deliver biodiversity net gain, in line with the requirements of Policy LE8.**

6. **Provide the required mitigation measures including for the Solent Recreational Mitigation Strategy and nutrient neutrality.**

EXPLANATION OF POLICY H4

High quality design and sustainable construction (Points 1 and 2 of Policy H4)

6.83 Custom-built HMOs or those created from converting existing buildings need to ensure that high quality design is at the centre of any proposals. Policy D9: Design sets out the Council's expectations to achieve this, with reference to the ten principles of well-designed places, as set out in the National Design Guide. Many HMOs are in converted buildings, which can carry their own challenges, however careful design can overcome many of these.

6.84 All proposals need to be ensure they are embedding sustainable construction principles, as set out in Policy DE1, including minimising material, energy and water use. The latter two are of particular importance given the above average energy and water use in HMOs, the affordable nature of such tenancies, and that bills tend to be shared.

High quality amenity (Point 3 of Policy H4)

6.85 As a form of residential accommodation, HMO proposals are expected to deliver high quality living spaces for future tenants and occupiers. Indeed, due to the nature of people sharing spaces there is an increased need to ensure they are well laid out, robustly designed, and do not constitute an over-intensive use. HMOs can often suffer from a lack of light and ventilation due to their layouts and having a higher proportion of closed doors and windows than typical homes. Communal spaces should therefore be designed to maximise natural light and ventilation.

6.86 Policy DE2 sets out a number of requirements for residential developments including amenity, parking and refuse. In relation to cycle standards the number of cycle spaces, may need to be enhanced for HMO proposals, which can often have a higher number of residents than a typical house. The Council therefore requires a minimum of 1 cycle parking space per

bedroom in a HMO, and they should be secure and covered, in line with the guidance within the Parking SPD[231].

6.87 In terms of car parking, developments should meet the Council's car parking standards. However in town centre locations it may be possible to accept lower car parking standards due to accessibility to public transport and services where robustly justified by the applicant. Where the use of on-street car parking is considered likely to occur, an application should be supported through the submission of a parking survey, undertaken in line with the Lambeth methodology[232]. In order for on-street parking to be considered acceptable, this will need to demonstrate that there is sufficient on-street capacity to accommodate the development's parking needs, without undermining the SPD's Core Objectives, including protecting the amenity of existing residents and businesses and not be detrimental to highway safety.

6.88 All bedrooms and communal spaces within HMOs must meet or exceed the latest space standards[233], including providing sufficient space for kitchen storage. All bedrooms and external doors should be fitted with thumb turn locks, ensuring the security of the occupant and their belongings, as well as having building layouts that minimise impacts upon the privacy of occupants and neighbours, while maximising natural light and outlook. Suitable locations must be provided for the drying of clothes, where they will not cause health or amenity impacts. It will also be necessary to provide convenient and secure storage for refuse, recycling and composting bins.

6.89 Careful consideration needs to be made towards minimising amenity impacts upon neighbouring properties. This could include decisions relating to the siting of entrances, bin and cycle storage, and the position of new windows. HMOs can create more noise than an average house, so consideration should be given towards a layout that reduces the likelihood of disturbance, or the inclusion of additional soundproofing, particularly where a HMO abuts a neighbouring properties' bedroom. The inclusion of such measures will be of benefit to not only to occupiers and neighbours, but reduce the likelihood of future management issues for landlords and agents.

Management plan (Point 4 of Policy H4)

6.90 Proposals must provide a HMO Management Plan that addresses issues such as the management of waste and recycling, excessive noise and antisocial behaviour, the management of communal areas (both internal and external), maintenance regimes, and regular health and safety checks. The management of communal areas should include the regular maintenance of any on-site vegetation, maximising biodiversity and wellbeing, while

[231] www.gosport.gov.uk/article/1277/Parking-SPD
[232] www.lambeth.gov.uk/planning-building-control/planning-policy-guidance/supplementary-planning-documents-other-policy-guidance/planning-policy-guidance-notes
[233] https://assets.publishing.service.gov.uk/media/5f7f254ad3bf7f01936c0bb3/HMOs_and_residential_property_licensing_reforms_guidance.pdf

ensuring there are no amenity impacts on occupants or neighbours in terms of loss of light, ventilation or access. The Council will secure the implementation of the HMO Management Plan by condition and/or appropriate planning obligation.

Biodiversity Net Gain (Point 5 of Policy H4)

6.91 All developments will be expected to contribute towards the national and local aims of delivering biodiversity net gain (BNG). While HMOs can appear to have limited opportunities for biodiversity, opportunities do exist in the form of the planting of trees, planters and green walls. The inclusion of green spaces will contribute towards a HMOs amenity requirement and support occupant's health and wellbeing. Where such opportunities are not available, payments towards off-site BNG are a potential solution.

Developer contributions (Point 5 of Policy H4)

6.92 As expected from all residential developments, houses in multiple occupation will need to ensure they provide the appropriate developer contributions. The Council's CIL Charging Schedule does not apply to HMOs. If the number of bedrooms in the proposed HMO are higher than a typical house, a bespoke approach may be required for both the Solent Recreation Mitigation Strategy[234] payment and any nutrient neutrality calculation[235].

Further information

Houses in multiple occupation: www.gosport.gov.uk/article/1085/Houses-in-multiple-occupation

Gosport Bird Disturbance Mitigation Protocol: www.gosport.gov.uk/internationalsites

Houses in Multiple Occupation and residential property licensing reform, Guidance for Local Housing Authorities (2018): https://assets.publishing.service.gov.uk/media/5f7f254ad3bf7f01936c0bb3/HMOs_and_residential_property_licensing_reforms_guidance.pdf

[234] www.gosport.gov.uk/internationalsites
[235] www.gosport.gov.uk/article/1888/Nutrient-Neutrality

Policy H5: Park Homes and Residential Caravans

POLICY H5: PARK HOMES AND 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 in the Plan.**

2. **The replacement of park homes or residential caravans in these areas with permanent housing will not be permitted.**

EXPLANATION OF POLICY H5

Development considerations (Point 1 of Policy H5)

6.93 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.

Replacement of park homes and residential caravans with permanent dwellings (Point 2 of Policy H5)

6.94 Park homes and residential caravans can contribute to the mix of accommodation available to local residents. 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.

Policy H6: Gypsies, Travellers, Travelling Showpeople

POLICY H6: GYPSIES, TRAVELLERS, 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 4 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 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) development proposals must avoid or mitigate any adverse impacts on internationally important habitats in accordance with Policy D5 and not significantly 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 H6

Allocation of land at Fareham Road (Point 1 of Policy H6)

6.95 National Planning Policy for Traveller Sites (August 2015)[236] requires local authorities to proactively plan to meet the housing needs of Gypsies, Travellers and Travelling Showpeople in their area.

6.96 In partnership with other local authorities in Hampshire, a study was commissioned to assess the accommodation needs of members of the Gypsy, Traveller and Travelling Showpeople communities following changes to the National Planning Policy for Traveller Sites. The Hampshire Consortium Gypsy, Traveller and Travelling Showpeople Accommodation Assessment was published in May 2017. The Council updated this work in 2025 to cover the revised plan period and the work was undertaken by consultants who have an understanding of the wider Hampshire needs for Gypsies, Travellers and Travelling Showpeople.

6.97 The findings of the Study 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 Council to make additional provision for Travelling Showpeople.

6.98 Policy H6 allocates land at Fareham Road to provide for 1 permanent site accommodating up to 4 caravans to meet identified local need. The Council considers it appropriate to limit the number of caravans to be accommodated on site 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.

[236] www.gov.uk/government/publications/planning-policy-for-traveller-sites

6.99 The site is within close proximity of the internationally important Portsmouth Harbour SPA and Ramsar site, and is adjacent to Hoeford Stream, which feeds into the harbour. Consequently, it will be necessary to ensure proposals avoid and mitigate any adverse impacts upon these habitats. This should include those measures identified as part of the Solent Bird Aware Strategy and requirements associated with nutrient neutrality (see Policy D5), as well as water quality (Policy LE13).

Additional pitch or plot provision (Point 2 of Policy H6)

6.100 Based on current evidence, the 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 to assess any new proposals that may come forward or in the light of new evidence. Applications for new proposals will be assessed against both the criteria set out in Point 2 of Policy H6 and the other relevant policies of the Local Plan.

Accessibility to local facilities and services (Point 2a of Policy H6)

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

On-site privacy and amenity (Point 2b of Policy H6)

6.102 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 2c of Policy H6)

6.103 The 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 occupants business. Therefore to ensure compatibility of uses with existing neighbours, the Council will require evidence to show that the associated business uses from the proposal will not have a detrimental impact on neighbouring land uses.

Local amenity and environmental protection (Point 2d of Policy H6)

6.104 As with other development proposals for residential uses, 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.

6.105 Development proposals must also not cause harm to the Borough's nature conservation interests or heritage assets and development proposals must avoid or mitigate any adverse impacts on internationally important habitats.

6.106 It is necessary to ensure new development can provide safe access and that adequate on-site parking can be achieved. Development generating adverse impacts on the highway network will not be acceptable and therefore the Council will consult HCC as Highway Authority to ensure these arrangements are satisfactory.

6.107 As with other forms of residential development, where planning permission is granted, the Council may use planning conditions or obligations to assist in the delivery of good quality development in the Borough.

Transit site provision

6.108 The Hampshire Consortium Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (2017) and the revised study for Gosport Borough in 2025 recommended that in terms of transit site provision, it is necessary to continue to monitor the trends with regard to current and future levels of unauthorised encampments across the county and within individual local authorities. Should robust evidence show that a transit site is required in the Borough this would be considered under Point 2 of Policy H6 and the other relevant policies of this Local Plan.

Travelling Showpeople

6.109 There are no yards for Travelling Showpeople in the Borough. The study concluded that no additional provision is required in Gosport. However should a planning application come forward during the plan period the Council considers that Point 2 of Policy H6 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

Hampshire Consortium Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2016 - 2036 Final Report (May 2017) Gosport Borough Council
Gypsy and Traveller Accommodation Assessment (GTAA) (December 2025) www.gosport.gov.uk/GBLP2042

Policy H7: Self-Build and Custom Housebuilding and Community-Led Development

POLICY H7: SELF-BUILD AND CUSTOM HOUSEBUILDING AND COMMUNITY-LED DEVELOPMENT

Self-build and Custom Housebuilding

1. **Proposals for self and custom build housing within the Urban Area Boundary, to be occupied as homes by those individuals, will be supported by the Council where they are in conformity with all other relevant local and national policies. On sites with 100 or more non-flatted market dwellings (gross) site promoters should provide at least 1.75% of plots as serviced plots for self-build and custom housebuilding (with the number of dwellings to be delivered rounded to the nearest whole number).**

   a) **The Council will also support self-build and custom housebuilding schemes on housing sites allocated in the Local Plan and on non-allocated windfall developments subject to compliance with other Policies in the Local Plan.**
   b) **Self and custom build plots which are marketed appropriately but not sold within 12 months of initial promotion, may be developed for housing other than as self-build and/or custom build homes.**

Community-Led Development for Housing

2. **Proposals for community-led development for housing within the Urban Area Boundary will be supported by the Council where they are in conformity with all other relevant local and national policies.**

EXPLANATION OF POLICY H7

Self-Build and Custom Housebuilding (Point 1 of Policy H7)

6.110 The NPPF requires local planning authorities to widen opportunities for home ownership by identifying the size, type, tenure and range of housing that is required in particular locations, reflecting local demand. The Government wants to enable more people to build or commission their own home and wants to make this form of housing a mainstream housing option. In line with this, the Self-Build and Custom Housebuilding Act 2015 (as amended by the 2016 Housing and Planning Act and the 2023 Levelling Up and Regeneration Act), requires local authorities to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in their area to build homes for those individuals to occupy.

6.111 Self-build can be defined as a form of dwelling where an individual buys a plot of land and builds a bespoke house themselves (or contracts a builder to construct it for them), tailored towards their own needs and/or preferences.

6.112 Custom housebuilding is similar but involves an individual working with the site promoter/developer with the house generally being built from a list of house designs instead of being fully bespoke.

Demand and requirement

6.113 The Council maintains a Self-Build and Custom Housebuilding Register. As of July 2025 there are 50 individuals and 3 developers on the Register, indicating limited existing demand for plots, especially when compared to the demand for affordable housing. The latest demand is detailed in the Council's Authority Monitoring Report.

6.114 National planning guidance, set out in the Planning Practice Guidance (PPG) states that local planning authorities should use the demand data from the registers in their area, supported as necessary by additional sources, when preparing their Strategic Housing Market Assessment (SHMA) or equivalent evidence base (see Demographics and Housing Need Report 2024) to understand and consider future need for this type of housing in their area. The Council will continue to monitor demand throughout the Plan Period to maintain an up-to-date understanding of the demand for self and custom build housing. The Council's key housing market evidence is contained within the Demographics and Housing Need Report (2024).

6.115 The standard in Policy H7 is based on comparing the demand for social housing as shown on the Council's Housing Register with demand on the Council's self-build and custom housebuilding register, and applying a similar requirement to that in the Council's affordable housing policy to work out an appropriate requirement for this Policy. The Council's worked example for this approach is as follows:

6.116 **Step 1:** There are 571 people on the Council's housing register and 50 people on the self-build and custom housebuilding register. Therefore there are 11.58x more people on the Housing Register than the self-build and custom housebuilding Register (571/50= 11.42).

6.117 **Step 2:** As set out in Policy H2, the Council generally expects 20% of dwellings to be provided as affordable dwellings[237]. Therefore on a site of 100 dwellings the Council would expect 20% to be affordable.

[237] It is recognised that there are higher requirements in some areas, albeit this applies to a limited number of development sites (see Policy H2 for details).

6.118 If the Council then considers that there should be 11.42 times more affordable housing on a site than a self build site this would result in two dwellings (rounded-up) on a site of 100 dwellings (i.e 20/11.42 =1.75 rounded to 2).

6.119 **Step 3:** Therefore, based on the ratio the Council considers that a site of 100 or more non-flatted dwellings (gross) should provide 1.75% of plots as serviced plots for self-build and custom housebuilding with the figure being rounded up to the nearest whole number.

6.120 At the time of preparing this Local Plan, the Council has been unable to identify suitable plots of land for Self-Build and Custom Housebuilding. As documented in Policy D2: Development Strategy and the Council's evidence supporting this Local Plan, the Borough has a constrained land supply and the Council is unable to meet its local housing need as defined by the Standard Method. The Borough is characterised by complex brownfield sites which are often more challenging to develop and less attractive to self and custom housebuilding.

6.121 However, the Council recognises that self-build and custom homes have the potential to make a small contribution to increasing the supply of housing in the Borough, coming forward on small sites which may not be of interest to larger developers. The Council will therefore offer support to such proposals where they are meeting local housing need subject to meeting the requirements of the Local Plan. In addition, the Council's approach does not prevent prospective self or custom builders bringing forward their own land through the planning process.

6.122 The Council continues to work to ensure serviced plots can come forward over the Plan Period. In addition to the Council's own affordable housing programme, the Council as a landowner is working to identify land for disposal and where opportunities arise will notify those on the Register when this may be suited to residential development.

6.123 Where proposals for self-build and custom housebuilding come forward, be this from developers or individuals, the Council will work constructively through the pre-application process to encourage this form of housing and support applicants where possible.

6.124 As set out in the Self and Custom Housebuilding Act 2015 and Self-build and Custom Housebuilding Regulations 2016 (as amended), all plots must be provided as a serviced plot of land.

6.125 A serviced plot of land is a plot of land that either has access to a public highway and has connections for electricity, water and waste water, or, in the opinion of a relevant authority, can be provided with access to those things within the duration of a development permission granted in relation to that land. Further detail is set out in Planning Practice Guidance.

6.126 There may be instances where it is not possible to deliver self and custom build plots on a site. For example the site size and density may make it unsuitable for self/custom build provision, for example the proposal may be solely comprised of flats, or the site may be solely for specialist housing provision. Any such cases will be considered on their individual merits.

6.127 Provision of self-build and custom housebuilding opportunities will be controlled through conditions and/or Section 106 legal agreements as necessary.

Marketing arrangements for Self-Build and Custom Housebuilding plots

6.128 The marketing of serviced plots shall be carried out in accordance with an agreed marketing strategy. The marketing of plots may begin sooner, but the 12 month marketing period should only begin from when the serviced plot(s) are first available for purchase. The plot provider shall notify the Council that the formal 12-month marketing period has begun. Where plots have been marketed in accordance with the agreed marketing strategy without take-up, any variation through application or deed of variations for alternative housing or other uses will need to be justified with details that demonstrate a thorough marketing strategy in an appropriate publication for an appropriate period of time and at an appropriate price has taken place.

6.129 The marketing strategy should set out how plots will be marketed through an active local marketing campaign, such as promotion on social media and relevant websites and should include consideration of targeted marketing to potential self-builders and local groups, alongside roadside marketing boards. An information/marketing pack should also be provided to the Council which can be forwarded to all individuals on the Council's Self-Build and Custom Housebuilding register who have opted to receive such information. Once plots have been marketed for the minimum 12-month period, they may remain on the market as self or custom build plots or be developed for other types of housing subject to the necessary permission(s) being in place.

Community-Led Development (Point 2 of Policy H7)

6.130 The NPPF defines community-led developments as a development instigated and taken forward by a not-for-profit organisation set up and run primarily for the purpose of meeting the housing needs of its members and the wider local community, rather than being a primarily commercial enterprise. The organisation is created, managed and democratically controlled by its members. It may take any one of various legal forms including a community land trust, housing co-operative and community benefit society. Membership of the organisation is open to all beneficiaries and prospective beneficiaries of that organisation. The organisation should own, manage or steward the homes in a manner consistent with its purpose,

for example through a mutually supported arrangement with a Registered Provider of Social Housing. The benefits of the development to the specified community should be clearly defined and consideration given to how these benefits can be protected over time, including in the event of the organisation being wound up.

6.131 The Council will support proposals for community-led developments where they come forward and will work with organisations to identify opportunities and provide pre-application advice. Such proposals should be within the Urban Area Boundary and will need to conform with all other relevant local and national policies.

Further information

Apply to be on the Council's Self-Build and Custom Housebuilding Register: www.gosport.gov.uk/article/1216/Self-Build-Homes-Register

Monitoring information for the Council's Self-Build and Custom Housebuilding Register: www.gosport.gov.uk/AMR

6 General Development Policies: Employment

Employment

Introduction

7.1 It is important that the Local Plan can facilitate economic development to create jobs and prosperity for the local community. This is particularly important to meet the Government's growth agenda including as part of the green recovery to meet the Government's legal requirement of net zero carbon emissions by 2050. The Local Plan includes a number of measures that can contribute to improving the local economy which are set out in the following employment policies (Policies E1-E5). In addition, many of the Regeneration Areas (Section 3) and Other Allocations (Section 4) have a strong economic development focus. Box 15 sets out a definition for economic development[238] used within this section.

Box 15: What is economic development?

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

- development within the B Use Classes and Class E(g);
- public and community uses; and the main town centre uses including:
  - retail development;
  - leisure and entertainment facilities.

This definition does not include residential development.

Local context

7.2 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 which include 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 the benefits of being located in close proximity to each other;
- The traditionally lower land values in this part of Hampshire may make sites 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

[238] This is a useful Government definition previously used in the NPPF which is still considered relevant although has been amended by the Council to reflect the Use Class Order amendments of September 2020.

- Relatively good access to the motorway compared with many areas of the UK, particularly off-peak.

7.3 There are a number of economic issues facing the Borough (see Box 16) which the Local Plan seeks to address. Further detail is also set out in the Employment Background Paper.

Box 16: Summary of key economic issues

- Significant loss of local employment over the last 30 years due to the release of Ministry of Defence sites and the loss of other manufacturing jobs.
- The Borough has the lowest job density in the South East and one of the lowest in England.
- Increased out-commuting on a 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 E1: Employment Land

POLICY E1: EMPLOYMENT LAND

New employment floorspace

1. **The Local Plan will make provision for at least 90,000 sqm of net additional employment floorspace (Use Classes E(g), B2 & B8).**

2. **The Local Plan will ensure 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 those identified in Policy D3: Marine Employment, Blockhouse (RA3), Daedalus (RA10) and HMS Sultan (RA9); and**
   b) **other employment land allocations (as shown on the Policies Map and identified in Policy A3).**

Protecting and enhancing employment assets

3. **Employment assets will be protected and enhanced to enable Gosport's economy to grow and diversify. Specific sites include:**

   <u>Marine</u>

   a) **See strategic Policy D3: Marine Employment.**

   <u>Aviation</u>

   b) **access to the airfield at Daedalus for aviation-related business.**

   <u>Other assets</u>

   c) **other employment assets where evidence is forthcoming that identify the need to protect them for economic activity.**

4. **Existing employment land (as shown on the Policies Map), will be safeguarded for employment purposes (Use Classes E(g), B2 and B8). Planning permission for other types of economic development (as defined in Box 15) 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 C2 regarding town centre uses are met.**

5. **In certain circumstances planning permission may be granted for 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 to diversify the local economy including the following proposals:**

   a) **service hubs to support live/work units; and**
   b) **incubators, co-working space and skills hubs.**

EXPLANATION OF POLICY E1

Overall approach

7.4 The Council's approach to employment accords with the PfSH Spatial Position Statement (2023). This includes a strong drive to deliver economic growth which is balanced with housing growth, the regeneration of brownfield land, the creation of new jobs to tackle unemployment, and increased productivity.

7.5 The Council's approach also reflects the ambitions of the Solent Local Enterprise Partnership's Strategic Economic Plan (2014)[239] 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. A similar approach is recognised in HCC's Economic Strategy for Hampshire 2025-2027[240].

7.6 In addition, the LEP's Gosport Infrastructure Investment Plan (GIIP) (February 2019) highlights the importance of regenerating brownfield sites in the Borough for economic development opportunities.

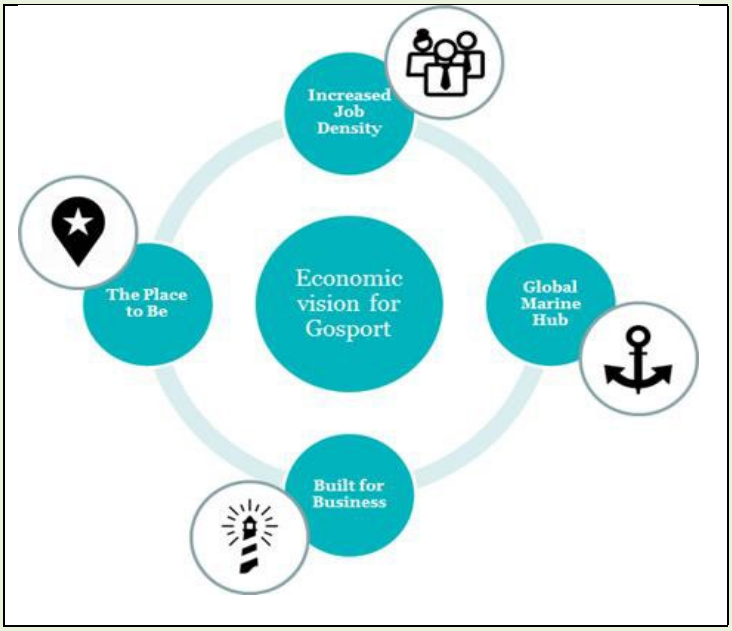
7.7 The GIIP recognises that the proposed disposal of a number of Government sites provides an unparalleled opportunity to accommodate a new phase in Gosport's growth. Recent economic trends identify a pattern of relatively poor performance of Gosport's economy and a business as usual approach could mean a real risk that the Borough's economy stagnates and by doing so, worsens the existing performance gap between Gosport and the wider Solent region. The GIIP includes a Vision for Gosport to 2050 (Box 17) drawing upon the Borough's existing strengths and attributes, and is ambitious about the scale of transformative change that could be pursued.

[239] http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf
[240] HCC Economic Strategy for Hampshire 2025-2027: https://www.hants.gov.uk/News/20241118EconomicStrategyUpdate

Box 17: Solent LEP Vision for Gosport as in the Gosport Infrastructure Investment Plan (Solent LEP, 2019)

Increased Job Density - A more self-sufficient economy and higher local job density providing a much larger employment base and broader range of job opportunities for local Gosport residents.

The Place To Be - All the other themes should be underpinned by measures to enhance Gosport's profile and reputation as a successful and attractive place to live and work, supported by a strong and more positive brand.



Global Maritime Hub - The development and evolution of Gosport to become a world-class global hub for marine and maritime activity, linked to its coastal location and assets.

Built for Business - Becoming a 'First Port of Call' for business by offering an attractive location to set up, relocate and grow a business.

7.8 The GIIP highlights no fundamental overriding infrastructure issues constraining short term development. However there are several broader infrastructure issues including:

- ongoing risks associated with tidal flooding/coastal defences;
- pressures on the Borough's transport networks; and
- the relatively uncompetitive resident skills position.

7.9 These issues could undermine Gosport's ability to deliver transformative economic growth and change. In addition, they may impose additional costs that impact the financial viability of development proposals. The GIIP identifies significant barriers to delivery and viability challenges present on all the sites and that initial investment is needed to help unlock and accelerate their potential and ultimately encourage public sector investment. The document includes a number of overarching investment priorities in the following areas:

- flood defences and management;
- renewable energy;

- transport;
- telecommunications including next generation broadband; and
- training and skills including higher education facilities, dedicated marine and maritime skills and a hospitality skills centre.

7.10 The Council's Economic Development Strategy[241] was adopted in 2021 and covers the period to 2031. This Local Plan reflects the land use elements of the Strategy.

7.11 In accordance with the GIIP and the Gosport Economic Development Strategy 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 aims to facilitate the use of derelict or unused land, much of it currently or until recently in public ownership, towards employment generating commercial uses (see also Regeneration Polices RA1-RA10).

7.12 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 helping to 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.

7.13 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 particularly those supporting green growth. It is therefore important to build upon existing strengths and assets in Gosport to support these key clusters.

7.14 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 the benefits of being located within an area where there are other similar businesses. 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.

7.15 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

[241] www.gosport.gov.uk/article/1963/Gosport-Economic-Development-Strategy-2020-2031

sites are maintained and developed most effectively, generating significant job opportunities. It will therefore be necessary to encourage medium to high density employment uses[242] 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 access[243]. 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 E1)

7.16 The Council aims to ensure that 90,000 sqm of net additional employment floorspace (E(g), B2 and B8 use classes) is provided in the Borough over the period to 2042. Further details are set out in the Development Strategy (Policy D2).

Proposed employment sites (Point 2 of Policy E1)

Allocations

7.17 The allocations contributing to the above employment floorspace target include a number of strategic mixed-use sites within Regeneration Areas (see Policies RA1-RA10) and a number of smaller employment allocations (Policy A3) which are shown on the Policies Map. New employment opportunities will generally be located on brownfield sites within the urban area.

7.18 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 (see Policy RA10). Gosport Waterfront has the potential for marine employment with small-scale office and workshop development in both the Town Centre and Waterfront areas (see Policy D3 and Policy RA1). Royal Haslar Hospital has the potential for health related employment (see Policy RA6) with Blockhouse having assets which are appropriate to the marine sector (see Policy D3 and RA3). In addition smaller employment allocations have been identified (see Policy A3) which contribute to the overall proposed quantum.

[242] Medium to high employment densities are considered to be within the range 15-40sqm per employee.
[243] PUSH Property Requirements for distribution and Logistics (Roger Tym & Partners 2008).

Employment Priority Site

7.19 In November 2016 the Government announced, in its document 'A Better Defence Estate'[244], that it intended to release the HMS Sultan site in 2026 with various functions being moved to different locations in Hampshire and Scotland. In February 2018 the Government made a further announcement[245] stating that this release would take place no earlier than 2029 and that the updated disposal date would follow '*detailed work to assess the optimum laydown required to support operational capacity*.' There have been more recent reassurances that the site will be retained but no formal resolution.

7.20 Given the uncertainty over the release of HMS Sultan and therefore the significant doubt over the deliverability of any of the land for employment or other uses during the plan the Council has set out its position in Policy RA9 in which it will continue to lobby for the site to be retained as a military training base. It also sets out a position if the site is to be released. Consequently much 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.

7.21 HMS Sultan employs large numbers of people primarily linked to its role as a military training base. It employs almost 2,600 people (including approximately 1,350 trainees, 450 service personnel and 800 civilians)[246]. The Council therefore 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 Council with support from the Hampshire and Solent Combined Authority will continue to explore opportunities with the Ministry of Defence to intensify civilian employment and training opportunities within the site to fully utilise the potential of this site. Sultan relates well to the Borough's existing strengths in advanced manufacturing and aerospace clusters. The Council and Historic England have also explored opportunities with the Base to re-use Fort Rowner within the site for hi-tech employment (see Policy RA10).

7.22 If released it will be imperative that the HMS Sultan 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

[244] www.gov.uk/government/publications/better-defence-estate-strategy
[245] www.gov.uk/government/news/defence-secretary-announces-five-year-plan-for-key-military-sites
[246] The Impact of the Defence Sector on the Economy of Gosport (University of Portsmouth, 2008).

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 and seek further employment opportunities, both military and civilian at this site.

Employment assets (Point 3 of Policy E1)

7.23 The Council considers it important to protect employment assets that have the potential to attract new employment opportunities. The South Marine Plan[247] supports development that increases or enhances marine employment and skills to enable maximum sustainable activity, prosperity and opportunities for all (Policies S-EMP-1 and S-EMP-2).

7.24 These sites are set out in the policy with more details included in the relevant Regeneration Area policies (RA1-RA10) and the strategic marine employment policy (Policy D3). In addition there may be other employment assets which come to light as part of site releases and consequently it will be necessary to assess the importance of such an asset to maintain or increase employment opportunities on that site.

7.25 The importance of waterfront access sites for economic purposes has been strongly advocated by numerous sub-regional strategies and evidence studies including the Solent LEP's Transforming Solent Growth Strategy (Solent LEP Jan 2015)[248] and the Marine and Maritime Supplement[249] (March 2014). The Solent Waterfront Strategy (SEEDA 2007) identifies significant stretches of Gosport Waterfront as having potential for marine businesses. Access to deep water is a particular employment asset in Gosport Borough as well as associated marine- and marina-related infrastructure. This includes one of the largest hydrodynamic facilities in the world located at Haslar Marine Technology Park (managed by Qinetiq). Other identified employment assets include access to the runways at Daedalus. It is also important to ensure land is developed effectively and the appropriate type of employment-generating opportunities are delivered which fully utilise the asset. The importance of an employment asset should not be compromised by an inappropriate use.

Protecting existing employment sites (Points 4 and 5 of Policy E1)

7.26 The Employment Land Availability Assessment (ELAA) (2026) 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 ELAA will be periodically reviewed to determine if the allocated sites are still appropriate.

[247] www.gov.uk/government/publications/the-south-marine-plans-documents
[248] https://solentlep.org.uk/media/1508/transforming_solent_growth_strategy_-_jan_2015.pdf
[249] www.gov.uk/government/uploads/system/uploads/attachment_data/file/303591/transforming-solent.pdf

7.27 In 2020 the Government introduced new Use Classes which changed the status of office and light industrial uses (formerly B1) to a new Class E which includes a variety of uses including retail, cafes and restaurants, financial services, indoor sports, health and medical facilities and crèches and therefore allows premises to change use within Class E without the need for planning permission. Changes to permitted development also allow Class E uses to convert to residential uses without planning permission.

7.28 The Council considers it appropriate to continue to protect Class E(g) uses, as well as B2 and B8 uses. This continues the Council's approach in the Gosport Borough Local Plan 2011-2029 (adopted 2015) which provided the necessary flexibility but enabled the Council to consider what was most appropriate for each site. The Council proposes to maintain this approach as it remains entirely applicable for B2 and B8 uses. It will maintain its approach in relation to office and light industrial uses (Class E(g)) in those instances where planning permission is required which will include redevelopment proposals rather than a simple change of use.

7.29 The Council considers that employment sites should be predominately for E(g), 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 17) could be accommodated on employment sites. This approach 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 E(g), 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 E(g), 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 E(g), 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 C2. 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.

7.30 The Council will continue to safeguard employment sites and will consider a wide range of employment uses. The Council will 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.

7.31 Residential uses will not normally be considered given the Borough's extremely low job density and the demonstrated demand for new employment premises in the Borough. 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.

Diversification of employment premises (Point 6 of Policy E1)

7.32 Increased levels of working from home have the potential to reduce out-commuting and congestion. This trend has highlighted the importance of online connectivity but also facilities for business people to meet in person to share ideas. The provision of live/work units with local support facilities, known as service hubs, which can include meeting rooms/digital infrastructure will therefore be supported. However, such units 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.

7.33 The accelerated trend for online shopping has led to the closure of high street retailers. This increase in vacant floorspace offers an opportunity to repurpose the space for new economic activity and employment. Co-working space and a skills hub could transform enterprise development in the Borough and will be encouraged. There may be other opportunities in vacant spaces in commercial units and industrial estates. Proposals will need to accord with other policies in the Local Plan including those which

require an active commercial frontage facing the main shopping street (see Policy C1).

Policy E2: Skills

POLICY E2: SKILLS

1. **The Council will require employment and training measures as part of proposals for the following major employment generating developments:**

   a) **retail, leisure and office development greater than 1,000 sqm (gross);**
   b) **industrial development greater than 2,000 sqm (gross);**
   c) **warehouse development greater than 4,000 sqm (gross);**
   d) **residential schemes of 40 or more dwellings; and**
   e) **any other development likely to generate 50 full time equivalent jobs or more.**

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 E2

7.34 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 Gosport Infrastructure and Investment Plan (LEP 2019) (GIIP) recognised that the Borough's uncompetitive resident skills position could undermine Gosport's ability to deliver transformative economic growth and change. It proposes a number of key actions:

- provision of higher education facility/facilities within the Borough;
- dedicated marine and maritime skills centre/training academy, potentially linked to existing institutions; and
- dedicated hospitality skills centre/training academy.

7.35 It recognises there needs to be proactive action to develop resident skills in key growth areas for Gosport, enhancing the Borough's competitiveness as a global marine hub and maritime cluster, and more generally as an attractive and viable place to start and grow a business. This is necessary to develop a World Class Centre of Excellence for sailing and yacht technology

and engineering. The report recognises the opportunities to develop such facilities on key sites in the Borough such as at Daedalus, Blockhouse and Sultan.

7.36 The former Solent LEP recognised that the sub-region needs to have a sufficiently trained workforce to achieve higher levels of productivity. The 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.

7.37 It is recognised that there are numerous barriers for residents to overcome 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 wellbeing. 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.

7.38 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.

7.39 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 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.

7.40 The Council recognises that initiatives will need to:

- Meet the anticipated growth in demand for workers with qualifications of NVQ Level 2 and above[250];
- 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;

[250] www.gov.uk/what-different-qualification-levels-mean/list-of-qualification-levels

- Address skill shortages in priority sectors (e.g. marine); and
- Assist in retaining people in employment and encourage progression.

7.41 There are a range of organisations which 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 Centre[251]; the significant training and education role undertaken by MoD establishments particularly at HMS Sultan; as well as a range of private training providers across a number of industries. Gosport is also a nationally important centre for sail training including: Clipper Round the World Sailing (based at Gosport Marina); Joint Services Adventurous Sail Training Centre (JSASTC) at Blockhouse; Sea Cadets; The Association of Sail Training Organisation; and numerous clubs, charities and companies offering sail training and other watersport training.

Securing training opportunities as part of new development (Point 1 of Policy E2)

7.42 Where appropriate the Council will negotiate with a developer to secure training opportunities as part of the development of a site. The Council has produced its own practice guide outlining the process for securing training and employment in relation to major development which relate to local priorities[252]. Key measures the Council will seek to secure where appropriate include:

- Work placement (14-16 years and 16-19 years)
- 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

7.43 This policy applies to major employment generating developments including retail, leisure and office development greater than 1,000 sqm; industrial development greater than 2,000 sqm; warehouse development greater than

[251] Which is a joint initiative between the Wheatsheaf Trust and Gosport Borough Council.
[252] See GBC practice guidance: www.gosport.gov.uk/article/1220/Pre-application-advice

4,000 sqm (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 dwellings[253].

7.44 Measures will be negotiated so they are 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 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.

7.45 For residential developments of 40 or more dwellings the 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 development.

Existing and new premises for training purposes (Points 2 and 3 of Policy E2)

7.46 It is important for the 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.

7.47 The Borough has a strong tradition for training the British Armed Forces which is still the primary function of HMS Sultan and creates a significant number of jobs in its own right. However the contraction of the MoD presence in the Borough and uncertainties regarding the future training function at the base could potentially reduce this role. It is important that significant training assets including specialist facilities such as the Diving Tank at Blockhouse (see Policy RA6) and specialist engineering facilities at HMS Sultan (see Policy RA9) are retained unless it can be demonstrated that they are no longer required by alternative training providers.

7.48 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.

7.49 The Daedalus site (see Policy RA10), 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 Haslar Hospital, particularly

[253] See GBC practice guidance for further explanation of how these thresholds were derived.

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.

7.50 Similarly it is important to recognise the importance of the contribution of sail training to the local economy and therefore important to protect key features of this sector (see also Policy D3). Gosport's existing sail training offer also has significant potential to expand (for instance on key sites such as Blockhouse, Royal Clarence Yard and Victoria Quays, Haslar Gunboat Sheds and Yard) and attract further investment into the Borough by companies and visitors. Any additional training sites will be permitted provided they accord with the other Local Plan policies.

Policy E3: Tourism

POLICY E3: 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. **Planning permission will be granted for appropriate tourism and visitor economy proposals in the following locations:**

   a) **within the Regeneration Areas in accordance with Policies RA1-RA10;**
   b) **within other sites allocated for leisure uses including the Gosport Leisure Park in accordance with Policy A4;**
   c) **appropriate proposals to improve and complement existing tourism and visitor attractions and facilities in accordance with other policies in the Local Plan.**

   Outside of these areas proposals will need to accord with the sequential test as outlined in the NPPF.

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 E3

7.51 The tourism industry in Gosport Borough is a significant economic sector, with over 1.4 million visitors a year in 2018 contributing £85.5 million to the

local economy and sustaining over 1,762 jobs (Tourism South East 2018). However visitors staying overnight make-up only a small proportion of these visits (8.5%) and expenditure (26%) and therefore there is considerable scope for this element of the market to expand and bring greater economic benefits.

7.52 The Borough has sufficient attractions to encourage overnight 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). A 2022 survey of visitors showed that 90% of all visitors are on a leisure-based trip. The survey identified the beaches at Lee-on-the-Solent and Stokes Bay as the most popular planned activity being undertaken by visitors to the Borough (49% and 36% respectively) followed by a visit to the Submarine Museum (36%) or the Explosion Museum (19%) (Tourism South East (TSE), 2022).

7.53 The importance of the tourism and visitor economy for Gosport Borough and the significant opportunities to enhance the availability of facilities to grow this sector are clearly identified by a number of reports including:

- The Gosport Infrastructure Investment Plan (GIIP) produced for the Solent LEP (February 2019);
- Gosport, Retail, Leisure and Tourism Study (Lambert Smith Hampton for Gosport Borough Council); and
- The Council's Economic Development Strategy (2021).

7.54 These reports highlights the strengths of the Borough's harbourside and Solent frontage location including; a high density of naval and maritime historic assets including a number of museums; the excellent opportunities for water sports including marina provision and numerous sail training venues; and the beaches at Lee-on-the-Solent and Stokes Bay.

Development of the tourism sector (Point 1 of Policy E3)

7.55 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.

7.56 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. 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.

7.57 The Council will encourage the upgrading of tourism facilities in ways that promote higher value activity, reduce seasonality and support regeneration. This includes additional leisure uses in the Borough and an enhanced Town Centre with a quality evening economy. There is recognition that there is a need to better utilise existing facilities and to improve the offer of tourism accommodation, food and beverage opportunities and other tourism facilities and infrastructure. The regeneration of a number of significant brownfield sites such as Daedalus and Blockhouse offer new opportunities to develop the tourism sector and this potential is set out specifically in the Regeneration Areas policies (see Policies RA1-RA10).

7.58 Particular improvements identified by the evidence base include:

- Additional tourism accommodation including budget and mid-range hotels;
- Provision of a gateway visitor centre with exhibition space close to the Gosport ferry to provide a focus for tourists including a narrative of the Gosport story and signpost to other attractions;
- Improved public transport and active travel linkages between sites which are relatively dispersed;
- Improved evening economy with opportunities for food and beverage, cultural activities and other activities to increase dwell time and increase visitor expenditure;
- Potential to explore niche leisure/tourism opportunities such as outdoor adventure and family orientated attractions in addition to those relating to specialist naval and maritime history;
- Physical improvements to the public realm to enhance the appearance of locations adjacent to visitor facilities and between them as well as improved way-marking with improved interpretation and the development of themed trails; and
- Improved physical and commercial connections between the marinas and adjacent areas.

7.59 Since 2015 there have been two hotel developments in the Borough (at Gosport Leisure Park and Gosport Town Centre). This has significantly increased hotel provision in the Borough. However the evidence base recognises the potential for additional bed space within the Regeneration Areas to make use of waterside locations and various historic assets. 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.

7.60 As outlined above the evidence studies recognise a number of other improvements to improve the tourism offer for visitors. The Council will work with partners to help facilitate these improvements.

7.61 Policy S-TR-1 of the South Marine Plan (2018) supports tourism and recreational proposals in coastal communities such as Gosport, where they help to build economic diversification, resilience and the protection of natural and heritage assets.

Location of tourism and visitor economy opportunities (Point 2 of Policy E3)

7.62 Brownfield sites adjacent the Solent and Portsmouth Harbour will be a key focus for the development of tourism and visitor economy opportunities. A number of coastal opportunities have been identified running along the coast from Priddy's Hard to Daedalus:

- Priddy's Hard – Coastal Forces Museum adjacent the existing Explosion Museum with the development of complementary visitor attractions including food and beverage offer (see Policy RA1).
- Royal Clarence Yard – use of current empty units for food and beverage and other visitor facilities to complement the Marina as well as the potential to re-use the Rum Store at the adjacent Victoria Quay site (formerly referred to as the north part of Royal Clarence Yard - Retained Area) (see Policy RA1).
- The Bus Station site offers opportunities to incorporate a high quality heritage/visitor experience with café/exhibition space which can sign post to other attractions in the Borough. The development will offer a choice of waterfront food and beverage units to retain expenditure on the Gosport side of the harbour (see Policy RA1).
- The opportunities to highlight the Camper and Nicholson story and its global significance for racing and leisure sailing in the Gosport Marina/Falklands Gardens area.
- The use of vacant units in the Gosport High Street for exhibition space and encourage a greater diversification of uses as well as improvements to the cultural offer associated with the recently refurbished Old Grammar School, now known as the Gosport Museum and Gallery (see Policy RA2).
- The regeneration of Blockhouse utilising the on-site presence of the Submarine Museum, the SETT Tower, and other significant heritage assets including opportunities for tourist accommodation and associated facilities within the Fort area overlooking the Harbour and the Solent. There are also opportunities to increase sail training opportunities and associated overnight stay facilities at Blockhouse (see Policy RA3).
- The potential for public access and interpretation of the Grade I Listed Haslar Gunboat Sheds (see Policy RA5).

- Public access to the Registered Park and Garden and Solent frontage at Royal Haslar Hospital together with a café and the interpretation of historic features as part of the consented scheme at the site (see Policy RA6).
- The potential to develop appropriate tourism accommodation and leisure activities at the Browndown Camp site (see Policy A5).
- Major regeneration at the Daedalus site including the development of Seaplane Square to be a leisure-led site utilising the seaplane hangars for a potential mix of food and beverage, indoor leisure and museum/heritage uses with outside event space to complement the significant visitor assets at Lee-on-the-Solent (see Policy RA10).

7.63 Other general coastal opportunities include:

- Encouraging greater public accessibility to the marinas and the associated facilities;
- The development of heritage and waterside trails with appropriate interpretation (Gosport Waterfront Trail, Gosport Lines Walk and Creekside Walk) and continue to take opportunities to improve coastal access in the Borough (Policies RA1-RA10 and LE4);
- Improved public transport and active travel opportunities between the coastal sites linking Priddy's Hard, Royal Clarence Yard, the Town Centre/Waterfront, the Haslar Peninsula, Stokes Bay and Lee-on-the-Solent.

7.64 Inland there are also a number of opportunities including:

- New multi-purpose entertainment facilities such as the Criterion on Forton Road (see Policy A4).
- Greater utilisation of the Fort Brockhurst site as a visitor attraction, event space and potentially visitor accommodation;
- Continued enhancements in the Alver Valley Country Park (see Policy D6 for the Gosport Strategic Open Spaces) as identified in the Alver Valley Country Park Strategy;
- Further leisure facility improvements at the Gosport Leisure Park; and

7.65 These sites outlined in the above paragraphs 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 or add to the overall viability of a mixed-use development.

7.66 Additional proposals on sites outside these areas 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.

Safeguarding existing tourism accommodation (Point 3 of Policy E3)

7.67 There is currently relatively limited tourist accommodation in the Borough and consequently the loss of one hotel for redevelopment would represent a loss of a large proportion of its tourist bedspaces. Consequently the 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 (such as guesthouse B&B) to move in and out of the market including those wishing to use their dwelling for such purposes.

7.68 Experience[254] 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 and 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 plans.

7.69 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 Council on this matter.

7.70 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.

[254] Advice provided by Tourism SE (as a response to the Council's Core Strategy Preferred Options in 2010).

Policy E4: Marinas and Moorings

POLICY E4: MARINAS AND MOORINGS

1. **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 King'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 E4

7.71 The Solent is an internationally-renowned area for sailing and Gosport's proximity to it via the mouth of Portsmouth Harbour makes 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, Gosport is the base for the Clipper Round the World Race. Linked to many of these facilities are the significant sail training opportunities that already exist and have the potential to expand both in terms of capacity and the type of facilities and experiences that can be offered.

7.72 The 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. The Council's Economic Development Strategy recognises that the marinas could provide growth opportunities; most likely through mixed-use schemes that broaden site uses and increase values.

7.73 The GIIP identifies that Gosport's strengths in this sector make it well placed to develop into a global hub for marine and maritime industries. It states that, '*through its extensive existing marinas, the Borough has a 'built-in' world class advantage in marina infrastructure, coupled with the prospect of*

additional waterside development sites becoming available for redevelopment and regeneration over the coming years.' The sector is also supported by business representative organisations such as Portsmouth Harbour Marine[255] which aims to raise the profile of Gosport as a yachting centre.

7.74 Whilst recognising the importance of the existing network of marinas and mooring areas it will be important to ensure proposals for new marinas or extensions to marinas and moorings meet the criteria set out in Policy E4 and detailed below. Subject to all the criteria of the policy it is recognised that the redevelopment of the Blockhouse site could offer new opportunities and it is recognised that there is the potential for 'short-stay' moorings in the area between the Gosport Ferry Pontoon and the pier adjacent to Haslar Marina, as identified in the Gosport Waterfront and Town Centre SPD.

Nature conservation (Point 1a of Policy E4)

7.75 The detailed considerations in relation to this issue are set out in Policy D5 and other relevant nature conservation policies.

Marine traffic considerations (Point 1b of Policy E4)

7.76 The King's Harbour Master (KHM) 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 KHM 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 E4)

7.77 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 (including electric vehicle charging points), a boat compound for winter lay-up and storage of trailers, waste disposal bins, floating seabins, and water supply. 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 E4)

7.78 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 Policy D9 and D10).

[255] www.portsmouthharbourmarine.org.uk/

Flood defence issues (Point 1e of Policy E4)

7.79 It is important that any proposals do not compromise the integrity and continuity of flood defences such as sea walls and consequently it will be necessary to consult with the Environment Agency and the Coastal Partners. Consideration will need to be given to the NPPF and Policy D7.

Safeguarding development opportunities and access to sites (Point 1f of Policy E4)

7.80 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 E5: Promoting a Digital Peninsula

POLICY E5: PROMOTING A DIGITAL PENINSULA

1. **The Council recognises the role of digital infrastructure in driving economic growth, improving digital connectivity, and enhancing the overall quality of life for residents and visitors. The Council will work with partners to promote the widespread adoption and deployment of digital infrastructure in development proposals to ensure equitable access for all.**

2. **Planning permission will be granted for digital infrastructure provided:**

   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 E5

Promoting new digital infrastructure (Point 1 of Policy E5)

7.81 Digital infrastructure includes full fibre broadband and 5th generation telecommunication technology (often referred to as 5G). It is a constantly advancing area of technology which often requires rapid changes in infrastructure. According to the latest available coverage and speed data, Gosport is currently well served in terms of digital infrastructure. This is because as a mainly urban local authority area with a relatively large potential customer base, Gosport has and continues to be selected as a location for private sector investment in digital infrastructure and digital service provision. However advancements in digital connectivity are rapid and Gosport needs to continue to be well served.

7.82 Digital infrastructure can help deliver a number of benefits including:

- Enabling areas which may have disincentives for businesses (e.g. limited transport infrastructure) to operate more competitively;
- Enabling business to operate competitively in global, national and local markets;
- Provide greater opportunities for home working and reduce commuting;
- Providing opportunities to develop local ICT expertise and attract new businesses as part of emerging clusters (e.g. 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.

7.83 The GIIP recognises the importance of this technology for the future economy in Gosport and states that the roll-out of 5G technology and ultrafast broadband connectivity (100Mbps+) is a high priority. It adds that providing fast and reliable digital connectivity to reinforce Gosport's attractiveness as a business location, particularly within knowledge and service based sectors where growth is required to diversify Gosport's existing business base is critical.

7.84 The Council has developed The Digital Peninsula, Gosport's Digital Strategy. The Strategy aims that Gosport's residents and businesses have access to the digital connection that they need, in terms of speed and capacity, both now and in the future. They will also have the skills and access to any support needed to utilise that digital connection for their benefit. Thereby making Gosport a better place to live and work.

7.85 Gosport's Digital Strategy will apply the following principles in delivering the priorities of the strategy:

- Private sector lead investment in new digital infrastructure and services provision, with public sector facilitation/intervention where necessary.
- Partnership working - a collaborative approach with relevant partners, from the private and public sector.
- Communication and co-ordination – to support partnership working and also improve links between local groups, communities, organisations and businesses; and with regional partners and the private sector.
- Inclusivity – to help enable residents from under-represented groups and those with multiple barriers to employment play a fuller part in their community.

7.86 The Strategy has four priorities, these are:

1. Digital Infrastructure and service provision accessibility
2. Digital inclusion and service provision take-up/usage
3. Digital skills and careers
4. The Gosport Digital Peninsula Partnership.

7.87 In delivering priority 1 of the Strategy, the planning system has a vital role to play to ensure the installation of the latest digital infrastructure and the provision of digital services as part of new development or redevelopment schemes. Therefore, Policy E5 requires all development to provide the latest digital infrastructure and digital services.

7.88 Building regulations set out gigabit broadband infrastructure and connectivity requirements for the construction of new homes in England. These regulations are supported by statutory guidance. Further information on broadband and new homes is available online[256].

7.89 The Council will work with developers, service providers and other partners to facilitate the provision of technology within the Borough including within the Regeneration Areas (RA1-RA10). Daedalus, the Haslar Peninsula and Sultan will be a particular focus in order to stimulate hi-tech businesses and training opportunities.

Telecommunication masts (Point 2 of Policy E5)

7.90 It is important the Borough has sufficient coverage of telecommunication masts and associated infrastructure while not detracting from the quality of the local environment. The NPPF states planning policies and decisions should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full-fibre broadband connections.

7.91 The number of radio and electronic communications masts, and the sites for such installations, should be kept to a minimum consistent with the needs of consumers, the efficient operation of the network and providing reasonable

[256] www.gov.uk/guidance/new-build-connectivity-information-for-developers

capacity for future expansion. Use of existing masts, buildings and other structures for new electronic communications capability (including wireless) should be encouraged.

7.92 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.

7.93 Where new sites are required (such as for new 5G networks or for connected transport and smart city applications), equipment should be sympathetically designed and camouflaged. The height of the proposed mast/antenna, the nature of ancillary equipment and the scope of landscaping and screening will be considered. Proposals must have regard to areas of landscape prominence and environmentally sensitive areas, such as the Strategic Gap, 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.

7.94 Planning applications for telecommunications development (including applications for prior approval under the General Permitted Development Order) should be supported by the necessary evidence to justify the proposed development. 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 LE12).

Further information

The Digital Peninsula, Gosport's Digital Strategy
www.gosport.gov.uk/GBLP2042

Solent LEP's Gosport Infrastructure Investment Plan
www.gosport.gov.uk/GBLP2042

7 General Development Policies: Design and Heritage

Design and Heritage

Introduction

8.1 With the publication of the National Design Guide in 2021, there is an increasing emphasis on higher design quality from development. The achievement of high quality design is integral to delivering many of the Council's objectives including creating well-designed places, tackling climate change, and improving health and wellbeing. The policies in this section seek to address a number of key design issues set out in Box 18.

Box 18: Summary of key design issues

- The Borough has a rich design heritage which needs to be protected and enhanced.
- High quality design is integral to achieving many Council objectives including carbon reduction, heritage protection and enhancement, and improved health and wellbeing.
- Exemplary design standards are expected within the Borough's Regeneration Areas.
- Sustainable design and construction can help to deliver local and national commitments to reduce carbon emissions to net zero by 2050.
- It is important that homes provide high quality living spaces and outdoor amenity space.
- Proposals in areas at risk from flooding should be designed to be adaptable, taking climate change into account, to ensure developments remain safe throughout their design life.

Policy DE1: Sustainable Construction

POLICY DE1: SUSTAINABLE CONSTRUCTION

1. **The design, construction and lifecycle of all development must contribute to the preservation of resources and the mitigation of, and adaptation to, climate change. This includes, but is not limited to, improving energy performance, minimising material use, reducing water use, and requiring all development to be zero carbon when Government policy allows. The use of recognised assessment tools or aiming for quality/exemplar standards is encouraged.**

2. **All residential development are encouraged to incorporate Passivhaus principles (or equivalent) to maximise the use of insulation, natural sunlight, solar gain and cooling, and natural ventilation.**

3. **All non-residential development over 500 sqm will need to achieve a BREEAM standard of at least 'Very Good' (or equivalent).**

   If the required BREEAM rating is considered to be financially unviable or technically unfeasible, this will need to be demonstrated with appropriate evidence in support of a planning application. In this instance, the applicant will be expected to meet the highest BREEAM score that is viable and feasible. An alternative certification process may also be acceptable where it can be shown to be approximately equivalent in outcomes.

4. **Retrofit and renovation schemes are encouraged to achieve a BREEAM standard of 'Very Good' (or equivalent).**

5. **Heritage proposals are encouraged to use a 'whole building approach'[257] to sustainable construction.**

EXPLANATION OF POLICY DE1

Overall approach (Point 1 of Policy DE1)

8.2 This policy applies to all development including extensions. The application of sustainable construction methods should be a holistic approach that considers all aspects of a building's design, construction and lifecycle and takes advantage of opportunities to reduce environmental impacts, in line with the concept of a circular economy. As a starting position this should include a consideration of whether the development can be incorporated into an existing structure through refurbishment, reducing the need for construction waste. Flexibility should be designed into all proposals, allowing buildings to adapt to changing needs.

8.3 Proposals will need to demonstrate how they have sought to improve a building's energy performance, such as through maximising the use of natural light, heat and ventilation, integrating high quality insulation and providing on-site renewables generation, where appropriate. The energy hierarchy should be applied to all developments, starting with:

1. Reducing the need for energy;
2. Maximising energy efficiency;
3. Maximising the potential for energy supply from decentralised, low carbon and renewable energy sources, including community-led initiatives;
4. Efficient use of fossil fuels from clean technologies.

8.4 The Future Homes Standard, which will be applied to all new homes through an uplift to building regulations, will require dwellings to be 'net-zero ready',

[257] https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/whole-building-approach-for-historic-buildings/

with super-efficient insulation, low-carbon heating and renewable ready systems, delivering up to an 80% reduction in carbon emissions[258].

8.5 Well-insulated buildings will help meet the Government's aspirations of all homes having an Energy Performance Certificate of at least C standard by 2035[259]. It is important that insulation is installed appropriately as there is the risk of overheating, which is a particular concern for older persons and can have a negative impact upon productivity levels. This could require costly and carbon-intensive retrofits such as the installation of air-conditioning units so should be avoided. The Chartered Institution of Building Services Engineers (CIBSE) provides guidance on how to assess the risk of overheating in a development, as well as examples on how to reduce its impact[260].

8.6 Reducing resource use, especially those from non-renewable sources, will be another key consideration. Materials should be sought which are robust, recycled or recyclable and can be easily maintained. The BRE 'Green Guide' provides further guidance on selecting sustainable construction materials[261]. Most forms of developments are required to prepare Site Waste Management Plans (SWMP) to ensure construction waste is reduced and these can be enforced through suitable planning conditions.

8.7 Water resilience is a major national concern and one which is likely to be exacerbated by climate change. Like much of the South East, Gosport is already classified as an area of 'moderate' to 'serious'[262] water stress, with some future scenarios putting the area in 'serious' water stress by 2050[263]. The Environment Agency supports the use of higher water efficiency measures in new build developments in water stress areas (see Policy LE13 for mandatory standards).

8.8 As described below, the Council encourages developments to use recognised assessment tools such as Passivhaus or BREEAM to demonstrate a proposal's application of sustainable construction principles. Alternative or equivalent assessment tools may also be supported, however developers are recommended to consult the Council's Planning Policy section as early as possible on the acceptability of this approach. Planning conditions and/or obligations will be used to secure the standard and performance ratings as appropriate.

Incorporating Passivhaus principles (Point 2 of Policy DE1)

8.9 Passivhaus is an internationally recognised standard for constructing high-efficiency, low-energy buildings. This is achieved through utilising high-

[258] https://www.gov.uk/government/consultations/the-future-homes-standard-changes-to-part-l-and-part-f-of-the-building-regulations-for-new-dwellings
[259] www.gov.uk/government/publications/clean-growth-strategy
[260] www.cibse.org/knowledge/knowledge-items/detail?id=a0q0O00000DVrTdQAL
[261] www.bregroup.com/greenguide/podpage.jsp?id=2126
[262] Portsmouth Water is classified as being under 'moderate' stress while Southern Water is under 'serious' stress. Portsmouth Water supply Gosport but Southern Water supplies much of the South East.
[263] www.gov.uk/government/publications/water-stressed-areas-2013-classification

performance insulation and windows, having no air leakages or thermal bridges, and orientating buildings to maximise the use of natural daylight and natural ventilation systems, while allowing for summer shade. This is often supplemented with mechanical ventilation with heat recovery[264].

8.10 The design and orientation of a building can increase the comfort of future occupiers and significantly reduce heating and cooling bills. New developments should aim to incorporate the following Passivhaus principles[265] into their designs, with proposals that achieve the Passivhaus Standard (see Box 19) being considered favourably:

- accurate design modelling using the Passive House Planning Package (PHPP);
- very high levels of insulation;
- extremely high-performance windows with insulated frames;
- airtight building fabric;
- 'thermal bridge free' construction;
- a mechanical ventilation system with highly efficient heat recovery.

8.11 The Council has undertaken a Whole Plan Viablity Assessment (WPVA) as required by national policy and guidance which informs the requirements in Policy DE1 and consequently the Council can only encourage the use of these standards rather then require them for residential development. The Council will encourage all residential development to aim to incorporate Passivhaus principles (or equivalent).

Achieve a BREEAM standard (Points 3 and 4 of Policy DE1)

8.12 The Building Research Establishment Environment Assessment Method (BREEAM) provides a range of technical standards[266] to help assess developments in terms of their environmental impacts, comfort levels and health benefits (see Box 19).

8.13 All **non-residential** will be expected to use the most up-to-date and relevant BREEAM technical standard and achieve a rating of at least ‘Very Good’ (or equivalent) which has been supported by the WPVR. Developments that exceed this rating will be considered favourably.

8.14 Independent assessors licenced by BRE and funded by the developer must be used to assess the proposal. It will be necessary for planning applications to submit a pre-assessment estimator, an interim (design stage) and final (post-completion stage) certificate. Planning conditions and/or obligations will be used to secure the certificate rating issued at the pre-construction and post-occupation stages.

[264] www.passivhaustrust.org.uk/what_is_passivhaus.php
[265] www.passivhaustrust.org.uk/what_is_passivhaus.php
[266] https://breeam.com/standards

8.15 If the required BREEAM rating is considered to be financially unviable or technically unfeasible for non-residential, this should be demonstrated with appropriate evidence in support of a planning application. In this instance, the applicant will be expected to meet the highest BREEAM score that is viable. An alternative certification process may also be acceptable, where it can be shown to be approximately equivalent in outcomes.

8.16 The annual new build housing rate in the UK equates to approximately 1% of the housing stock, with many existing buildings being desirable to retain on design and heritage grounds. Therefore it order to achieve national carbon reduction targets, the refurbishment and retrofitting of existing buildings with sustainable technologies, materials and designs will be an essential step. Such schemes should make use of the most up-to-date and relevant BREEAM technical standard for refurbishment and retrofit and achieve a rating of at least 'Very Good'. Developments that exceed this rating will be considered favourably. Refurbishment and retrofit schemes should accord with other policies in this Local Plan, such as Policy D9 and D10.

Heritage proposals (Point 5 of Policy DE1)

8.17 Heritage proposals should take a 'whole building approach'[267] to sustainable construction, prioritising the long-term health of the building and its occupants. This approach should seek to achieve environmental improvements that are proportionate, sensitive to heritage significance and demonstrably 'best for building'. Further advice on retrofit and energy efficiency in historic buildings can be found on the Historic England website[268].

Box 19: Sustainable construction standards

What is the Passivhaus Standard?

A Passivhaus is a building in which thermal comfort can be achieved solely by post-heating or post-cooling the fresh air flow required for a good indoor air quality, without the need for additional recirculation of air. (Passivhaus Institut)

What is BREEAM?

BREEAM technical standards are an environmental assessment method devised by the Building Research Establishment (BRE) for non-residential developments and include BREEAM UK New Construction, BREEAM UK Refurbishment and Fit-out, and BREEAM Communities. Performance is measured across a range of criteria including Management, Health and

[267] https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/whole-building-approach-for-historic-buildings/
[268] https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/

Wellbeing, Energy, Transport, Water, Materials, Waste, Land Use and Ecology, Pollution, and Innovation. Developments receive a BREEAM rating based on the score they achieve from mandatory and optional credits.

Further information

Passivhaus Trust
www.passivhaustrust.org.uk

Green Guide to Specification
www.bregroup.com/greenguide/podpage.jsp?id=2126

The Clean Growth Strategy (HM Government, 2017)
www.gov.uk/government/publications/clean-growth-strategy

BREEAM Technical Standards
https://breeam.com/standards

Policy DE2: Residential Design

POLICY DE2: RESIDENTIAL DESIGN

1. **All residential development should provide a high quality living environment for occupiers and neighbouring residents by:**

   a) **meeting or exceeding the nationally described space standards[269];**
   b) **ensuring the attributes set out in Policy D9 are achieved;**
   c) **providing each dwelling with suitable private outdoor amenity space, outlook and light; and**
   d) **building in adaptability for changing future needs by having:**

      i. **spaces which are designed to be flexible and adaptable;**
      ii. **at least 15% of all new dwellings achieve Category 2 standard of Part M of the Building Regulations[270];**
      iii. **on schemes of over 100 dwellings (gross), at least 2% of market housing and 5% of affordable housing achieve wheelchair accessible Category 3 standard of Part M of the Building Regulations.**

[269] Technical housing standards – nationally described space standard (MHCLG, 2015): www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard
[270] www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m

2. **Residential developments should provide a balanced mix of parking solutions for vehicles and cycles, in line with Policy DE3, that are integrated into the design and layout without allowing vehicles to become visually dominant.**

3. **All new residential dwellings should ensure that convenient and secure storage space is provided for refuse, recycling and organic waste, and post and packages, to meet the likely needs of the household and without detriment to the wider street scene.**

4. **Extensions, parking layouts, boundary treatments and materials should be subservient to the host residential dwelling unless robust justification is provided.**

5. **Proposed residential developments comprised of gated communities that fail to improve wider accessibility where this could be reasonably achieved will not be supported.**

EXPLANATION OF POLICY DE2

8.18 The NPPF is clear that creating high quality buildings and places is fundamental to the planning and development process. For many people their home is their most important space, and one which has specific needs, which is why this policy provides focus on designing high quality homes.

8.19 This policy applies to all residential development including new build and conversion and should be read in conjunction with Policy D9 which provides overarching design requirements for all developments. Reference should also be made to the National Design Guide[271] and the Council's Design SPD[272] which add detail on how high quality development can be achieved.

Providing adequately sized habitable rooms (Point 1a of Policy DE2)

8.20 The provision of adequately sized rooms is essential to the delivery of a high quality living environment[273]. In particular, in higher-density developments and family accommodation the quality of internal space requires careful consideration. The National Design Guide recognises the importance of room sizes including floor-to-ceiling heights and internal storage spaces, while the Council's Design SPD includes discretionary space standards.

8.21 In 2015 the Government introduced 'Technical housing standards – nationally described space standard'[274]. The starting point will be for all new homes, including subdivisions of larger properties and conversions, to meet

[271] www.gov.uk/government/publications/national-design-guide
[272] www.gosport.gov.uk/article/1276/Design-SPD
[273] www.architecture.com/-/media/GatherContent/Space-Standards-for-Homes/Additional-Documents/RIBACaseforSpace2011pdf.pdf
[274] www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard

or exceed the national space standards. Where a development is unable to meet the national space standards robust evidence will need to be submitted explaining why, and demonstrating that every effort has been made to reach the standards.

8.22 To adopt the optional housing standards, the Planning Practice Guidance (PPG) states that local authorities need to address the issues of need, viability and timing[275]. The Council agrees with the Government's standards and recognise that they represent industry good practice. South Hampshire authorities have undertaken research which demonstrates a local need for space standards. Consequently the Council considers it appropriate to take a common approach and include them in the Local Plan.

Providing suitable outdoor amenity space (Point 1b and 1c of Policy DE2)

8.23 It is necessary for proposals to consider the design attibutes set out in Policy D9. Private amenity spaces enhance visual and outdoor amenity and enjoyment, and can provide some privacy and separation from adjoining public space. Front gardens can incorporate planting to add natural features within the public realm, enhancing local wellbeing and biodiversity.

8.24 All dwellings should have access to adequate private, semi-private or communal outdoor amenity space which is of sufficient size to meet the needs of the likely number of occupants. Such amenity space should be designed to provide a good level of amenity by providing a reasonable degree of privacy from the surrounding properties and maximising levels of daylight and fresh air. Communal amenity spaces should feel safe and secure for their users, providing a social area for relaxation, socialising and play. They must be overlooked, easily accessible for all residents and have a suitable management regime, such as community management. Further guidance on designing amenity spaces can be found in the National Design Guide and the Council's Design SPD. Where suitable amenity space cannot be provided, robust justification as to why this cannot be achieved will be required. Issues such as outlook and light should also be considered with further guidance set out in the Design SPD.

Adaptability and accessibility for changing future needs (Point 1d of Policy DE2)

8.25 National planning guidance specifically addresses the issue of adaptable and accessible housing. This form of housing enables people to live more independently later into life, improving wellbeing and saving on health and social costs in the future. The guidance states that it is better to build accessible housing from the outset rather than make expensive adaptations at a later stage.

[275] www.gov.uk/guidance/housing-optional-technical-standards

8.26 Flexibility and adaptability should be built-in to allow dwellings to accommodate changing future needs for people at different stages of life and with different abilities. This includes having rooms which can be used for multiple purposes such as a bedroom, a guest room or a home office, or building lofts which can easily be converted. The size, location and design of such spaces will be crucial to achieving these outcomes. While open plan designs can facilitate some adaptability it can also create limitations, so requires careful consideration. Flexibility for technological change should also be considered, such as increased use of electric vehicles, full-fibre broadband or remote working.

8.27 Evidence demonstrates that Gosport has a growing need for more accessible units including wheelchair accessible homes[276]. The Council has therefore adopted the optional accessibility and wheelchair housing standards[277], relating to Approved Document M (Access to and Use of Buildings) of the Building Regulations (2015)[278], which replaces the Lifetime Homes standards (which were set at 15% of all dwellings). Developments which exceed these standards will be supported.

8.28 Category 2 standard of Part M of the Building Regulations are accessible and adaptable dwellings which make reasonable provision for most people to access the dwelling and incorporates features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users. Category 3 standard of Part M of the Building Regulations is where a dwelling makes reasonable provision, either at completion or at a point following completions, for a wheelchair user to live in the dwelling and use any associated private outdoor space, parking and communal facilities. Further details are set out in Approved Document M.

8.29 As set out in PPG, Local Plan policies should take into account site specific factors such as vulnerability to flooding, site topography, and other circumstances which may make a specific site less suitable for M4(2) and M4(3) compliant dwellings, particularly where step free access cannot be achieved or is not viable. Where step-free access is not viable, neither of the Optional Requirements in Part M should be applied. Therefore, where such circumstances are demonstrated the Council will apply the standards flexibly.

Developments should provide a balanced mix of parking solutions (Point 2 of Policy DE2)

8.30 How parking is arranged can have a fundamental impact on the quality of place. New planting including trees and shrubs can be used to soften the

[276] See Housing Background Paper: www.gosport.gov.uk/GBLP2042
[277] Building Regulations Standards M4(2) and/or M4(3)
[278] www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m

visual impact of car parking. Policy DE3 covers the issue of car and cycle standards in more detail.

Convenient and secure storage space (Point 3 of Policy DE2)

8.31 The safe and convenient storage, management and collection of refuse, recycling and food waste to meet the likely needs of the household should be integrated so that bins are not visible from the street. Proposals should meet the Council's guidance[279] including demonstrating that bins can be conveniently taken to a collection point which is clearly shown on plans, and that refuse vehicles can safely access the site where required.

8.32 Incorporation of safe and secure places for the storage of post and package delivery should also be considered. Utilities including water, electric and lighting systems should be discreet and well-designed, making them easy to access, clean and maintain.

Extensions, parking layouts, boundary treatments, and materials (Point 4 of Policy DE2)

8.33 Alterations or additions to existing homes should seek to match or compliment the host dwellings in terms of materials and design, and be subservient in terms of size and scale, unless robust justification is provided to the contrary. Materials should be durable, robust and maintainable and chosen with regard to their visual qualities and contribution to the character of the area. Where applied, robust boundary treatments should be utilised to create defensible spaces that distinguish between public and private realm.

Gated communities (Point 5 of Policy DE2)

8.34 Developments should seek to improve accessibility across the Borough, particularly for walking and cycling routes. Developments which seek to create gated communities will not be supported.

[279] www.gosport.gov.uk/article/1276/Design-SPD

Policy DE3: Layout of Sites and Parking

POLICY DE3: LAYOUT OF SITES AND PARKING

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

1. **Safe and convenient routes for pedestrians and cyclists which link with the existing network are prioritised.**
2. **Existing public rights of way are safeguarded or enhanced where appropriate.**
3. **There is improved access to existing bus stops in all developments where necessary, and 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. **Where vehicular access is from a Classified Road there is adequate provision made to enable vehicles to enter and leave the road in a forward gear.**
6. **Sufficient visibility and lighting is provided for the safe and convenient use of the roads, cycle tracks, paths and parking places.**
7. **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.**
8. **Provision is made for the adequate parking for cars, motorcycles, bicycles and where appropriate, goods vehicles. Where the use of on-street car parking is considered likely to occur, a parking survey will need to be submitted, demonstrating that there will not be an unacceptable impact.**
9. **Provision is made for electric vehicle (EV) parking and charging in accordance with the latest Government standards.**
10. **Access and parking for people with disabilities is provided in accordance with the relevant current standards.**

EXPLANATION OF POLICY DE3

Pedestrian and cycle routes (Point 1 of Policy DE3)

8.35 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, particularly in support of first-mile / last-mile principles. 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 the reliance on the private car and encourage patronage of local shops.

Rights of Way (Point 2 of Policy DE3)

8.36 The 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 (see Policy LE4).

Bus routes and bus stops (Point 3 of Policy DE3)

8.37 Developments should be designed so that bus stops are within easy walking distance of all parts of the site and can be safely accessed. Where necessary, all developments should improve access to existing bus stops. It is important that the highway layout in larger new developments provides adequate potential for bus services to operate within the site. Bus operators should be engaged early in the planning process to ensure the required infrastructure forms part of the overall design process. 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 4-7 of Policy DE3)

8.38 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.

8.39 To aid safety, and help avoid congestion on principal routes within the Borough, where a new access from a Classified Road is proposed, such access will only be permitted where it is sufficiently demonstrated that road safety would not be adversely affected nor would the access affect the free flow of traffic. Adequate provision should normally be made to enable vehicles to enter and leave the Classified Road in a forward gear. Any exceptions would need to be considered in liaison with the Local Highway Authority.

Parking (Point 8 of Policy DE3)

8.40 The Council's Adopted Parking SPD[280] 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, and ensure developments are planning in accordance with the Parking SPD's Core Objectives (Box 20).

Box 20: Core Objectives of the Parking SPD

- To ensure that all new development is provided with sufficient convenient parking to meet its reasonable needs in the present and foreseeable future, including adequate parking provision for cycles, motorcycles and, where appropriate, goods vehicles.
- To ensure that sufficient parking space is provided, distributed and allocated in a manner that prevents significant harm to the appearance, accessibility, structural integrity, function and safety of the highway with regard to the reasonable and lawful needs of all highway users.
- To ensure the proposed numbers of parking spaces and distribution are adequate to protect the amenity of existing residents and the needs of businesses and services, including the ability to park where necessary on the street in locations convenient to homes and premises.
- To encourage good and efficient design of parking places integral to the layout of the site and compatible with other design considerations.

8.41 For parking spaces to be effective, particularly off-street ones, they need to be of an appropriate size and layout. As described in the SPD, modern cars are getting larger, and many car parking spaces are not of sufficient size to accommodate them or provide convenient access. As such, many garages and driveways are not being used for their intended purpose, leading to on-street overspill, creating additional parking stress and potentially highway hazards. Car parking spaces should be of a sufficient size to facilitate convenient and safe loading and unloading on all sides, be future-proofed, and in the case of garages, include appropriate levels of additional storage space for bicycles and other apparatus.

8.42 The SPD indicates where car parking may be reduced, for example in areas with higher levels of accessibility to alternative modes, in the interests of encouraging modal shift and making efficient use of land. It must be clearly justified and evidenced that any developments with a reduced parking provision still accord with the Core Objectives of the Parking SPD and will not result in overspill parking or be detrimental to the safety and function of the highway or residential amenity.

[280] www.gosport.gov.uk/article/1240/Supplementary-Planning-Documents-SPD

8.43 Where the use of on-street parking is considered likely to occur, an application should be supported through the submission of a parking survey, undertaken in line with the Lambeth methodology[281]. This should demonstrate that there is sufficient on-street capacity to accommodate the development's parking needs, without undermining the SPD's Core Objectives, including protecting the amenity of existing residents and businesses.

8.44 In order to support and promote sustainable modes of transport, developments will be expected to provide convenient and secure cycle parking which should be integral to the design in accordance with the Parking SPD. Good quality, secure cycle parking for both long and short stay provision is integral to encouraging ownership and use.

Electric Vehicle parking and charging (Point 9 of Policy DE3)

8.45 In light of Government carbon reduction targets, the phasing out of new internal combustion engine vehicles, and the uptake in ownership of electric vehicles, developments must provide parking and charging facilities for such vehicles.

8.46 Provision must be made for electric vehicle (EV) parking and charging in accordance with the latest Government standards. Current standards are set out in the UK Building Regulations 2022 (approved Document S). All electric vehicle chargepoints and infrastructure must conform to and be installed in accordance with the relevant technical standards.

Access and parking for disabled people (Point 10 of Policy DE3)

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

[281] www.lambeth.gov.uk/planning-building-control/planning-policy-guidance/supplementary-planning-documents-other-policy-guidance/planning-policy-guidance-notes

Policy DE4: Designated Heritage Assets

Introduction

8.48 Designated heritage assets are those of national significance, as defined in Box 11, and are afforded the highest level of planning protection through national policy and legislation. The Borough has over 500 Listed Buildings, 18 Conservation Areas, 14 Scheduled Monuments and 2 Registered Parks. Due to the density and quality of this heritage, and the need to consider the setting of historic assets, this policy will apply to a high number of proposals within Gosport. This policy may also apply to currently unidentified buildings, structures, landscapes or archaeological remains. These are heritage assets yet to be identified which could become designated as a result of further assessment and may be of national importance.

POLICY DE4: DESIGNATED HERITAGE ASSETS

1. **Planning permission will not be granted for development proposals that would harm the significance of a designated heritage asset, taking into account the contribution to significance made by its setting, unless in exceptional circumstances a clear and convincing justification can be made in accordance with the requirements of national policy and guidance. For assets of the highest significance, substantial harm should be wholly exceptional.**

2. **Planning permission will be granted for proposals that make a positive contribution to, or better reveal the setting of a designated heritage asset.**

EXPLANATION OF POLICY DE4

Designated heritage assets (Points 1 and 2 of Policy DE4)

8.49 Proposals[282] that would harm the significance of a designated asset will not be permitted, including proposals that would have a detrimental impact on the special architectural or historic character of the building or structure, unless clear and convincing justification is provided and other benefits identified in line with national policy. The NPPF sets out the tests for considering proposals affecting heritage assets based on whether it would cause less than substantial harm, substantial harm, or total loss, and whether substantial public (not private) benefits of the proposal would outweigh the harm. It needs to be demonstrated that all reasonable efforts have been made to sustain the existing use, including through appropriate marketing. Where impacts are identified the proposal should mitigate the

[282] This could include but is not limited to the removal, repair, replacement or alteration of internal and external features of a building which affect its character.

extent of the harm to the significance of the asset, and works proposed should be the minimum required to secure the long-term use of the asset, in line with the definition of optimum viable use[283].

8.50 Proposals which involve the carrying out of works to a Scheduled Monument require Scheduled Monument Consent. Where such consent is needed, Historic England should be consulted at an early stage in the design process. Substantial harm to Scheduled Monuments and other assets of highest significance should be wholly exceptional.

8.51 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 some cases this use will no longer be practical or viable and a new optimum viable use will need to be found, which causes the least harm to the significance of the asset. 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.

8.52 In those exceptional circumstances where harm to a designated heritage asset can be fully justified, and development would result in the partial or total loss of the asset and/or its setting, the applicant will be required to secure a programme of recording and analysis of that asset. This must include archaeological excavation where relevant, and the publication of that record to an appropriate standard in a public archive.

8.53 The setting of a heritage 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 the significance of the asset through development in its setting.

Policy DE5: Conservation Areas

Introduction

8.54 There are currently 18 Conservation Areas within Gosport, and while they distributed around the Borough, there is a particular concentration within the historic southern and eastern quarters. The Council periodically reviews its conservation areas, their plans and appraisal documents, so new and amended areas may be adopted during the Plan period. This policy will apply to all buildings within conservation areas, as well as those that might affect their character and appearance through development in their setting.

8.55 Properties with conservation areas may be subject to additional planning restrictions, such as the lack of, or amended, permitted development rights.

[283] www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment

Owners of properties within conservation areas are encouraged to seek advice, including from the Council, before beginning any works.

POLICY DE5: CONSERVATION AREAS

1. **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 character and appearance of the Conservation Area, including features of special architectural or historic interest; and**
   b) **it conserves or enhances the setting of the Conservation Area and is not detrimental to inward or outward views.**

2. **Proposals to demolish a building in a Conservation Area will be permitted provided it has been demonstrated that:**

   a) **the building does not positively contribute to the character or appearance of the area; and**
   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 DE5

Conservation Areas (Points 1 and 2 of Policy DE5)

8.56 In determining planning applications for new development including changes of use within designated conservation areas, the 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 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 HER and other evidence included in Box 21 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 Council with an appropriate detailed assessment of the special interest of the area and how a proposal would conserve or enhance the character and appearance of the area and other benefits identified in line with national policy.

8.58 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 character and appearance. Any proposal 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 conservation or enhancement of the conservation area.

8.59 Proposals which would have a significant adverse impact upon the character or appearance of a conservation area would not normally be acceptable in planning terms, except where it is necessary to secure the future conservation of a heritage asset. In such instances the most up-to-date guidance from Historic England will be taken into account[284].

8.60 The 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 that make this contribution. There are occasionally cases where demolition could, as a last resort, be accepted. Proportionate justification for such action will be required against the criteria set out in the latest Government guidance including the NPPF, the PPG[285] and other relevant guidance notes[286]. Where the loss of a whole or part of a building is permitted by the Council it will be necessary to ensure that new development will proceed after the loss has occurred as set out in the NPPF. The Council will support proposals for new development in a conservation area or its setting which enhance or better reveal their significance.

Policy DE6: Locally Important Heritage Assets

Introduction

8.61 Locally important heritage assets, as defined in Box 11, have been designated by the Council and include around 100 Locally Listed Buildings[287] and seven Parks and Gardens of Local Historic Interest. Such assets are considered by the Council to be of local historic, architectural, artistic and/or archaeological interest or make a particular contribution to the character and appearance of an area. While they are non-designated

[284] https://historicengland.org.uk/images-books/publications/gpa4-enabling-development-heritage-assets
[285] www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment
[286] https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/
[287] Includes 'buildings of architectural and historic interest' within conservation areas.

heritage assets, each case for their conservation or enhancement warrants special consideration in determining any proposals relating to them. This policy may also apply to currently unidentified buildings, structures, landscapes or archaeological remains. These are heritage assets yet to be identified which could become locally important as a result of further assessment.

POLICY DE6: LOCALLY IMPORTANT HERITAGE ASSETS

1. **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 significance of the asset; and**
   b) **an appropriate historic environment desk based study, supplemented by field evaluation where needed in the case of archaeological interest, has been carried out demonstrating how the proposal will conserve or enhance the locally important heritage asset.**

2. **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 historic, architectural, artistic and/or archaeological interest;**
   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.**

EXPLANATION OF POLICY DE6

Locally important heritage assets (Points 1 and 2 of Policy DE6)

8.62 When determining planning applications that affect locally important heritage assets, the 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, artistic, architectural 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
- Whether the benefits (economic, environmental and/or social) of a proposal outweigh the significance of the asset.

8.63 Applicant's should use existing available evidence including the Historic Environment Record (HER), historic maps and other evidence (see Box 21) to inform their proposals and set out key considerations in a heritage statement.

8.64 There may be some circumstances where enabling development may be acceptable. In these instances, while the proposal would be contrary to policy, it would secure the future conservation of the heritage assets and consequently the benefits would outweigh any potential harm. The Council will use Historic England's guidance on enabling development to assess such proposals[288].

8.65 Where the loss of a locally important heritage asset is proposed and the developer has provided clear evidence in relation to the above considerations, the Council will only consider such a loss if:

- The proposed scheme is high quality and would enhance the local setting and deliver benefits that outweigh the anticipated harm to heritage significance; and
- The new development will proceed within a reasonable and agreed timescale.
- The proposal includes a programme of recording and analysis of that asset, and archaeological excavation where relevant, and ensure the publication of that record to an appropriate standard in a public archive.

8.66 Development proposals that may affect archaeological sites and monuments that are locally important heritage assets (i.e. not statutorily protected) will be carefully assessed to ensure that the impact on such sites is minimised. Where there is evidence that archaeological remains may exist, the 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, and its finding fully explained within the heritage statement.

[288] https://historicengland.org.uk/images-books/publications/gpa4-enabling-development-heritage-assets

8.67 Where the physical preservation of archaeological remains is not considered possible or feasible, the 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.

8.68 Research and documentation should be deposited with the HER and the relevant Records Office, subject to advice from the County Archaeologist. The results should be publicly disseminated, where appropriate, in order to contribute positively to the area's sense of place and distinctiveness.

Box 21: Historic interest evidence

This list includes the most common sources of local information and guidance, but is not intended to be comprehensive.

Historic Environment Record (HER)
Maintained by Hampshire County Council, this is the archaeology and historic buildings record for the county and includes the Atlas of Hampshire's Archaeology. 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.

https://www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment

Conservation Area Appraisals
Produced by the Council for various Conservation Areas in the Borough.

www.gosport.gov.uk/article/1224/Conservation-Areas

Local List of Heritage Assets
This includes buildings of local interest and locally important parks and gardens using recognised criteria.

www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation

Gosport Borough Townscape Assessment (GBC 2013)
Provides an assessment of the different character areas within the Borough.

www.gosport.gov.uk/article/1309/Part-E-Topics-Evidence-Studies-and-Guidance

Supplementary Planning Documents
There have also been various SPDs produced for specific areas: Daedalus;

Gosport Waterfront and Town Centre; Marine Parade Area of Special Character and Lee West Area of Special Character.
www.gosport.gov.uk/article/1240/Supplementary-Planning-Documents-SPD

Policy DE7: Areas of Special Character

POLICY DE7: AREAS OF SPECIAL CHARACTER

1. **The 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:**

   a) **a high standard of design and layout is achieved that reflects the townscape qualities and visual appearance of the seafront; and**
   b) **it is in accordance with the guidance set out in the Marine Parade Area of Special Character SPD: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.**

3. **Within the Lee West Area of Special Character (as shown on the Policies Map) development proposals will be permitted subject to the following criteria:**

   a) **a high standard of design and layout is achieved that reflects and where possible, reinstates, the townscape qualities and visual appearance of the area of special character; and**
   b) **it is in accordance with the guidance set out in the Lee West Area of Special Character SPD.**

EXPLANATION OF POLICY DE7

Overall approach (Point 1 of Policy DE7)

8.69 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 exceptional 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. All developments within Areas of Special Character should have regard to this policy and any associated supplementary planning guidance.

8.70 These characteristics in most instances have been considered in the 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 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 within a Supplementary Planning Document and subject to public consultation.

Marine Parade Area of Special Character (Point 2 of Policy DE7)

8.71 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 built prior to the adoption of the Marine Parade Area of Special Character SPD.

8.72 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).

8.73 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)[289]. Although there are a few

[289] www.gosport.gov.uk/article/1275/Marine-Parade-Area-of-Special-Character-SPD

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 Council regards the overall appearance and character of the seafront area as meriting special consideration in determining proposals for development.

8.74 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.

8.75 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.

8.76 These are all important qualities which define the area's built form and can help guide potential development. Detailed guidance is contained within the Marine Parade Area of Special Character SPD. In addition, the Daedalus SPD sets the design context for development proposals along the Marine Parade frontage within the Daedalus site (see also Policy RA10).

8.77 The issues relating to vehicular access are further detailed in the Marine Parade Area of Special Character SPD.

Lee West Area of Special Character (Point 3 of Policy DE7)

8.78 Lee West forms part of the original settlement of Lee-on-the-Solent, with a distinct urban style composed of two-storey dwellings set within generous plots, landmark corner buildings, and an attractive streetscape featuring grassy verges and trees.

8.79 The focal point of Lee West is Victoria Square upon which a church was constructed in the 1880s. The church was rebuilt in the 1930s, during which time a number of the remaining plots in Lee West were developed, giving the area a mix of Victorian and inter-war architecture. This character was sufficient for the Council to adopt the Lee West Area of Special Character

SPD[290] in 2019, which described the four distinct areas in Lee West in more detail, as well as outlining opportunities for enhancements.

8.80 The distinct townscape qualities which are evident within the whole of Lee West include:

- buildings set within their generous Victorian plots;
- consistent building line set back from the pavement;
- relative uniformity in ridge and parapet height amongst groups of buildings;
- preponderance of large pitched and hipped roofs;
- garden walls with hedgerows and mature trees; and
- grassy verges with street trees.

8.81 Like the neighbouring Marine Parade, the character of Lee West has suffered from erosion. Unsympathetic developments in terms of style and scale have occurred, a number of front gardens and walls have been removed, and mature trees and vegetation have been lost.

8.82 The Council will support innovative design which enhances the overall appearance and character of Lee West. Proposals which reinforce and reinstate the local character of the area will also be supported. All new developments should be of high quality and relate to its surrounding context and scale, with consideration given to the special characteristics identified within the Lee West Area of Special Character SPD.

[290] www.gosport.gov.uk/leewestspd

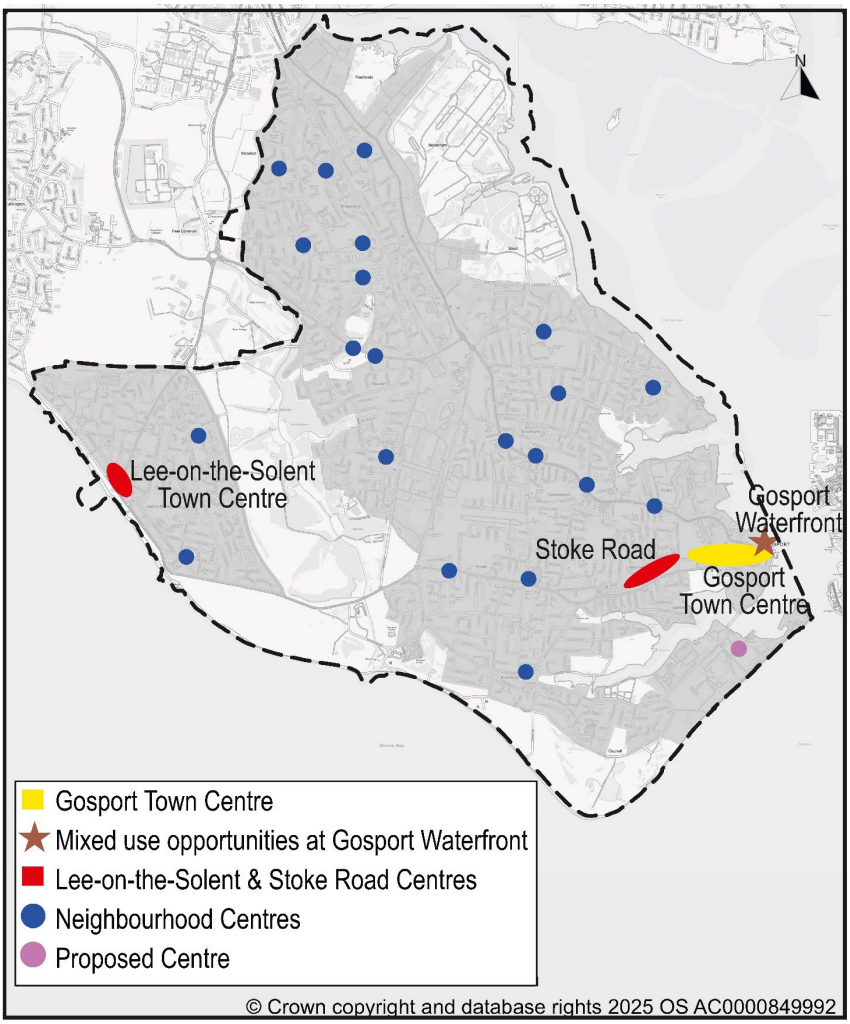
8 General Development Policies: Centres

Centres

Introduction

9.1 The Borough's centres (see Plan 22) provide access to a diverse range of goods and services across the Borough. They also serve as important local community hubs providing space for a diverse range of community activities.

Plan 22: Location of Principal, District and Neighbourhood Centres



9.2 A key element of the Local Plan is to retain and enhance Gosport's centres in ways that will allow them to remain as the focus for local communities providing a greater choice of services and facilities including education, health and social care, community, cultural and leisure uses.

9.3 The Council will seek to promote a greater diversity of uses appropriate to the role and function of each centre within the overall hierarchy. Residential development will also form part of that mix of uses and will be encouraged in appropriate locations, for example on upper floors whilst the ground floor of commercial units will be retained for retail, commercial, community and leisure uses to help support the vitality of centres. This approach will

encourage increased footfall to support existing and new businesses. This will be particularly important in both the context of responding to changing shopping habits, emerging market trends and the business requirements of the retail, leisure and tourism sector.

9.4 There are a number of significant challenges facing the Borough's centres whose primary function has been traditionally to maintain and promote a retail core along with other key ancillary services. However alongside the challenges there are also significant opportunities for centres to repurpose moving forward. This includes taking account of changes in the retail sector, capitalising on Gosport's rich heritage, tourism and leisure potential, and providing a focal point for supporting local community activities and services.

Box 22: Retail and centres summary of key issues and opportunities

- The pandemic has accelerated trends for online shopping and the economic fall-out has led to an increase of vacancy rates, although there have been recent signs of improvements.
- Whilst Gosport Town Centre will remain the main retail destination for the Borough, it is vulnerable to a decline in the retail market given the current climate for store closures and the competition from larger nearby centres in the region.
- Gosport Town Centre and the other centres in the Borough will need to embrace new trends and build in resilience to adapt to future changes. This will be based, in part, on identifying and building on unique attractions and competitive positioning where possible, and embracing the digital transformation of centres through the Council's Digital Peninsula initiative.
- Greater diversification is required with a wider range of retail, leisure, cultural, heritage, employment, tourist and other amenities/attractions including marine leisure. This could be supported by a mix of new homes and apartments on the edge of and/or 'on top of' centres to help boost their resident and working catchment populations in the most sustainable and commercially effective way.
- Improvements of the environment and public realm will encourage visitors to spend more time within centres.
- Improvements to accessibility to, and within, centres will attract footfall.

9.5 The Council has and continues to be engaged in a number of key initiatives to support the development of the High Street including the recent Borough wide Heritage Action Zone (HAZ) and the High Street HAZ projects, a programme of arts and cultural events, the UK Shared Prosperity Fund for 'Digital Peninsula' initiatives in the Town Centre and investment from the Local Regeneration Fund.

9.6 The Council also recognises the important role arts and culture can play in both the social and economic well-being of residents and visitors, including in supporting tourism and regeneration in the Borough. Gosport has been named an Arts Council England 'Priority Place' and a 'Levelling Up for Culture' place, this emphasises the need for enhanced cultural provision in the centres and Borough as a whole. The Council has produced a Cultural Strategy[291] and has developed an on-going programme of Borough-wide arts and cultural events and experiences. Many of these initiatives can be hosted within the Borough's centres including speciality markets and outdoor arts and performances. These opportunities assist in drawing residents and visitors into the centres, increasing footfall, dwell time and expenditure.

9.7 There are 25 existing centres in Gosport as shown in Table 7 below, and a proposed centre at Blockhouse (see Policy RA3 for further details).

Table 7: Hierarchy of existing and proposed centres in Gosport

Principal centre		
Gosport Town Centre		
District centres		
Lee-on-the-Solent		
Stoke Road		
Neighbourhood centres		
Alver Village	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		**Proposed**
		Blockhouse

[291] Gosport Cultural Strategy 2023-2032: www.gosport.gov.uk/article/2570/Gosport-Cultural-Strategy-2023-2032

Policy C1: Centres

POLICY C1: CENTRES

1. **The vitality and viability of the Borough's centres (as set out in Table 7) will be maintained and enhanced wherever possible. Where planning permission is required, permission will be granted for appropriate main town centre uses, as defined in the NPPF, as appropriate to the hierarchy of Principal, District and Neighbourhood centres.**

2. **All uses within a centre frontage (as identified in Appendix 4) will be required to maintain an active shop window display that is appropriate to the building.**

3. **Planning permission will be granted for proposals for residential development in appropriate locations within the Principal, District and Neighbourhood centres provided that:**

    a) **they do not result in the loss of a ground floor commercial unit with street frontage (subject to Point 4 below);**
    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 the residential accommodation.**

4. **Any development of a larger unit (350 square metres or more, including servicing areas such as store rooms, staff facilities and toilets), in the Principal and District centres, that would result in the permanent loss of more than 25% of ground floor commercial or community floorspace will not be permitted unless a suitable commercial ground floor unit with street frontage is retained and the following criteria is demonstrated:**

    a) **the proposal would result in substantial regeneration benefits which outweigh the loss; and**
    b) **the retail unit is vacant; and it can be clearly demonstrated through evidence of extensive, active and realistic marketing over a period of at least 12 months that there is a lack of demand for an alternative main town centre use.**

5. **Hot food takeaway and fast food outlet uses will only be permitted within a centre if the proposal accords with Policy C5.**

EXPLANATION OF POLICY C1

Retail hierarchy (Point 1 of Policy C1)

9.8 The established hierarchy of centres in the Borough will be maintained and enhanced wherever possible. Plan 22 and Table 7 shows the location of centres across the Borough. There is one Principal centre, two District centres and 22 existing Neighbourhood centres. The boundaries of each centre are shown on the Policies Map with more detailed maps including identified frontages contained in Appendix 4.

9.9 The order of the centres in the hierarchy reflects their size and the role they perform in terms of the goods and services provided. Each type of centre performs a distinct and complimentary role. Gosport Town Centre will remain the Principal Shopping Centre supported by the District Centres of Lee-on-the-Solent and Stoke Road with the Neighbourhood centres serving the needs of their immediate catchment communities.

Gosport Town Centre

9.10 Gosport Town Centre contains a variety of convenience and comparison shops including a range of national multiples and local independent businesses. It also contains other non-retail functions such as the Discovery Centre, the Gosport Museum and Art Gallery, and the Town Hall.

9.11 However Gosport Town Centre remains vulnerable to competition from higher order centres in the South Hampshire sub-region and the effects of changes to the traditional retailing and commercial services role of town centres.

9.12 Gosport Town Centre is within the Gosport Town Centre and Stoke Road Regeneration Area (see Policy RA2). A specific policy approach has been developed for the Town Centre which seeks to promote a greater flexibility of uses to support and encourage a greater diversity of facilities, services, arts and culture within the Town Centre alongside the traditional retailing role. Facilitating access to art and culture is an important objective for the Council in Gosport Town Centre. Many of these initiatives can be hosted within the Borough's centres including speciality markets, and outdoor arts and performances. These opportunities assist in drawing residents and visitors into the centres, increasing footfall, dwell time and expenditure.

9.13 The Council's policy approach is supported by the Gosport Retail, Leisure and Tourism Study (2019/20) (GRLTS) which forecasts that no significant new retail floorspace is required during the plan period. This study was updated by the Gosport Retail, Leisure and Tourism Study 2025. The 2025 study recommends a more flexible approach to non-Class A1 uses[292] within the primary shopping area of the Town Centre and identifies the potential in

[292] It is noted that the Use Classes Order 2020 has resulted in changes to use classes.

the centre to improve leisure related uses and residential development in appropriate locations to increase quality dwell time allowing the Town Centre to fulfil a key role within the Gosport Town Centre, Gosport Waterfront and Haslar Peninsula area. The study confirms there is no requirement to provide either additional convenience or comparison retail floorspace over the plan period.

9.14 Evidence from the 2025 study shows that the average spend on leisure activities in Gosport is dominated by food and beverage accounting for 57% of all average spend per capita on leisure activities as a whole. This shows the importance of spending on food and beverage for the town centres. Broad financial transaction information from the 2025 study shows that whilst there are opportunities to expand leisure and and cultural facilities the limited population growth may constrain significant expansion in leisure provision and cultural provision should focus on smaller-scale, community-led initiatives. There may also be the potential to attract small-scale leisure operators which along with new restaurant provision would enhance the town's evening and night-time economy and the centre's attractiveness to both local residents and visitors to Gosport. There is scope to integrate the current offer with local festivals and events with tourism activities to help increase visitor spend and dwell-time.

9.15 The close proximity of the Town Centre to in particular Gosport Waterfront (Policy RA1), Stoke Road (Policy RA2), and the Haslar Peninsula (Policy RA3-RA7a) will provide important regeneration opportunities to promote regeneration benefits for all of these areas. Strengthening the linkages between the Town Centre and the wider area will help to enhance the retail, leisure and tourism offer focusing on Gosport's heritage and coastal setting to help deliver place-making regeneration across the Borough.

District Centres

9.16 The Lee-on-the-Solent District Centre primarily serves the community of Lee. The centre has continued to thrive over recent years. There has been a trend of low vacancy rates despite the fluctuating economic fortunes. 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.

9.17 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. The High Street HAZ also covered Stoke Road and included projects to re-use vacant units and projects involving local businesses.

Neighbourhood Centres

9.18 There are 22 smaller neighbourhood centres across the Borough which serve a significant proportion of residential areas. These are identified on the Policies Map and in Appendix 4. Each neighbourhood centre provides for a range of town centre uses serving the needs of the local community. The provision of local services and facilities can add vitality to individual centres and contribute towards a sense of place and local community. They can contribute towards generating linked trips thereby reducing the number of private vehicle trips, whereas a loss of facilities can increase car journeys adding to road congestion and air pollution.

9.19 The Local Plan seeks to enhance the vitality and viability of the neighbourhood centres. This includes supporting an increased diversity of commercial and community uses. This will help to reduce vacancy rates and support the development of sustainable communities and businesses.

Measures to enhance centres

9.20 The Council is taking a proactive approach in addressing issues facing Gosport Town Centre and Stoke Road in particular.

9.21 The Gosport Waterfront and Town Centre SPD (2018) has identified key opportunity sites. The Regeneration Policy for Gosport Town Centre also sets out the Council's vision for the area (see Policy RA2). The Council has been successful in delivering a Borough-wide Heritage Action Zone (HAZ) which has delivered a number of public realm projects in and around Gosport Town Centre. The Council has also been successful in achieving High Street Heritage Action Zone status for Gosport Town Centre and the Stoke Road District Centre. Part of the programme involved re-using vacant units for various training, commercial and community units to increase investment and footfall in the Town Centre as well as significant investment into the Gosport Museum and Art Gallery, the development of an events programme as well as additional public realm and frontage improvements.

Supporting a greater mix of uses

9.22 Negative growth in convenience goods spending has had a significant impact on the grocery sector and on retailer business models over the last 10-15 years. The growth in non-store retail sales has undoubtedly had the most significant impact on consumer spend and behaviour, and the retail sector over the last decade.

9.23 The study concluded that as with other centres across the UK, Gosport's hierarchy of centres will need to embrace new dynamics and trends, and build in resilience to adapt to future changes. This will be based, in part, on identifying and building on their unique attractions such as its heritage and marine leisure and competitive positioning where possible, and embracing

the digital transformation of centres through the Council's Digital Peninsula initiative.

9.24 Therefore in order for the centres to be competitive they must offer a wider range of uses than at present which can complement and build on existing facilities and attractions in order to increase both footfall and dwell time. This includes a move away from high streets as solely retail-led locations to those that offer a wider range of retail, leisure, cultural, heritage, employment, tourist and other amenities/attractions. This transition to more diverse uses that go "beyond retail" will need to be supported by a mix of new homes in appropriate locations to help boost their 'captive' resident and working catchment populations in the most sustainable and commercially effective way.

Local Markets

9.25 Gosport Town Centre has a local market operating twice a week (Tuesdays and Saturdays). Local markets can add significantly to the vitality and viability and local character of centres and have the potential to become destinations in their own right. Opportunities to support and enhance the range and type of market activity such as Farmers Markets, arts and crafts and Christmas markets and linking market activities with events such as the Gosport Marine Festival will be encouraged within Gosport Town Centre and the District Centres.

The evening economy

9.26 Gosport Town Centre has a relatively weak evening economy with very few pubs, restaurants and bars. Consequently the Town Centre is not capitalising on the potential spend from residents and visitors as it becomes quieter when shops close for the day.

9.27 Food and beverage are an integral part of a Town Centre's wider offer and economy. A good choice and quality of restaurants, bars and pubs can help to complement other town centre uses, by generating trips, extending dwell times, increasing linked expenditure to other shops and businesses as part of the same trip, and strengthening both the daytime and evening economies. There are opportunities within the wider area to strengthen the links between Gosport Town Centre and other waterfront locations which could support the high quality food and beverage offer as part of a wider opportunity for promoting leisure and tourism in the Borough.

9.28 There may be further opportunities to encourage the development of an evening economy within the Lee-on-the-Solent District Centre and the Stoke Road District Centre with its close links to Gosport Town Centre. Development proposals will need to take into account the Council's

Licensing Policy which can be found on the Council's website[293]. Proposals will need to have regard to the amenities of local residents in accordance with other Local Plan policies.

Environmental improvements

9.29 The Council will continue to work with local businesses and other partners to improve the environmental quality of the centres focusing on a wide range of initiatives to improve the regeneration of local High Streets. The Council's Local Regeneration Fund will include a range of public realm improvements that will improve the townscape and connections to the historic waterfront. The Council will work with relevant providers to incorporate mobility hubs[294] within centres.

Diversity of uses (Point 2 of Policy C1)

9.30 It is important to ensure each centre has an appropriate and balanced mix of uses to reflect its role within the centres hierarchy. However, traditional retail patterns are changing with growing take-up of online shopping and a reduced need for physical space. Consequently centres need to re-purpose themselves to perform a broader role within the communities they serve rather than being solely retail-led with a greater range of food and drink establishments, community uses, business units and workshops, and leisure uses. The Council's Gosport Waterfront and Town Centre SPD recognises this and encourages a greater diversity of uses at ground floor.

9.31 It is important to acknowledge that the Government has introduced various permitted development rights which allow a greater scope for permitted changes of uses without the need for planning permission. Where planning permission is required, planning permission will be granted for appropriate main town centre uses, as defined in the NPPF, as appropriate to the hierarchy of Principal, District and Neighbourhood centres.

Residential development (Point 3 of Policy C1)

9.32 Residential development can play an important role in supporting the vitality and viability of centres by increasing footfall to those centres and providing increased natural surveillance. However to maintain the integrity and continuity of a centre it is considered that residential development at the ground floor fronting onto a shopping street is not appropriate. However the use of upper floors in centres for residential uses as well as in some cases the rear of commercial and community buildings can be appropriate (subject

[293] Gosport Borough Council's Licensing Policy can be found online: www.gosport.gov.uk/article/1355/Licensing-Policy

[294] A Mobility Hub is a designated location that brings together various modes of transport including public transport, bus stops, bike sharing facilities, car sharing services and electric vehicle charging points and supports active travel (walking, cycling and wheeling). These hubs are designed to encourage multi-modal journeys and reduce the reliance on private vehicles. Further information can be found at: https://www.como.org.uk/mobility-hubs/overview-and-benefits

to the other parts of Policy C1 and 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 that some changes of use to residential properties is allowed under permitted development rights. The Council has more limited control over these changes of use. However where planning permission is required the Council will resist the loss of these uses at ground floor to residential and resist the loss of floorspace in larger commercial units (see Point 4).

Protecting larger units in the Principal and District Centres (Point 4 of Policy C1)

9.33 The Council considers it necessary to protect larger units to ensure there is sufficient choice and flexibility in terms of unit sizes available for main town centre uses during the plan period. Gosport Town Centre, Stoke Road and Lee-on-the-Solent are largely characterised by smaller units when compared to other higher order centres in the region. In recent years, some larger units have seen a significant reduction in floor space, with ground floor commercial and community floorspace either sub-divided into smaller units, or given over to servicing residential accommodation on upper floors.

9.34 Given the small number of larger units in the Borough's Principal and District centres, the Council consider it appropriate to resist this loss to ensure sufficient variety in unit sizes and ensure these centres remain viable and attractive to prospective tenants. Irreversible changes to larger units can significantly alter the ability of ground floor commercial and community units to operate or be attractive to prospective occupiers, negatively impacting the overall ability of the centre to function, and the Council's efforts to improve the vitality and viability of the centre.

9.35 Potential uses for larger units beyond conventional retail uses could include indoor markets, community spaces, gyms, health facilities, and vets.

9.36 Consequently, any development of a larger unit (defined by the Council as 350 square metres or more), in the Principal and District Centres, that would result in the permanent loss of more than 25% of ground floor commercial and/or community floorspace (including servicing areas such as store rooms, staff facilities and toilets) will not be permitted unless the applicant can demonstrate that they have fulfilled the requirements set out in Policy C1. This includes that:

- the proposal would result in substantial regeneration benefits which outweigh the loss; and
- the unit is vacant; and it can be clearly demonstrated through evidence of extensive, active and realistic marketing over a period of at least 6 months that there is a lack of demand for an alternative main town centre use.

9.37 When considering substantial regeneration benefits, this could include that the proposal could help to facilitate the comprehensive redevelopment of a dilapidated building, and/or assist in compiling land for a wider regeneration proposal.

9.38 The Council recognises that flexibility needs to be applied within centres, and will keep this policy under review and if necessary revise the policy when the Local Plan is reviewed. The 350 sqm figure is the same threshold as those proposals requiring a retail impact assessment for proposals outside of the centre (see Policy C2). This is considered an appropriate threshold above which to resist floorspace loss to retain sufficient units to accommodate main town centre uses.

Hot food takeaways and fast food outlets (Point 5 of Policy C1)

9.39 The Council considers it appropriate to limit the proliferation of hot food takeaways (Use Class sui generis) and fast food outlets in line with the NPPF and as set out in Policy C5.

Policy C2: Town Centre Uses Outside of Centres

POLICY C2: TOWN CENTRE USES OUTSIDE OF CENTRES

1. **Proposals for new retail and other town centre uses outside of a Centre (as defined in Policy C1 and shown on the Policies Map) 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 the following locally set floorspace thresholds:**
      i. **350 sqm (gross) for new convenience and comparison retail development; and**
      ii. **350 sqm (gross) for new leisure development.**

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 C2

9.40 Supporting town centres to evolve and thrive is an important objective of the Local Plan. Therefore when considering proposals for new floorspace, the Council will expect an applicant to provide clear and robust evidence to demonstrate compliance with the sequential test for development proposals

which are defined as main town centre uses. This includes applying ample floorspace flexibility when assessing potential units, particularly where there is no confirmed operator or tenant. Disaggregation should also be considered, where the proposed uses would allow. The latest national planning guidance provides further advice on the issues that should be taken into account when demonstrating whether the sequential test for site selection has been followed, and that the necessary impact assessments are carried out.

9.41 New retail proposals and development associated with main town centre uses will be focused in the defined centres in relation to their scale. There may however, be circumstances where new development is considered in out of centre locations providing the relevant tests can be met. For such applications the Council will apply the sequential test for proposals not in an existing centre or allocated 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.

9.42 When assessing retail and leisure development outside of town centres which are not in accordance with the allocations identified in this Local Plan, the Council will generally require an impact assessment if the development is over the following size thresholds in terms of gross external floorspace:

- 350 sqm (gross) for new convenience and comparison retail development; and
- 350 sqm (gross) for new leisure development.

9.43 The threshold for both retail and leisure developments has been locally set to take account of relevant retail and leisure evidence[295] which should be applied to all proposals for retail and leisure that are defined as ‘edge of centre’ or ‘out of centre’. This includes incremental extensions to out-of-centre stores or leisure facilities.

9.44 This requirement would also include applications that seek to vary conditions that restrict the sale of goods (e.g. bulky goods) for example on retail parks, to allow a broader range of goods for sale, which could impact on existing centres. This threshold should be applied, where relevant, to change of use applications and applications seeking variations of conditions.

9.45 Pre-application discussion on the scope of any Retail and/or Leisure Impact Assessment in support of planning applications are advised and the scope

[295] Gosport Retail, Leisure and Tourism Study 2019/20 which was updated by the Gosport Retail, Leisure and Tourism Study 2025, Lambert Smith Hampton on behalf of Gosport Borough Council.

of the Retail and/or Leisure Impact Assessment should be discussed and agreed between the applicant and the Council at the earliest opportunity.

9.46 The Retail and/or Leisure Impact Assessment should be proportionate to the scale of the proposal and as a minimum 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, for up to five years from the time the application is made. For major schemes where the full impact will may not be realised in five years, it is considered that the impact should also be assessed up to ten years from the time the application is made.

Policy C3: Local Shops

POLICY C3: LOCAL SHOPS

Where planning permission is required, development proposals for changes of use of existing shops (Use Class E and/or F.2(a)) outside of the Principal, District and Neighbourhood centres (as defined in Policy C1 and shown on the Policies Map) to non-retail uses will be permitted provided they are vacant and there have been reasonable attempts to let and/or sell them for retail use.

EXPLANATION OF POLICY C3

9.47 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, 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.

9.48 The Government has introduced various permitted development rights which allow a greater scope for changes of use without the need for planning permission. Planning permission for a change of use or redevelopment to a non-retail purpose will only be considered if sufficient evidence is provided of how the property has been marketed to let and/or sell and that it is demonstrated 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 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.

9.49 It is considered that normally properties should be marketed for a period of at least twelve months. However it is acknowledged there may be circumstances where a shorter marketing period may be acceptable if appropriate justification can be provided.

Policy C4: Commercial Frontages Outside of Centres

POLICY C4: COMMERCIAL FRONTAGES OUTSIDE OF CENTRES

Existing important ground floor frontages as shown in Appendix 4 will be protected for commercial purposes (Use Class E). 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 and/or sell the property for a commercial use.

EXPLANATION OF POLICY C4

9.50 The 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 commercial uses.

9.51 The Government has introduced various permitted development rights which allow a greater scope for permitted changes of uses without the need for planning permission. Where planning permission is required, planning permission 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 to let and/or sell 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.

9.52 Preferred alternative uses would include community uses if a commercial use is not feasible. Residential uses on the ground floor are not considered appropriate in these locations. It is acknowledged that some changes of use to residential properties is allowed under permitted development rights. The Council has more limited control over these changes of use. However where planning permission is required the Council will resist the loss of these uses at ground floor to residential. It is also recognised that the Government may amend these permitted development rights during the plan period when the implications of these changes are fully understood.

9.53 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 Council on this matter.

9.54 The key frontages are set out below (and shown in Appendix 4).

- **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 day visitors provides a valuable contribution to the local economy. In order to sustain and enhance the local economy it is important to retain the commercial uses along the seafront.
- **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 restaurants to a wider population. It also has the potential to include additional office and retail uses to serve the site and the marina. Further guidance is provided in the Gosport Waterfront and Town Centre SPD (2018).
- **Martin Snape House, St. George Barracks South**
  This frontage was completed as part of the St George Barracks mixed-use site and contains a number of community-office based functions. 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

Gosport Retail, Leisure and Tourism Study 2019/20
Gosport Retail, Leisure and Tourism Study 2025. Prepared by Lambert Smith Hampton on behalf of Gosport Borough Council.
www.gosport.gov.uk/GBLP2042

Policy C5: Hot Food Takeaways and Fast Food Outlets

Introduction

9.55 The expansion of the fast food industry in recent decades has had a considerable influence on our food consumption and diet choices. Hot food takeaways and fast food outlets often offer 'energy-dense' or 'fast-food', high in total fats, saturated fats and salt. These types of food are linked to obesity and related health conditions including cardiovascular disease, type 2 diabetes, stroke and some cancers. There is a growing body of evidence on the association between exposure to fast food outlets and obesity. There are also concerns about the effect fast food consumption is having on children's diets and eating behaviour, with health problems such as obesity starting to develop at primary school age and behaviour that's established early in life following through to adulthood.

9.56 Hot food takeaways (Use Class sui generis) and fast food outlets are now a common feature in the Borough meeting an increased demand for convenience and instant food access. In July 2025, Gosport Borough had 80 takeaways according to the Food Environment Assessment Tool (FEAT)[296]. This is the equivalent of 0.94 takeaways per 1,000 people in the Borough. This is well above the average for Hampshire which had 0.69 takeaways per 1,000 people. Out of all districts in Hampshire, Gosport has the 2nd highest number of takeaways per 1,000 people (after Havant 0.97) and is not far behind the cities of Portsmouth (1.30 per 1,000 people) and Southampton (1.13 per 1,000 people).

9.57 The percentage of adults (aged 18+) classified as overweight or obese in Gosport Borough is 4th highest in the country. In 2022/23, 74.6% of adults in Gosport were classified as overweight or obese (of which 33.1% are classified as obese), compared to 64.8% in Hampshire and 64% in England[297].

9.58 The National Child Measurement Programme (NCMP)[298] shows that in 2022/23, 39.5% of year 6 children in the Borough were overweight or obese compared to 32.2% in Hampshire. For reception year children, 24.5% were overweight or obese compared to 20.7% in Hampshire and 21.3% in England. Gosport Borough has the highest proportion of overweight and obese reception age and year 6 children out of all Hampshire districts.

9.59 The Hampshire Healthy Weight Strategy 2022-2026[299] aims to reduce or level off the prevalence of overweight and obesity and sets out how tackling

[296] Food environment assessment tool (Feat) www.feat-tool.org.uk
[297] Public Health England. Public Health Profiles https://fingertips.phe.org.uk/profile/health-profiles and search for 'Gosport'
[298] National Child Measurement Programme (NCMP) https://digital.nhs.uk/services/national-child-measurement-programme/
[299] Hampshire Healthy Weight Strategy 2022-2026, Hampshire County Council: www.hants.gov.uk/socialcareandhealth/publichealth

overweight and obesity is a public health priority for HCC. The strategy includes three overarching strategic priorities with 26 sub-priorities, of these, four inform GBC's approach in this policy:

- Focussing on opportunities to embed healthy environments arising from the development of new places (priority 1.1).
- Working with partners to ensure that spatial planning decisions are made in a way that minimises less healthy options and maximises the opportunities to create healthy weight environments (priority 1.4).
- Improving access, availability, affordability, and quality of healthier food options for those who experience food insecurity (priority 1.7).
- Working with local supermarkets, school meal caterers, and restaurants and takeaways to ensure their food offer is more health-promoting (priority 1.8).

9.60 As identified in the Strategy one of the main drivers of obesity is our food and drink environment with the greater proportion of less healthy options contributing to an 'obesogenic' environment. A healthier food environment is one where healthier food options are the default and residents can buy, make, and grow healthy food. In addition, the Strategy shows how the food environment is not the same everywhere. More deprived areas have less access to healthier food retail options and often a greater density of hot food takeaways and fast food outlets. The number of takeaway outlets per head in Hampshire is almost four times greater in the most deprived deciles than the least deprived, representing an inequality in the availability of and exposure to fast-food in Hampshire.

9.61 Improving people's health is complex and involves numerous interventions at a national and local level and by individuals themselves.

9.62 The Council acknowledges that poor health and excessive weight cannot be fully addressed using a single intervention, but the Council is well placed to coordinate initiatives across various organisations and introduce measures to assist in improving access to healthier food production and consumption choices. Through the Local Plan and the decision-making process, the Council plays a key part in influencing development in the Borough to improve the places in which we live and build healthier communities.

9.63 Nationally, the Government recognises the need for planning policies and decisions to refuse applications for hot food takeaways and fast food outlets. The NPPF states that LPAs should refuse hot food takeaways and fast food outlets in locations where there is evidence that a concentration of such uses is having an adverse impact on local health, pollution or anti-social-behaviour[300]. The Government's PPG[301] sets out that planning can influence

[300] NPPF (2024) Chapter 8, Paragraph 97
[301] PPG: Healthy and safe communities, How can planning create a healthier food environment? Paragraph 004 Reference ID: 53-004-20190722

the built environment to improve health, including the creation of a healthier food environment. It also details how planning policies can, where justified, seek to limit hot food takeaways and fast food outlets, having regard to issues such as: the proximity to locations where children and young people congregate; evidence indicating high levels of obesity and health inequalities; the over-concentration of certain uses within a specified area; and other issues such as odours and noise impact and refuse and litter.

9.64 The Council considers it appropriate to limit the proliferation of hot food takeaways and fast food outlets to assist with meeting both local and national health priorities and will require any proposal for a new, expansion of existing, or the change of use of a premises to, a hot food takeaway (sui generis) and/or fast food outlet to meet the requirements of Policy C5.

9.65 In addition to this policy, the Council is committed to working with Hampshire County Council to deliver the Hampshire Healthy Weight Strategy[191]. The Council is also working on initiatives to promote active lifestyles and improve health and wellbeing. Health also underpins the Local Plan, with many policies targeting the factors that affect health, including the cross-cutting healthy communities Policy D8, promoting active travel (Policy D12), ensuring a well-designed built environment (Policy D9), and providing high quality open spaces (Policy LE1).

POLICY C5: HOT FOOD TAKEAWAYS AND FAST FOOD OUTLETS

1. **Planning permission will not be granted for hot food takeaways and fast food outlets which are located in any of the following locations:**

   a) **outside a Principal, District or Neighbourhood centre;**
   b) **within a 400 metre walking distance of a school or college access point.**

2. **Proposals for hot food takeaways and fast food outlets in suitable locations (as determined by Point 1) will be granted permission provided that:**

   a) **they do not cause significant harm to residential amenity;**
   b) **external ventilation and extractor systems do not significantly harm the appearance of the building or street scene and the residential amenity of neighbouring properties through noise or odours; and**
   c) **there is adequate provision for the disposal, storage and collection of refuse, and litter bins for use by customers are provided.**

EXPLANATION OF POLICY C5

9.66 Hot food takeaways are clearly defined within the Use Class Order as sui generis: '*Hot food takeaway for the sale of hot food where consumption of that food is mostly undertaken off the premises'*. However, there is no formal definition of fast food outlet. Fast food outlets (per 100,000 population) has been released as a statistic from the Department of Health and Social Care. The definition used to define fast food here is food that is energy dense and available quickly, usually via a counter service, and for consumption on or off the premises. It covers a range of outlets selling foods including, but not limited to: burgers, pizza, kebabs, chicken, Indian takeaway, Chinese takeaway and fish and chips.

9.67 The Council has produced a Hot Food Takeaway and Fast Food Outlets Guidance Note (HFTGN) which provides evidence supporting this policy approach and information on how the policy operates. This is published on the Council's website[302]. The latest data to inform decisions will be updated regularly in the Council's Authority Monitoring Report which is published annually[303].

9.68 The policy aims to achieve an economically viable balance between hot food takeaways and fast food outlets and other retailers across the Borough and to contribute towards reducing levels of obesity and poor health. It is acknowledged that hot food takeaways and fast food outlets are by no means the only source of unhealthy food. It is also clear that the policy needs to accompany a range of other measures to ensure an effective approach and to maximise improvements to health and wellbeing.

9.69 It is recognised that the Borough has a wide range of existing hot food takeaways and fast food outlets which provide convenience and choice to consumers. The Council's approach seeks to restrict further increases and applies to new, expansion of existing, or the change of use of existing retail units to hot food takeaways and fast food outlets only.

Restricting the location of new, expansion of existing, or the change of use of a premises to, a hot food takeaway (sui generis) and fast food outlet (Point 1 of Policy C5)

9.70 Proposals for hot food takeaways and fast food outlets must be located to meet the requirements of Policy C5 which link to a location based criterion outlined below.

[302] www.gosport.gov.uk/GBLP2042
[303] www.gosport.gov.uk/AMR

a) Locations outside of the Borough's Principal, District and Neighbourhood centres (Point 1a of Policy C5)

9.71 Hot food takeaways are sui generis and require planning permission. They should be directed to existing centres (as defined in Policy C1) unless that centre is within 400m of a school access point (see point 1b). Other fast food outlets are normally classed as an E use and therefore permitted development rights enable a change of use from other E uses to a fast food outlet without planning permission. However in instances where planning permission is required this policy will apply.

b) Locations where young people are more likely to be exposed to hot food takeaways and fast food outlets (Point 1b of Policy C5)

9.72 No new, expansion of existing, or the change of use of a premises to, hot food takeaways and fast food outlets will be permitted within a 400 metre walking distance of a school or college access point.[304] By restricting hot food takeaways and fast food outlets in these locations, the exposure of school children is reduced. Additional outlets near to schools can limit the effectiveness of schools and other organisations efforts to improve young people's health. 400m is used as a proxy for a 5-minute walk, which is considered an easy walking distance. To avoid ambiguity, the Council has produced plans showing the areas covered by this restriction (i.e. those areas within a 400m walking distance of a school or college access point) which are published in the Hot Food Takeaway and Fast Food Outlets Guidance Note (HFTGN) online.

d) Reducing the impact on neighbouring amenity (Point 2 of Policy C5)

9.73 Proposals for hot food takeaways and fast food outlets must contain information to demonstrate that they meet the requirements of Policy C5. Each point links to an issue outlined below:

e) Significant harm to residential amenity (Point 2a of Policy C5)

9.74 Proposals for hot food takeaways and fast food outlets within proximity to residential units will be refused where it is considered that there may be significant adverse impacts on residential amenity in terms of noise, vibrations, odours, traffic disturbance, litter or hours of operation as a result of the proposed premises. The Council's overall approach to design is set out in Policy D9.

f) Noise and odour extraction (Point 2b of Policy C5)

9.75 Many hot food takeaways and fast food outlets produce odours during opening hours. Proposals are expected to provide detail of odour-neutralising and ventilation equipment with the application to enable the

[304] Please see HFTGN for more information.

Council to assess whether the equipment would be appropriate for its purpose and visually acceptable. The applicant will need to supply sufficient information, to the satisfaction of the Local Planning Authority, that demonstrates that the equipment will:

- make provision for an acceptable level of food safety and workplace health and safety (i.e. remove smoke, soot, particulates, grease and cooking related combustion gases from the cooking area) and;
- minimise any detrimental impact on the local amenity of the area and thus avoid constituting a 'statutory nuisance'[305].

9.76 Proposals should also address pollution requirements (see Policy LE9).

g) Refuse and litter (Point 2c of Policy C5)

9.77 Litter is unsightly and can cause considerable annoyance to residents and adjoining businesses. It can attract vermin and take decades to degrade, causing harm to wildlife and habitats. Hot food takeaways and fast food outlets are often associated with litter, which can be discarded in the immediate vicinity and further afield. Although the proprietor of a business has little control over where customers drop their litter, they can act to significantly reduce the potential of its occurrence by providing appropriate litter bins within their premises. Premises can also generate a significant volume of commercial waste. Proposals should demonstrate that there are adequate and appropriate facilities on the site for the storage and collection of waste generated by the business (see Policy LE14).

Further information

Food Environment Assessment Tool (FEAT) (Centre for Diet and Activity Research)
www.feat-tool.org.uk

Hampshire Healthy Weight Strategy 2022-2026 (Hampshire County Council)
www.hants.gov.uk/socialcareandhealth/publichealth

Hot Food Takeaway and Fast Food Outlets Guidance Note (HFTGN) (Gosport Borough Council): www.gosport.gov.uk/GBLP2042

Authority Monitoring Report (AMR) (Gosport Borough Council)
www.gosport.gov.uk/AMR

[305] 'Statutory nuisance' is defined in the Environmental Protection Act (1990).

Policy C6: Community, Cultural, Health, Sports and Leisure Facilities

Introduction

9.78 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 to enhance quality of life and address key issues set out in Box 23. 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;
- Children's facilities and youth clubs;
- Community halls;
- Public Houses; and
- Places of worship.

Box 23: Summary of key issues relating to community uses

- Community facilities will need to meet the needs of all the community with particular attention to young people and 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 wellbeing;
- Ensure community facilities are located within or adjacent to centres as much as possible.

POLICY C6: COMMUNITY, CULTURAL, HEALTH, SPORTS AND LEISURE FACILITIES

1. **The Council will support the development of new community, cultural, health, sports and leisure facilities[306] including those proposed within the Regeneration Areas and other proposed sites.**

2. **Proposals for community, cultural, health, sports and 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 (see also Policy C2).**

3. **Planning permission will be granted for community, cultural, health, sports and 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, health, sports and 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 where appropriate. In relation to Primary Care provision in the Borough, it may be necessary to secure contributions in accordance with the latest Hampshire and Isle of Wight ICB methodology.**

5. **Planning permission will not be granted for development which would result in the loss of the existing community, cultural, health, sports[307] and leisure facilities unless it can be demonstrated that:**

   a) **an assessment has been carried out which clearly shows the site is 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**

[306] For the purposes of this policy community, cultural and built leisure facilities relate to those types of facilities or similar listed in paragraph 9.80 rather than facilities such as local shops. Cemeteries are dealt with separately by Policy LE2.
[307] This policy relates to buildings used for sports rather than sports pitches and other open spaces which are dealt with under Policy LE1.

community, cultural, health, sports and leisure facilities for the premises or site and there have been reasonable attempts to sell and/or let them for these purposes.

6. **Planning permission will not be granted for non-leisure uses at the Gosport Leisure Park (as shown on the Policies Map).**

EXPLANATION OF POLICY C6

New community, cultural, health, sports and leisure facilities (Points 1 and 2 of Policy C6)

9.79 Proposals for new facilities as part of mixed-use development proposals are set out within the Regeneration Areas and allocation policies of the Local Plan and shown on the Policies Map.

9.80 Proposals for community facilities that are not allocated in the Local Plan which are defined by national planning guidance as main town centre uses including significant leisure and cultural facilities will need to accord with the latest national guidance including for example, the sequential test and impact test (see also Policy C2).

9.81 Where possible, to support town centres, community facilities should be located within or close to existing centres. However the Council acknowledges some facilities will have particular spatial requirements and alternative locations may need to be considered.

Development criteria (Point 3 of Policy C6)

9.82 It is important that new modern facilities are situated in locations which are easily accessible for pedestrians and cyclists and that Borough-wide facilities are well served by public transport. Buildings should be well-designed, accessible for all members of the local community and incorporate a flexible design approach to allow for multiple uses wherever possible.

Provision of community facilities in connection with new residential development (Point 4 of Policy C6)

9.83 It is important new residential development contributes towards improving the quality of and accessibility of community facilities including education, health and leisure to meet the needs of its occupants and the wider local community. In most instances contributions towards community facilities will be sought through the Community Infrastructure Levy.

9.84 However, in the case of large developments (over 100 dwellings) where it may be necessary to provide community buildings, or land on-site or close by to serve the new community, this will be secured through the use of

Section 106 Agreements in accordance with the latest national guidance. The Council will consider other site requirements and constraints when negotiating such provision. The Council will enter into a Community Use Agreement where this will assist in securing additional community use, for example, securing community use of a sports facility on an education site out of school hours. The Council will have regard to evidence in the Infrastructure Assessment Report and Infrastructure Funding Statement (which incorporates the Infrastructure Delivery Plan) as well as the latest consultation with the relevant providers to inform infrastructure requirements.

9.85 In terms of provision of new health facilities in the Borough, discussions with the Hampshire and Isle of Wight Integrated Care Board (ICB) have indicated that Gosport is considered to be well-served having the shortest walking distances between sites across the Borough (as an example of accessible services) and so the Borough is not considered to be a priority for additional investment by the NHS in new build facilities in comparison to other parts of the ICB area. However new development will place increasing demands on the existing health infrastructure and the ICB have identified signficant shortcomings with quality of this provision. Priority for managing the NHS's Estate generally focuses on the following sequential approach for investment priorities:

- Occupying void spaces[308];
- Maximising opportunities within the existing estate; and
- New build.

9.86 It is recognised there may be funding issues and the different ownership/leasing arrangements within the estate rather than lack of physical infrastructure provision per se and the ICB identified a key issue in Gosport relates to recruitment/retention of health care professionals particularly GPs.

9.87 There are a number of different models of ownership/leasing arrangements for GP practices operating in Gosport:

- Practices owned by the GP partners (one partner or multiples);
- Third party developer/landlords; and
- NHS Property landlord.

9.88 The individual practice's ownership/lease arrangements can affect how their services and buildings operate, which in turn can impact on the delivery and type of clinical care services and decisions regarding whether the individual practice might expand or contract patient services. In addition existing GP surgeries may not lend themselves to modern clinical practices and require

[308] The NHS Property Services have a national Vacant Space Handback Scheme established in 2017. The website says reducing vacant space and allowing such space to be repurposed, re-let or disposed of or redeveloped. Further information about the scheme is available on the NHS Property Services website: www.property.nhs.uk/occupier-hub/vacant-space-handback-scheme/

improvements in order to support multi-disciplinary teams of health care professionals providing a wide-range of services across the whole primary care network.

9.89 The ICB have identified a number of costed improvements required to local health infrastructure. Whilst recognising these requirements, large parts of Gosport have significant viability challenges as set out in the WPVA. The Council will therefore seek to secure a contribution towards improvements to primary care facilities on a case by case basis, where viability allows.

9.90 The ICB have recently introduced across Hampshire and the Isle of Wight an approach for calculating developer contributions for health infrastructure and they are seeking developer contributions in respect of planning applications for residential development over 20 dwellings. Where developer contributions are sought for health infrastructure provision, the Council will have regard to the methodology used by the ICB to secure developer contributions towards improved or new health infrastructure provision. The approach for securing contributions is set out in the ICB's document called: *Health Contributions for GP Provision – Technical Note for Developers.*

Protecting existing community, cultural, health, sports and leisure facilities (Point 5 of Policy C6)

9.91 The larger community, cultural, health, sports and 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 are developed post adoption of the Local Plan.

9.92 The Council has published a Built Facilities Assessment. The findings show there is a need to protect indoor sports facilities and there may be a need for additional provision for indoor facilities and these should ideally be co-located with existing facilities such as Gosport Leisure Park and educational and training facilities. Therefore the Council will normally resist any proposal that would result in a loss of existing community, cultural, health, sports[309] and leisure facilities.

9.93 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 site is no longer required for its existing or recent function. Reasons could include that there is no longer a local demand or that satisfactory provision exists elsewhere in the locality, evidence to support this will be required.

9.94 In addition to meeting either of the two tests in Policy C6 (Point 5a-b) it will be necessary to demonstrate that there are no viable community, cultural, health, sports and leisure uses for the buildings or the site for which there are a local need (Point 5c). In the case of a building used for sports it will be

[309] This policy relates to buildings used for sport rather than sports pitches and other open spaces which are dealt with by Policy LE1.

necessary to investigate all alternative sports uses prior to consideration of the building for a community, cultural, health or leisure use.

9.95 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 and secure a community, cultural, health, sports or 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 importance or is a complex site. There may also be circumstances where a shorter marketing period may be acceptable if sufficient justification is provided. The Council will require the following information:

- 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 been marketed at and whether this represents a competitive local market rate; and
- details of any interest received.

9.96 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 use of the building and/or site. 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 area. 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 funds to buy an asset when it comes onto the open market.

Gosport Leisure Park (Point 6 of Policy C6)

9.97 Gosport Leisure Park, which opened in 2012, includes a major public leisure centre with associated outdoor play and sports facilities. A hotel, pub/restaurant and café have also been built at the site. The site also includes the well-established ice rink. The site has been a successful facility and as stated in Policy A4 there may be further opportunities for additional leisure facilities on the remaining portion of the complex. This policy aims to protect the existing mix of uses on the site from non-leisure uses and thereby ensuring a suitable mix of leisure uses is retained on the site in an accessible location within the Borough.

9 General Development Policies: Local Environment

Local Environment

Introduction

10.1 The Borough's natural environment is one of its most defining features with an attractive and diverse coastline, and extensive areas of open space These characteristics deliver many benefits to the Borough including improved health and wellbeing, enhanced biodiversity and climate change adaptation, and strengthening of the local economy. The policies in this section seek to protect and enhance the local environment (Policies LE1-LE13).

Policy LE1: Open Space

Introduction

10.2 Open space is an integral part of the urban fabric of the Borough and makes an important contribution to the quality of life of local residents. The term open space covers a wide variety of forms of private and public spaces and provides for a diverse range of activities which can support physical health and mental wellbeing.

10.3 Open space is an essential part of the Borough's heritage and a strong element in the architectural and aesthetic form of the 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 wellbeing;
- 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
- Provides a setting that encourages inward investment.

10.4 There are multiple 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 Policies D4, D5, D6 and LE7). This section relates to the following types of open space:

- Parks and Gardens;
- Outdoor sports facilities including sports pitches;
- Cemeteries (see also Policy LE2) and churchyards;

- Provision for children and young people;
- Allotments (see also Policy LE3);
- Amenity space;
- Green corridors;
- Natural and semi-natural;
- Greenspaces (See also Policies LE5 - LE7); and
- Civic space.

10.5 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 618 hectares of open space (excluding private gardens and incidental amenity areas) including natural/semi-natural greenspaces in the Alver Valley Country Park and the extensive coastal areas; formal urban parks such as Crescent Gardens; the Registered Park and Garden at Royal Haslar Hospital; 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 Report (2026)[310].

10.6 The Borough's open space has an important role to play in enhancing the quality of the environment, creating a place where people want to live, visit and invest. These spaces are highly valued and represent a finite resource that should largely be protected and enhanced in one of the most densely populated districts in the South East region. Key issues relating to open space are summarised below in Box 24.

Box 24: Summary of key open space issues

- The provision of quality open spaces is important in managing and improving health and wellbeing issues in the Borough.
- Open spaces are highly valued within a dense urban Borough and should be protected from inappropriate development and where possible their quality should be enhanced.
- There are limited opportunities to access the wider countryside. particularly for those with restricted access to private transport including those with disabilities, the elderly and the young.
- There are quality and/or quantity deficiencies in a range of open space typologies including allotments, cemetery space, play space and outdoor sports facilities.
- Continued improvements to enhance the accessibility to open spaces for local residents is important.
- Protecting and enhancing important natural habitats and increasing the opportunities to secure net gains in biodiversity within open spaces is crucial.
- Open spaces have a role to play in supporting both nutrient neutrality

[310] www.gosport.gov.uk/GBLP2042

and flood risk management measures in response to climate change.
- Many open spaces have the potential to be improved and it is important that new development is well served by a range of open spaces.

10.7 This Section includes the Council's overall approach to protecting, improving and creating new open space provision (Policy LE1).

POLICY LE1: OPEN SPACE

1. **Planning permission will not be granted for development proposals on existing open space 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 <u>equivalent</u> or <u>greater</u> 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.**

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 community and the open space is accessible for all;**
   d) **They do not have an adverse effect on nature conservation features and incorporate measures to enhance local 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 and electric vehicle charging provision.**

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 1.4 ha per 1,000 people and this open space should be provided to the Council's 'Good' Quality Standard. Developer contributions should also include provision for the long-term management of the open space for a period of twenty five years;

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.

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 Policies D4 and LE8).

EXPLANATION OF POLICY LE1

Protection of existing open spaces (Point 1 of Policy LE1)

10.8 The Council will resist the loss of existing open spaces due to local deficiencies and the important role they play in terms of health and wellbeing, their recreation and amenity value and the opportunities they create for biodiversity, flood management and adapting to, and mitigating climate change.

10.9 The Council will normally refuse planning permission for development proposals resulting in a loss of open spaces identified on the Policies Map[311]. This policy will also apply to those open spaces that have been created since the Local Plan has been adopted.

10.10 The Council's Open Space Monitoring Report (2026) includes an assessment of the quantity, quality and value of open spaces in the Borough. It has been concluded that the protected open spaces are necessary to retain the multifunctional benefits outlined in the introductory text above. 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.

[311] The 'Existing Open Space' designation relates to most forms of open space, the protection of cemeteries is dealt with by Policy LE2 and allotments by Policy LE3.

Such measures are likely to increase usage particularly where communities have been closely involved with the improvements.

10.11 Sites can only be considered genuinely surplus once a full assessment of an individual site's potential has been carried out. In relation to Ministry of Defence, school or college playing fields or other outdoor sports or recreational facilities no longer required for service personnel or school sports, the Council would expect 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.

10.12 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.

10.13 In exceptional circumstances, planning permission may be granted for development of open space, 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.

10.14 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.

10.15 In relation to schools and colleges, the 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 uses providing the character and the function of the remaining open space is maintained.

Creating and improving open spaces (Point 2 of Policy LE1)

10.16 In order to achieve a network of high quality open spaces it is recognised that a strong partnership between the Council, major landowners, developers and other key stakeholders at both a local and sub-regional level is required. The PfSH Green Infrastructure Strategy continues to provide a framework for delivering green infrastructure across the sub-region. Continued cross-boundary working between the local authorities within

PfSH and other key stakeholders will be key in delivering sub-regional networks of strategic open space and green infrastructure (see Policy D4).

10.17 Opportunities to improve open spaces have been identified in the latest Council's strategies and studies and it will be important to work with local communities to maximise these opportunities. Furthermore it will be important to work with other key providers of existing open space including the MoD and schools to increase community usage of their open space. The Council will consider the use of Community Use Agreements to assist in securing further community use on sites where appropriate.

10.18 The Local Plan contains various proposals for new open space, these are primarily within the Regeneration Areas and include:

- The Alver Valley Country Park (Policy D4)
- The Ramparts at Priddy's Hard (Policy RA1)
- Blockhouse and Haslar Gunboat Yard (Policy RA3 and RA5)
- Royal Haslar Hospital (Policy RA6)
- Daedalus (Policy RA10)
- Stokesmead (Policy A4).

10.19 Proposals for new open spaces and improvements to existing open spaces will be required to meet the Council's 'Good' Quality Standards[312]. The Council aims to achieve a 'good' rating on all open spaces within the Borough and could use funds from the CIL on priority sites to achieve this.

10.20 Proposals for open space which could include associated buildings, such as changing rooms, must be well-designed and have regard to the character of the area in accordance with other relevant policies of the Local Plan. Outside of the urban area, outdoor recreational uses should reflect and enhance the character of the countryside and coast (see Policy D2).

10.21 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 LE9).

10.22 Open spaces should be easily reached by pedestrians and cyclists. Sites should be designed to be accessible for all users of the local community including wheelchair and pushchair users. 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 with electric vehicle charging provision.

[312] The 'Good' Standard is assessed against the criteria in the Council's Local Open Space Standards which are available online: www.gosport.gov.uk/GBLP2042

Open space associated with new residential development (Point 3 of Policy LE1)

10.23 New development places additional demands on existing open spaces, especially in places where there are deficiencies in terms of quality and quantity. It is important that new residential development meets or exceeds the standards set out in Policy LE1 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. The Council's standard includes three key elements: 'Public Open Space' including Local Parks, 'Outdoor Sports Provision', and Allotments (see Table 8).

Table 8: 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 (see Policy LE1, Point 3). For smaller developments this element is covered by the Community Infrastructure Levy.	1.4 ha per 1,000 people
Outdoor Sports Provision Not normally provided within a development site and could be funded by CIL.	1.1 ha per 1,000 people
Allotments Not normally provided within a development site and could be funded by the Community Infrastructure Levy.	0.4 ha per 1,000 people

10.24 The Council will require developments of 50 dwellings or more to provide, a total of 1.4 hectares per 1,000 residents or 14 sqm per person of public open space. This provision should be made on-site[313]. 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-site. The Council will require the on-site provision to achieve the Council's Good Standard[314]. 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 scorecard[314].

10.25 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

[313] It is estimated that 50 dwellings would accommodate approximately 108 residents (based on an average of 2.16 persons per household). This is multiplied by the 14m² standard resulting in 1,512m² (approx. 0.15 hectares)
[314] See the Council's Local Open Space Standards: www.gosport.gov.uk/GBLP2042

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. In addition, green infrastructure that is required to be provided on-site, could be incorporated as part of the open space provision.

10.26 Where an open space is likely to serve only the residents on the development site, transfer to the Council will not normally be appropriate and other arrangements should be made for the on-going maintenance. However in instances where land is transferred to the Council, the developer will be required to provide a developer contribution 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. Where the open space provision relates to BNG, there is a requirement to maintain the provision for a period of at least thirty years as set out in Policy LE8. Contributions towards maintenance will be secured through a Section 106 Agreement and monies secured for maintenance will be ringfenced to the site in question.

10.27 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. Exceptional circumstances where an financial contribution may be appropriate may relate to the 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 the existing facility to 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. The latest indicative costs are published on the Council's website[315] and updated each year to take into account of inflation which provide an indication of the sum required.

10.28 The 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 as set out in other policies of the Local Plan. Consequently, in most instances the Council will collect 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. These arrangements are set out in the Council's Infrastructure Funding Statement[316].

[315] www.gosport.gov.uk/article/1220/Pre-application-advice
[316] www.gosport.gov.uk/infrastructure

10.29 In relation to outdoor sports provision and allotment provision (see also Policy LE3), 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 8 to inform the Borough's overall infrastructure requirements. On strategic sites there may be specific requirements which are set out in the respective site allocation policy.

Policy LE2: Cemetery Provision

POLICY LE2: 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 and electric vehicle charging;**
   e) **Will have no adverse impact on the ecological value of the area and opportunities are taken to enhance biodiversity;**
   f) **Do not have an adverse impact on heritage or archaeological interests; and**
   g) **Will have no adverse impact on controlled water (ground water or surface water).**

EXPLANATION OF POLICY LE2

Protection of existing cemeteries (Point 1 of Policy LE2)

10.30 The Borough's main cemetery is located at Ann's Hill along with the large Royal Haslar Naval Cemetery in Clayhall Road. There are also a number of smaller cemeteries and churchyards in the Borough. These cemeteries are well-kept tranquil spaces often with historic monuments which add to the local townscape character of the Borough. The Council considers that such sites should be protected for cemetery use.

New cemetery provision (Point 2 of Policy LE2)

10.31 The Council is responsible for providing adequate cemetery facilities and ensuring that a continuous supply of land is available for this purpose. There is currently capacity within the Borough to accommodate new burials to 2039 and the Council will continue to look for a new site to accommodate future burials beyond that period.

10.32 When developing a new cemetery, the Council will have regard to the criteria in Policy LE2 and more detailed guidance published by the Institute of Cemetery and Crematorium Management 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. It will be necessary to liaise with the Environment Agency regarding the appropriateness of any potential location.

10.33 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 demographic trends and the size of grave spaces. The Council commissioned a feasibility study to investigate these issues and identified a number of potential sites for consideration by the Council. Work is still ongoing to identify the best possible site to serve the needs of the Borough and if a possible site is identified it will be subject to a community consultation and will need to meet the requirements of Policy LE2.

Policy LE3: Allotments

POLICY LE3: ALLOTMENTS

1. **Planning permission will not be granted for development which would result in the loss of allotment gardens and associated facilities as identified on the Policies Map.**

2. **Planning permission will be granted for proposals to create new allotments and associated facilities provided:**

   a) **They are well-designed and accessible and the layout of plots, associated landscaping, boundary treatments and waste disposal and composting facilities are designed so they are sympathetic to their surroundings;**

   b) **A net gain in biodiversity is achieved on the site;**

   c) **Appropriate provision is made for site access and car parking (including for people with disabilities and electric vehicle charging) in accordance with Policy DE3 and relevant current standards; and**

   d) **Sites for new allotments should not have a detrimental impact**

on any of the following:

i. **Residential amenity;**
ii. **Highway safety; and**
iii. **Any important landscape, biodiversity or heritage features.**

EXPLANATION OF POLICY LE3

Protection of existing allotments (Point 1 of Policy LE3)

10.34 Gosport has eleven Council-owned allotment sites spread evenly across the Borough, totalling an area of approximately 24.13 hectares. This equates to 0.29 hectares of allotment provision per 1,000 of the population with in the Borough (the equivalent to approximately 1,220 plots). In addition there is one Parish site owned by the Diocese of Portsmouth and rented to the Gosport Allotment Holders and Gardeners Association. Allotments provide a valuable recreational resource and have an important role in fostering positive outcomes for health and wellbeing, providing opportunities for social interaction as well as being a key source of local food production and supporting nature conservation. The role of allotments in supporting potential initiatives being pursued by the Gosport Food Partnership is also recognised, this includes alleviating food poverty and encouraging healthy eating. Demand for allotments has grown significantly in recent years with waiting lists extending across the Borough[317].

10.35 The Council has a statutory responsibility to provide allotments and will resist any proposals which would result in a loss of allotments. Due to the high demand for allotments across the Borough, the Council will seek to provide additional allotments and community gardens. The only circumstances where a change of use would be considered is if during the plan period there was substantial evidence of a continuing lack of demand for allotment use and the site could instead be used for an alternative open space function. It is considered that wherever possible, the proposed open space use should not preclude the re-provision of allotments should demand increase again at a future date.

New allotment provision (Point 2 of Policy LE3)

10.36 Due to the high demand for allotments, the Council has recently prepared new allotments on land at Manor Way, Lee-on-the-Solent which opened in June 2024.

10.37 The Council will continue to seek opportunities for new allotment sites within the Borough. New allotment sites and community gardens could be

[317] The latest information on waiting lists can be found in the Council's Authority Monitoring Report: www.gosport.gov.uk/AMR

established on existing open spaces where it is considered that this new function will add recreational value to the existing open space such as amenity spaces.

10.38 Allotments serve an important role in contributing towards the local Green Infrastructure Network and supporting biodiversity in the Borough. In accordance with Policy LE8*,* all development is expected to provide a net gain in on-site biodiversity. An appropriate site layout, design and maintenance schedule incorporating native planting species in trees and hedging material, and nest boxes, and beetle banks can assist in achieving a net gain in on-site biodiversity[318].

10.39 It is important that new allotment sites are designed appropriately to ensure they do not detract from their surroundings, particularly when located in close proximity to residential areas. 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 or setting in accordance with other policies in the Local Plan.

[318] Further guidance can be found in Wildlife on Allotments, Natural England, 2007 https://enablelc.org/wp-content/uploads/2016/03/wildlifeonallotments.pdf and Wildlife and allotments, The National Allotment Society www.nsalg.org.uk/allotment-info/wildlife-gardening-on-allotments/

Policy LE4: Access to the Coast and Countryside

POLICY LE4: ACCESS TO THE COAST AND COUNTRYSIDE

1. The Council will promote public access to the coast and countryside. Planning permission will be granted for new development provided that:

a) it will protect existing public access to the coast and countryside and the public rights of way network;

b) public access is incorporated within proposals where possible, including taking advantage of opportunities to link to and enhance the Borough's existing access network, which includes:

i. public rights of way, permissive routes and cycle paths;
ii. Gosport's waterfront trail adjacent Portsmouth Harbour and associated routes;
iii. long-distance routes including the Millennium Promenade, Solent Way, King Charles III England Coast Path, and the National Cycle Network;
iv. public open space such as parks and gardens, Stokes Bay and the Alver Valley Country Park.

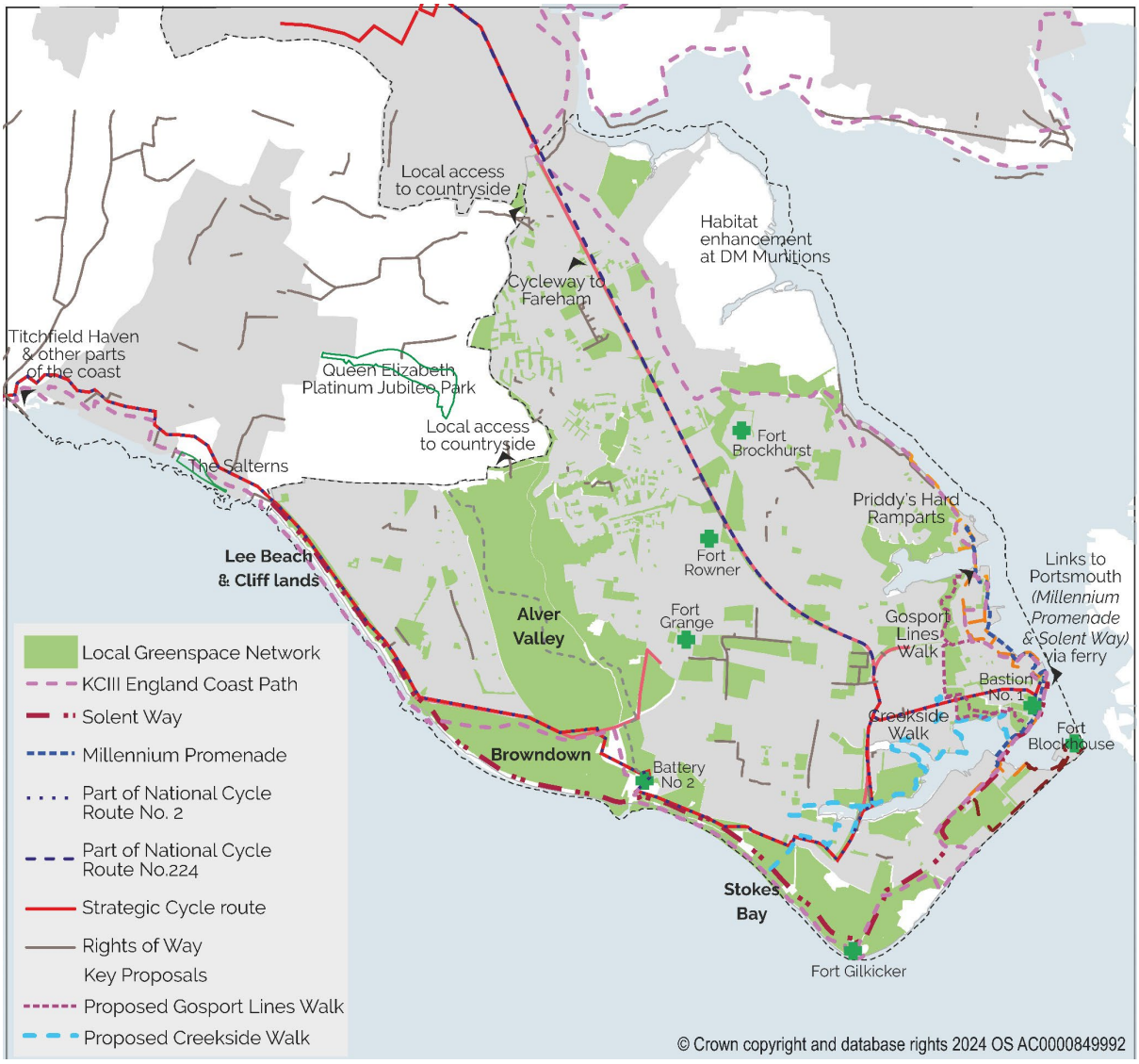
c) access does not adversely affect important habitats and species through increased disturbance; and

d) opportunities to create green corridors and achieve biodiversity net gain along access routes are taken, wherever possible.

EXPLANATION OF POLICY LE4

10.40 The Borough contains a well-established and high quality access network composed of footpaths and cycle paths, public rights of way, and permissive and informal routes. The Borough also contains a number of long-distance routes including National Cycle Network Nos.2 and 224 routes, the King Charles III England Coast Path, which is a National Trail, as well as the Solent Way and the Millennium Promenade walking route (see Plan 23).

Plan 23: Rights of Way and Long Distance Routes



10.41 The Council recognises the multiple benefits of access routes for recreation, health and wellbeing, and sustainable travel purposes. It is one of the Council's Strategic Priorities for the Borough to have a high quality waterfront environment. Public access along the coast can enhance the quality of life for residents and visitors.

10.42 Certain parts of the coast have good public access to the shoreline including Stokes Bay and the Lee-on-the-Solent beach and clifflands. The Borough also benefits from the King Charles III England Coast Path, which forms a continuous National Trail around the country's shoreline. The Council aims to further extend public access along the coastline as opportunities arise, particularly within the Gosport Waterfront Regeneration Area (see Policy RA1).

10.43 Access to certain coastal areas is constrained by the extensive MoD or defence landholdings at Fleetlands, Bedenham, Frater, Oil and Pipeline

Agency land and the Haslar Peninsula. Where opportunities arise, such as through redevelopment proposals on Haslar Peninsula (see Policy RA3-RA7a), appropriate public access will be sought.

10.44 With the improvement of coastal routes and the Alver Valley Country Park (see Policy D6) there will be new opportunities to improve linkages to the wider countryside as supported by the PfSH Green Infrastructure Strategy and HCC's Countryside Access Plan for the Solent. Improved links to the countryside to the north of the Borough will also be sought.

Protection and enhancement of public access (Point 1a-b of Policy LE4)

10.45 When considering planning applications for new development, the Council will aim to ensure that there are no adverse impacts upon the access network, including Public Rights of Way, National Cycle Network routes and National Trails, and that opportunities to enhance access routes are achieved, where possible. This could include securing on and/or off-site access enhancements, such as the dedication of new routes and links to the existing network, and contributions towards surface and planting improvements, and additional signage and interpretation panels. This includes specific improvements to the route of the Gosport waterfront trail alongside Portsmouth Harbour.

10.46 Regard will also be made to Policy S-ACC-1 of the South Marine Plan which states that tourism and recreation proposals within the marine area should demonstrate that they will, in order of preference, a) avoid, b) minimise, and c) mitigate significant adverse impacts on public access. Additionally, Policy S-ACC-2 of the SMP supports proposals that enhance public access to and within the marine area such as physical, digital, and interpretative access and signage, and the removal of unsuitable access arrangements.

Protection of important habitats and species (Point 1c of Policy LE4)

10.47 Careful consideration will be given when improving access along the coast and to the countryside to ensure that proposals do not adversely affect important habitats and species, including along the coast which contains internationally designated 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 (see also Policy D5).

Creation of green corridors (Point 1d of Policy LE4)

10.48 As well as enhancing biodiversity, walking or cycling through green space, or even just viewing it, can help improve people's mental health and wellbeing[319]. Access routes can also provide a key function as green

[319] www.who.int/sustainable-development/cities/health-risks/urban-green-space/en/

corridors, linking up different habitats. Enhancing health and wellbeing, and delivering a net gain in biodiversity are key national and local objectives. As such, the Council expects developers to take advantage of all opportunities to 'green' routes, such as through including green buffers in new routes, or providing additional planting along existing routes, where appropriate. This can assist in enhancing the Borough's Green Infrastructure Network (see Policy D4).

Further information

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

Playing Pitch Strategy (Strategic Leisure Limited, 2024)
Indoor Sport Built Facilities Strategy (Strategic Leisure Limited, 2021)
Gosport Children's Play Strategy 2007-2012 (GBC, 2007)
Local Open Space Standards (GBC, 2026)
Open Space Monitoring Report (GBC, 2026)

Other key documents include:

South Hampshire Green Infrastructure Strategy 2017-2034 (PfSH, 2018)
www.push.gov.uk/wp-content/uploads/2018/08/South-Hampshire-GI-Strategy-2017-2034-FINAL.pdf

South Hampshire Green Infrastructure Implementation Plan (PfSH, 2019)
www.push.gov.uk/wp-content/uploads/2019/08/South-Hampshire-Green-Infrastructure-Implementation-Plan-June-2019-.pdf

Countryside Access Plan for the Solent 2008-2013 (HCC, 2008)
www.hants.gov.uk/rh/countryside/access/solent.pdf

Hampshire Countryside Access Plan 2015-2025 (HCC)
www.hants.gov.uk/landplanningandenvironment/countryside/accessplan

South Marine Plan (MMO, 2018)
www.gov.uk/government/collections/south-marine-plans

Policy LE5: Locally Designated Nature Conservation Sites

Nature conservation

10.49 The following set of nature conservation policies must be read in conjunction with the strategic Policy D5 relating to the Local Ecological Network and internationally and nationally important sites (Section 2 of the Local Plan). This, and the following policies, relate to features that form part of the Local Ecological Network (LEN).

POLICY LE5: 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 require that any adverse impacts are appropriately mitigated for, with compensatory measures only used as a last resort.**

EXPLANATION OF POLICY LE5

10.50 Sites of Importance for Nature Conservation (SINCs) are identified by Hampshire Biodiversity Information Centre (HBIC) following an ecological assessment and consideration by the Local Sites Panel[320]. in accordance with local sites guidance issued by DEFRA in 2006[321]. These sites are shown on the Policies Map. Following the adoption of the Local Plan further sites may be identified as SINCs and these additional sites will also be covered by Policy LE5. 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 criteria[322].

10.51 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 Gosport 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).

10.52 All these designated sites form part of the Local Ecological Network (see Policy D5) which support a range of species. The Council will continue to protect them and encourage and support opportunities to enhance them, including the establishment of buffer areas around them. The Council will resist any development proposals which would adversely affect these locally designated sites unless the benefits of the proposal outweigh the

[320] The panel comprises representatives from Natural England, Hampshire County Council and the Hampshire and Isle of Wight Wildlife Trust for ratification,
[321] www3.hants.gov.uk/biodiversity/hampshire/sincs/important-sites-sinc-criteria.htm
[322] www.gosport.gov.uk/article/1393/Local-Sites

significance of the site. Where there is a risk of damage to a designated site, the Local 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 LE6: Protecting Species and Other Features of Nature Conservation Importance

POLICY LE6: 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 Council 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. **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.**

3. **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 Council will use conditions and/or planning obligations to ensure there is a net gain of biodiversity.**

EXPLANATION OF POLICY LE6

Protected Species and their habitats (Point 1 of Policy LE6)

10.53 This policy needs to be considered with Policy D5 relating to the LEN and development proposals should be aiming to achieve a net gain in

biodiversity as set out in Policy LE8. There are numerous sites which are likely to contain species which are protected by law. For example, householder applications relating to roof materials or voids may impact upon roosting bats and nesting birds, whilst applications relating to trees and other vegetation could also impact nesting birds.

10.54 Protected species are principally identified under the Habitats Regulations 2017 (as amended), 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 and enhance biodiversity under the Environment Act 2021[323].

10.55 The presence of a protected species is a material consideration when determining a planning application, 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, including data searches obtained from the HBIC. It is important to note that whilst some sites may appear to have little or no ecological value through a desktop survey, the ecology of a site can be unpredictable and there may in fact be some value present on site. As such, the information about a site's ecological status could change through the lifetime of the planning process and further information and/or mitigation may be needed in order to determine the application and prevent ecological harm.

10.56 Where relevant the 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.

10.57 The Council will also consider relevant strategies and evidence studies when determining planning applications. This includes the following:

- The Solent Waders and Brent Goose Strategy (2020 and latest supporting evidence)[324] which identifies the most important sites for a variety of species and outlines a number of policies and proposals to minimise human impacts on sites.
- The Solent Recreation Mitigation Strategy produced by Bird Aware Solent includes detailed evidence on the impact of recreational disturbance generated by proposed development around the Solent on important habitats. It includes a mitigation strategy which will be used when determining relevant proposals.

[323] www.gov.uk/guidance/complying-with-the-biodiversity-duty
[324] Produced by the Hampshire and Isle of Wight Wildlife Trust in partnership with a number of other organisations https://solentwbgs.wordpress.com/

Features of nature conservation importance (Points 2 and 3 of Policy LE6)

10.58 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 and these also form part of the LEN(see Policy D5). Such features include trees and woodland, hedgerows (Policy LE7), wetlands and ponds, river corridors and other important local habitats.

10.59 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[325].

10.60 Where the 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 a 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 a net gain in biodiversity occurs, 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.

[325] www.gosport.gov.uk/article/1237/List-of-documents-required-by-GBC-LPA

Policy LE7: Protecting and Enhancing Tree, Woodland and Hedge Coverage

POLICY LE7: PROTECTING AND ENHANCING TREE, WOODLAND AND HEDGE COVERAGE

1. **Proposals should conserve and, where appropriate, enhance tree, woodland and hedgerow coverage in the Borough.**

2. **Development which results in the loss of protected trees (including ancient and/or veteran trees) or groups of trees (semi-ancient and ancient woodland) will be refused unless there are wholly exceptional reasons.**

   In such exceptional cases a suitable compensation strategy will need to be agreed, prepared by a suitably qualified arboriculturalist (or related profession), which proposes a sufficient number of replacement trees of appropriate species and size within the development or the immediate vicinity.

3. **A minimum buffer of 15 metres will be required between the development and ancient woodland or ancient and veteran trees;**

4. **Planning permission for development on sites with unprotected trees will be granted provided:**

   a) **A comprehensive landscaping plan is agreed whereby natural features are incorporated into the development as much as possible, and that suitable opportunities for the restoration, enhancement or planting of trees, woodland, and hedgerows are identified and incorporated within the new development;**
   b) **The loss or damage of non-protected but valued trees, woodland or hedgerows should be avoided, and if demonstrated as being unavoidable, appropriate mitigation measures are provided;**
   c) **Unprotected trees not retained as part of the development are replaced at a ratio of at least 2:1, while for larger, mature trees this ratio is expected to be higher; and**
   d) **Development proposals must demonstrate that appropriate protection measures are in place throughout the development process prior to any work on site.**

   Where it is not possible to secure sufficient tree planting within the site, developers are required to pay a sum in lieu, allowing the Council to plant trees at a suitable location outside the site. The sum will also need to cover 10 years of maintenance costs.

5. Developers will be required to make the following provision:

a) Residential development will be expected to provide two trees per dwelling.

b) All other forms of development will be expected to provide one tree per parking space or one tree per 50 sqm of gross floorspace, whichever is lower.

Where this is not possible the Council will expect the developer to provide a commuted sum to the Council to plant additional trees within the Borough including covering maintenance costs for a period of 10 years.

EXPLANATION OF POLICY LE7

Increasing tree, woodland and hedgerow coverage in the Borough (Point 1 of Policy LE7)

10.61 Trees, woodlands and hedgerows are essential features of the Borough's townscape and landscape and range from the ancient oak woodland within the Wildgrounds area of the Alver Valley Country Park which is a Site of Special Scientific Interest; through to street and garden trees which improve the appearance of our urban environment. Various studies have highlighted the wide range of benefits provided by trees and include improving air, water and soil quality, enhancing wellbeing and landscape character, and mitigating climate change and flood risk. Parts of the Borough have very limited tree coverage and in line with the NPPF it is important to protect existing tree and hedge coverage and take opportunities to increase it wherever possible, such as in gardens, parks and orchards. Careful consideration of the location for additional tree or hedge planting is required, to protect other ecologically valuable areas such as meadows and wetlands.

10.62 Box 25 sets out a number of terms used when referring to trees and hedgerows and their relevance to the Borough.

Box 25: Tree, woodland and hedge definitions and relevance to Gosport

Ancient or veteran tree[326]: A tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient, but are old relative to other trees of the same species. Very few trees of any species reach the ancient life-stage.

Gosport has a number of trees that fit this definition and these are currently

[326] NPPF

being mapped as part of an ongoing project between Gosport Borough Council and the Hampshire Biodiversity Information Centre.

Ancient woodland[326]: An area that has been wooded continuously since at least 1600 AD. It includes ancient semi-natural woodland and plantations on ancient woodland sites (PAWS).

The main area classified under this definition is the Wildgrounds which forms a significant element of the eastern part of the Alver Valley Country Park and has been designated as a SSSI for the ecological value of the woodland. Other areas have been identified in the Defence Munitions Site.

Tree Preservation Order[327]: A Tree Preservation Order is an order made by a local planning authority in England to protect specific trees, groups of trees or woodlands in the interests of amenity. An Order prohibits the cutting down, topping, lopping, uprooting, willful damage and willful destruction of trees without the local planning authority's written consent. If consent is given, it can be subject to conditions which have to be followed. In the Secretary of State's view, cutting roots is also a prohibited activity and requires the authority's consent.

In addition, trees in a conservation area (there are 18 conservation areas in Gosport Borough) that are not protected by an Order are protected by the provisions in section 211 of the Town and Country Planning Act 1990. These provisions require people to notify the local planning authority, using a 'Section 211 Notice', 6 weeks before carrying out certain work on such trees, unless an exception applies. The work may go ahead before the end of the 6 week period if the local planning authority gives consent. This notice period gives the authority an opportunity to consider whether to make an Order on the tree.

Important Hedgerows: A hedgerow is important and protected if it is at least 30 years old and meets at least one of eight criteria identified by the Hedgerow Regulations[328].

Protecting important trees in the Borough (Point 2 of Policy LE7)

10.63 The Government's NPPF requires that planning policies and decisions contribute to and enhance the natural and local environment by recognising the intrinsic character and the wider benefits of trees and woodlands. It recognises that when determining planning applications local planning authorities should refuse permission for development resulting in the loss or deterioration of ancient woodland, and ancient and veteran trees unless there are wholly exceptional reasons and a suitable compensation strategy exists. The NPPF gives the following example as an exceptional reason:

[327] www.gov.uk/guidance/tree-preservation-orders-and-trees-in-conservation-areas#tree-preservation-orders—general
[328] www.gov.uk/guidance/countryside-hedgerows-regulation-and-management

- Infrastructure projects (including nationally significant infrastructure projects, orders under the Transport and Works Act and hybrid bills), where the public benefit would clearly outweigh the loss or deterioration of habitat.

10.64 The loss of trees, woodland and hedgerows will therefore be considered on a site by site basis. The applicant must provide a clear and robust reasoning for any proposed loss, setting out why any loss is unavoidable and justified.

10.65 In such circumstances compensation measures will need to be agreed between the developer and the Local Planning Authority as submitted by the developer and prepared by a suitably qualified person. The package should be in line with the mitigation hierarchy and include an appropriate number, species and size of replacement trees in an appropriate location to provide a net gain in biodiversity. An appropriate ongoing maintenance mechanism will also be required.

10.66 Trees protected by a Tree Preservation Order (TPO) make an important contribution to the Borough and consequently any proposals to remove a tree must be accompanied by appropriate justification.

Providing buffer zones for important trees (Point 3 of Policy LE7)

10.67 Ancient and veteran trees which are incorporated within developments will require at least a 15 metre buffer zone to protect trees from damage[329]. Further information can be found within the Natural England and the Forestry Commission 'standing advice'[330] on ancient woodland, ancient and veteran trees and The Woodland Trust's Planners' Manual for Ancient Woodland[331].

Increasing tree and hedge coverage within developments and the local vicinity (Points 4 and 5 of Policy LE7)

10.68 In addition to protecting important trees, new development should retain unprotected trees on the site which add amenity value to the street scene. Where new development is proposed the preference will always be to incorporate natural features into the development and development should be designed from this first principle. Where the loss of trees or hedgerows is unavoidable, adequate replacement provision should be secured. All

[329] For ancient woodlands, the proposal should have a buffer zone of at least 15 metres from the boundary of the woodland to avoid root damage (known as the root protection area). Where assessment shows other impacts are likely to extend beyond this distance, the proposal is likely to need a larger buffer zone. For example, the effect of air pollution from development that results in a significant increase in traffic. For ancient or veteran trees (including those on the woodland boundary), the buffer zone should be at least 15 times larger than the diameter of the tree. The buffer zone should be 5 metres from the edge of the tree's canopy if that area is larger than 15 times the tree's diameter. This will create a minimum root protection area.
[330] www.gov.uk/guidance/ancient-woodland-ancient-trees-and-veteran-trees-advice-for-making-planning-decisions
[331] www.woodlandtrust.org.uk/publications/2019/06/plannersmanual-for-ancient-woodland

development must be undertaken in accordance with the British Standard 5837 and all tree works must be carried out in accordance with British Standard 3998. Where possible, the Council encourage the planting of UK sourced and grown tree stock to support biodiversity and resilience. Further details on the planting of trees in urban environments can be found in The Woodland Trust guidance[332].

10.69 In order to deliver a net gain in trees the Council considers that any necessary loss of unprotected trees on the site should be replaced on at least a ratio of 2:1. Replacement trees should be high quality, suitably located, and replaced on a like-for-like basis. In instances involving larger, mature trees a greater replacement ratio of 2:1 is likely to be needed.

10.70 As part of new developments further opportunities should be taken to plant additional trees and hedges within the site or the local vicinity. Residential development will be expected to provide two trees per dwelling. All other forms of development will be expected to provide one tree per parking space or one tree per 50 sqm of gross floorspace, whichever is lower. Where this is not possible the Council will expect the developer to provide a commuted sum to the Council to plant additional trees within the Borough including covering maintenance costs for a period of 10 years.

10.71 An element of these additional trees can be planted as street trees. These make an important contribution to the Borough, and in line with the NPPF the Council will require developers to make this provision wherever possible including as part of existing streets where practicable.

10.72 As of 1 April 2017 trees situated adjacent to the adopted roads are managed and maintained by Hampshire County Council and consequently when provision is proposed it will be necessary to consult with them to determine any practical issues. GBC will also work with HCC to encourage tree retention and replacement as set out in HCC's Tree Strategy 2020[333].

[332] www.woodlandtrust.org.uk/media/1688/residential-developments-and-trees.pdf
[333] www.documents.hants.gov.uk/environment/tree-strategy.pdf

Policy LE8: Securing Measurable Biodiversity Net Gain

POLICY LE8: SECURING MEASURABLE BIODIVERSITY NET GAIN

1. **All developments are required to provide biodiversity net gain and contribute towards the wider network of green infrastructure and the Local Ecological Network (see Policy D4 and D5).**

   In accordance with the latest Government requirements qualifying development will be required to provide a measurable biodiversity net gain of at least 10%.

2. **Planning obligations or conservation covenants will be considered to provide appropriate enhancement and site management measures. Arrangements for the long-term management and monitoring of any measures required will need to be appropriately secured.**

EXPLANATION OF POLICY LE8

10.73 The NPPF states that planning policies and decisions should minimise impacts on, and secure measureable net gains for biodiversity. Section 40 of the Natural Environment and Rural Communities Act 2006 provides a statutory basis for planning to seek to minimise impacts on biodiversity and provide net gains in biodiversity where possible[334]. The Environment Act 2021 also introduced statutory Biodiversity Net Gain (BNG), as implemented through Schedule 7a of the Town and Country Planning Act 1990 (as updated).

10.74 The Government recognises that we need to improve our environment by more than just compensating for biodiversity loss where it cannot be avoided or mitigated. Greener development with access to local natural spaces are more pleasant and healthier places to live and work, and habitats and wildlife delivered through biodiversity net gain deliver wider social and economic benefits. The increase in biodiversity relates directly with the Council's overall health objectives as there is a growing body of evidence suggesting that living in greener environments is associated with reduced mortality[335].

Delivering biodiversity (Point 1 of Policy LE8)

10.75 The Environment Act 2021 requires that all developments (except those that are exempt – see paragraph 10.81) provide a mandatory net gain in biodiversity of at least 10%, preferably on-site. Up-to-date guidance is set

[334] www.gov.uk/guidance/natural-environment#biodiversity-geodiversity-and-ecosystems
[335] Gascon et al. (2016), Residential green spaces and mortality: A systematic review, Environment International: 86, www.sciencedirect.com/science/article/pii/S0160412015300799 cited in the Government's consultation document, 'Net gain consultation proposals (December, 2018)

out on the Council's website[336]. Biodiversity Net Gain needs to be set out in the supporting material of a planning application, and should include as a minimum:

- a statement on whether the application would be subject to the biodiversity gain condition;
- a survey of the site's pre-development habitats calculated using the latest biodiversity metric;
- a scale plan showing the direction of north, onsite habitats and any irreplaceable habitats (for example Ancient woodland, Ancient and veteran trees, Spartina saltmarsh swards)[337];
- confirmation if any onsite habitat has been 'degraded' by activities and evidence to support this;
- for major applications and those where BNG will be delivered onsite the submission of a draft Habitat Management and Monitoring Plan[338] would be expected;
- for applications providing offsite BNG the submission of a draft Section 106 head of terms or conservation covenant[339] is expected along with the mitigation site's reference number from the approved BNG register[340];
- a draft Biodiversity Gain Plan is strongly encouraged.

10.76 Applicants will need to use the latest version of the DEFRA Biodiversity Metric to calculate the biodiversity net gain requirement and inform the relevant ecological assessment of what measures will be delivered. It is recommended such schemes submit a Habitat Management and Monitoring Plan and a Biodiversity Gain Plan with the planning application which covers mitigation and enhancement issues. It will be necessary for these documents to set out robust and ongoing management, maintenance and monitoring arrangements for the proposed ecological measures for a minimum of 30 years, as required by the Environment Act. It is recognised that as part of the long-term management of the development maintenance measures may be required for a period beyond 30 years.

10.77 Net gain for biodiversity is delivered by applying a sensitive design that avoids the loss of high quality habitats, minimises the impact of development on a site, enhances habitats in poor condition and delivers desirable places to live by creating new habitats on-site. Biodiversity net gain should follow the mitigation hierarchy and must not be applied to irreplaceable habitats, and any mitigation or compensation measures for designated sites must be dealt with separately.

[336] www.gosport.gov.uk/BNG
[337] https://defraenvironment.blog.gov.uk/2023/10/05/irreplaceable-habitats-and-bng-what-you-need-to-know/
[338] https://publications.naturalengland.org.uk/publication/5813530037846016
[339] www.gov.uk/guidance/getting-and-using-a-conservation-covenant-agreement
[340] www.gov.uk/guidance/make-off-site-biodiversity-gains-as-a-developer#record-the-allocation-of-off-site-gains-to-your-development

10.78 Biodiversity net gain should be secured on-site unless there are mitigating circumstances which mean this is not possible. Where off-site provision is appropriate the developer should consider enhancements in the immediate locality and then the neighbourhood, and use an approved site from the BNG register[341]. In certain circumstances due to the type of biodiversity net gain required it may be necessary to secure enhancements further afield including at a sub-regional or national level utilising habitat land banks agreed by the Council.

10.79 Specific measures[342] to be considered include:

- **On-site:** a range of measures depending on the scale and characteristics of the site including the enhancement and creation of open spaces, wildflower amenity areas, soft landscaping including street trees and hedges, wildlife corridors to and from and within developments, Sustainable Drainage Systems, green roofs and walls, private garden spaces designed for wildlife, beetle banks and hedgehog highways, and integrating bird and bat nesting sites within buildings (such as swift bricks). The Council will also consider working with the developer on innovative community initiatives which engage local residents in biodiversity projects.
- **Neighbourhood:** in Gosport this could include working with major landowners such as the Council, Hampshire County Council and the Ministry of Defence to enhance local spaces such as parks, verges, and other land holdings for biodiversity.
- **Strategic:** the use of agreed land banks for off-site local and strategic compensatory habitat creation and enhancement schemes. This could include a tariff approach.

10.80 Developers should seek early advice from HCC's Ecology Team and give consideration to how the biodiversity net gain will support the Local Ecological Network (see Policy D5), which also includes details regarding ecological opportunities. Opportunities may also exist to combine biodiversity net gain with the requirements of Policy D4 to contribute towards enhancing the Borough's Green Infrastructure Network. Proposals should also support the delivery of the Nature Recovery Network and Local Nature Recovery Strategy, where applicable.

10.81 Developments which are exempt from providing the mandatory 10% BNG include:

- Householder applications;
- Permitted development rights;

[341] www.gov.uk/guidance/make-off-site-biodiversity-gains-as-a-developer#record-the-allocation-of-off-site-gains-to-your-development
[342] Note – Some of the measures outlined below may not qualify for the mandatory 10% BNG metric, however they may be useful to integrate with both qualifying developments as well as non-qualifying sites that still require some form on net gain in biodiversity.

- De minimis development that does not impact a priority habitat and impacts less than 25 sqm of habitat, or 5 metres of linear habitats such as hedgerows;
- Self-build and custom housebuilding developments of no more than 9 dwellings, and on a site no larger than 0.5 hectares;
- Urgent Crown development;
- Development of a biodiversity gain site.

10.82 In these cases whilst it is not a Government requirement to achieve at least 10% net gain in biodiversity applicants are required to incorporate some form of net gain biodiversity on-site in a way appropriate for the development. This could include some of the measures highlighted above and needs to be included in the application submission.

Planning obligation or conservation covenants (Point 2 of Policy LE8)

10.83 To secure biodiversity net gain the Council will use planning obligations and/or conservation covenants for a period of at least 30 years. The Council will require regular reporting from developers on their biodiversity net gain commitments, and where necessary, the Council will carry out enforcement.

Further information

Biodiversity Net Gain guidance (GBC)
www.gosport.gov.uk/BNG

Environment Act 2021 (UK Parliament, 2021)
www.legislation.gov.uk/ukpga/2021/30/contents/enacted

Biodiversity Metric 4.0 (Natural England, 2021)
https://publications.naturalengland.org.uk/publication/6049804846366720

Biodiversity in Planning (RTPI, 2019)
www.biodiversityinplanning.org/wp-content/uploads/2020/03/biodiversityinplanningpracticeadvice2019-15.11.19.pdf

Biodiversity net gain: Good practice principles for development (CIEEM, 2019)
https://cieem.net/wp-content/uploads/2019/02/C776a-Biodiversity-net-gain.-Good-practice-principles-for-development.-A-practical-guide-web.pdf

Fact sheet: Green infrastructure and biodiversity (TCPA)
www.tcpa.org.uk/fact-sheet-green-infrastructure-and-biodiversity

Residential developments and trees (TWT, 2019)
www.woodlandtrust.org.uk/media/1688/residential-developments-and-trees.pdf

Building with Nature: Standards Framework 2.0 (BwN, 2021)
www.buildingwithnature.org.uk

Policy LE9: Pollution Control

POLICY LE9: POLLUTION CONTROL

1. **Planning permission will be granted for proposals where the projected levels of pollution generated by the development, including air, odour, noise and light pollution, do not have a significant adverse impact upon existing and future occupiers, neighbouring occupiers, and the wider built and natural environment.**

2. **Where pollution is a material consideration proposals should submit an appropriate impact assessment. Where impacts are likely to occur during the construction phase a Construction and Environmental Management Plan should be submitted.**

3. **Development proposals which include provisions to reduce or mitigate existing pollution will be supported.**

<u>Air pollution</u>

4. **Development proposals will not be permitted when they are likely to:**

   a) **exceed current national or local standards or objectives (individually or in-combination) with other land uses; and/or**
   b) **be adversely affected by existing poor air quality.**

<u>Noise pollution</u>

5. **Development proposals which are noise-sensitive will not be permitted if the users would be significantly adversely affected by noise from existing or permitted noise-generating uses within the local area.**

6. **Development proposals which are noise-generating will not be permitted if the noise arising would have a significant adverse impact upon local amenity or sensitive habitats.**

<u>Light pollution</u>

7. **Development proposals which include external lighting will be**

permitted provided that there is no significant adverse impact from increased levels of light pollution on the environment or local amenity.

EXPLANATION OF POLICY LE9

Overall approach (Points 1, 2 and 3 of Policy LE9)

10.84 While many types of development will generate some form of pollution such as noise, the NPPF is clear that planning policies and decisions should seek to prevent and minimise the impacts of pollution on people and the environment. The Council will seek to ensure that new development does not generate adverse levels of pollution, particularly near sensitive uses and habitats. This includes ensuring development is suitably located, designed and laid out, and where necessary effective mitigation measures are incorporated.

10.85 Applicants should seek to direct development away from sites where existing or permitted operations create significant levels of pollution to which the occupiers of the proposal could be sensitive too. Where such instances occur, the Council will apply the NPPF's 'agent of change' principle, and the provision of suitable mitigation measures prior to occupation may be required. Planning conditions and covenants may also be sought to protect existing uses and businesses from complaints about existing and foreseeable nuisances arising from their operation.

10.86 Proposals where pollution is likely to be a material consideration will be required to submit an appropriate impact assessment undertaken by a competent person. Where proposals could cause significant noise or air quality impacts or create significant disturbance or intrusion during the demolition and construction phases, a Construction and Environmental Management Plan (CEMP) will be required to be submitted. Where appropriate these will be expected to include assessments of vehicle movements associated with the construction site and measures to prevent unreasonable impact on local parking and public transport services.

10.87 Wherever possible, developments should seek to reduce existing levels of pollution. Such proposals will be supported by the Council where suitable evidence can be supplied that a reduction in pollution will occur.

10.88 The impact of water pollution is considered in Policy LE13 while Policy D9 addresses amenity impacts. Policy C5 considers the amenity impacts from hot food takeaways and fast food outlets, including through noise, odours and vibrations.

Air pollution (Point 4 of Policy LE9)

10.89 The Council seeks to protect the Borough's air quality standards through regular air quality monitoring. This data helps form the Joint Annual Air Quality Reports[343], which are produced in partnership with Fareham Borough Council.

10.90 There are currently no major industries in the Borough that are significant generators of air pollution, with the main sources of air pollution being road traffic with some contribution from shipping. There are currently no Air Quality Management Areas (AQMAs) in the Borough. There were two AQMAs in Fareham Borough which included the area surrounding the Quay Street Roundabout on the A32, the main access road serving Gosport. In 2024, the two AQMAs were revoked due to pollution continuing to comply with Government objectives. Fareham Borough Council will continue to review and assess local air quality and report to DEFRA annually[344].

10.91 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 also 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. All major planning applications should be supported by suitable information to allow full consideration of the impact on the air quality, both on the site and in the wider area.

10.92 The Council's Development Strategy (Policy D2) aims to ensure that sustainable development is achieved in the Borough by focusing development in locations which can be served by sustainable transport modes (bus, walking and cycling) and where residents are served by appropriate facilities and employment opportunities. This overall approach aims to reduce the need to travel by car and therefore reduce air pollution. It is recognised however that additional mitigation measures may also be required. National planning guidance sets out a number of examples of possible pollution mitigation options. Where mitigation is considered necessary the type of measure will depend on locationally-specific factors, the type of development and whether the mitigation measures are proportionate to the likely impact. Mitigation 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 or hedges, to create a barrier from pollution;
- incorporating means of filtration and ventilation;

[343] www.fareham.gov.uk/licensing_and_inspections/air_quality/aqmanagementareas.aspx
[344] www.fareham.gov.uk/licensing_and_inspections/air_quality/aqmanagementareas.aspx

- including infrastructure to promote transport with a low impact on air quality (such as electric vehicle charging points);
- controlling dust and emissions from construction, operation and demolition; and
- contributing funding to measures designed to offset the impact on air quality from new development.

Noise pollution (Points 5 and 6 of Policy LE9)

10.93 Noise from development can cause unacceptable impacts on the health and quality of life of local residents, occupiers and wildlife[345]. The Borough has significant transport movements within it and other noise-generating activities including industrial, aviation and maritime activities, and as such, the control and mitigation of noise pollution is a notable concern.

10.94 Under DEFRA's Noise Policy Statement for England[346] and the associated Noise Action Plan[347], the Borough is designated as a 'Noise Receiving Authority' as part of the Portsmouth Urban Area which covers Portsmouth, Gosport and parts of Fareham, Havant and East Hampshire. The provisions within the Noise Policy Statement and Noise Action Plan to manage additional significant sources of noise within the Borough therefore apply. The Noise Policy Statement has the following aims:

- avoid significant adverse impacts on health and quality of life from noise;
- mitigate and minimise adverse impacts on health and quality of life from noise; and
- where possible, contribute to the improvement of health and quality of life through effective management and control of noise.

10.95 In line with the Noise Policy Statement and the Noise Exposure Hierarchy[348], where a development would generate significant levels of noise, or a sensitive development would be located in an area with noise above the Lowest Observed Adverse Effect Level (LOAEL) (see Box 26), suitable mitigation measures will be expected. Where noise levels would be above the Significant Observed Adverse Effect Level (SOAEL), development may be refused unless suitable mitigation is provided.

[345] 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.
[346] www.gov.uk/government/publications/noise-policy-statement-for-england
[347] www.gov.uk/government/publications/noise-action-plans-large-urban-areas-roads-and-railways-2019
[348] www.gov.uk/noise--2

Box 26: Definitions of noise

What constitutes LOAEL and SOAEL will depend upon how various factors combine in a particular situation and can include, amongst other factors, the source and absolute level of noise, the time of day, the frequency and pattern of occurrence, and the sensitivity of the people affected.

Lowest Observed Adverse Effect Level (LOAEL)
Noise can be heard and causes small changes in behaviour, attitude or other physiological response, e.g. turning up volume of television; speaking more loudly; where there is no alternative ventilation, having to close windows for some of the time because of the noise. Potential for some reported sleep disturbance. Effects on the acoustic character of the area such that there is a small actual or perceived change in the quality of life.

Significant Observed Adverse Effect Level (SOAEL)
This is defined as when: noise causes a material change in behaviour, attitude or other physiological response, e.g. avoiding certain activities during periods of intrusion; where there is no alternative ventilation, having to keep windows closed most of the time because of the noise. Potential for sleep disturbance resulting in difficulty in getting to sleep, premature awakening and difficulty in getting back to sleep. Quality of life diminished due to change in acoustic character of the area.

10.96 Where noise is likely to be a material consideration, a noise impact assessment must be submitted with a 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 populations. 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 required, a noise assessment 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;
- demonstrate that there is no significant effect on the integrity of Protected Sites and other important nature conservation interests within the vicinity; and
- have regard to DEFRA's most up-to-date Noise Policy Statement and Noise Action Plan, and other relevant studies.

10.97 For flats and terraced houses, wherever possible developers should aim to achieve higher sound insulation standards than those stipulated within the

Building Regulations[349] for the purposes of protecting residential amenities. Additional guidance on noise control can be found in the Further Information Box at the end of this section.

10.98 All marine proposals must seek, in order of preference to a) avoid, b) minimise, and c) mitigate any significant adverse noise impacts on mobile marine species, which can cause chronic stress and death at higher intensities. Further information can be found within the South Marine Plan (see Policies S-UWN-1 and S-UWN-2).

Light pollution (Point 7 of Policy LE9)

10.99 Lighting provides valuable benefits to society including through increasing safety, extending opportunities for sport, recreation and commerce, and tackling crime and antisocial behaviour. Excessive and unnecessary lighting in inappropriate locations however can have negative impacts upon the appearance and amenity of an area and the natural environment.

10.100 When assessing proposals which include outside lighting it will be necessary to ensure proposals have a good standard of design which considers the following:

- the potential impact on the amenities of local residents and those particularly sensitive to light intrusion;
- the need to reduce wasted light to limit light pollution and reduce energy consumption;
- the need to maintain intrinsically dark areas for nature conservation or local character, where this is appropriate;
- ensure that there is no significant effect on the integrity of Protected Sites for nature conservation within the vicinity;
- the need to minimise impacts upon wildlife;
- the need to ensure a safe environment for users at night; and
- highway safety issues.

10.101 All lighting should be the minimum necessary to be effective and be designed to limit spillage above the horizontal plane. 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.

10.102 Proposals for the lighting of buildings within conservation areas will be assessed against the relevant policies in the Local Plan, in particular Policy D10 and current best practice[350].

[349] Performance standards set out in the Building Regulations provided for England in Approved Document E (2015 as amended).
[350] www.gov.uk/guidance/light-pollution

10.103 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 and consequently it will be necessary to minimise the impact of any lighting.

10.104 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 national planning guidance[351] and the Institute of Lighting Professional's Guidance Note[352].

Further information

Planning Practice Guidance (MHCLG)
www.gov.uk/government/collections/planning-practice-guidance

Noise Policy Statement for England (DEFRA, 2010)
www.gov.uk/government/publications/noise-policy-statement-for-england

Noise action plans: large urban areas, roads and railways (DEFRA, 2019)
www.gov.uk/government/publications/noise-action-plans-large-urban-areas-roads-and-railways-2019

Noise Exposure Hierarchy (DEFRA, 2019)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/820957/noise_exposure_hierarchy.pdf

Guidelines for Environmental Noise Impact Assessment (IEMA, 2014)
www.iema.net/event-reports/2016/01/07/Launch-Webinar-IEMA-Guidelines-for-Environmental-Noise-Impact-Assesment-2014/

ProPG: Planning & Noise – Professional Practice Guidance on Planning & Noise - New Residential Development (ANC, IoA and CIEH, 2017)
www.ioa.org.uk/sites/default/files/14720%20ProPG%20Main%20Document.pdf

Acoustic Ventilation and Overheating Residential Design Guide (ANC and IoA, 2020)
www.association-of-noise-consultants.co.uk/wp-content/uploads/2019/12/ANC-AVO-Residential-Design-Guide-January-2020-v-1.1.pdf

BS 8233:2014: Guidance on sound insulation and noise reduction for buildings (BSI , 2014)
www.thenbs.com/PublicationIndex/Documents/Details?DocId=306010

[351] www.gov.uk/guidance/light-pollution
[352] theilp.org.uk/publication/guidance-note-1-for-the-reduction-of-obtrusive-light-2020/

BS 4142: Methods for rating and assessing industrial and commercial sound (BSI, 2014)
www.bsigroup.com/en-GB/standards/bs-4142/

Guidance Notes for the Reduction of Obtrusive Light (ILP, 2020)
https://theilp.org.uk/publication/guidance-note-1-for-the-reduction-of-obtrusive-light-2020/

Policy LE10: Contaminated and Unstable Land and Unexploded Ordnance

POLICY LE10: CONTAMINATED AND UNSTABLE LAND AND UNEXPLODED ORDNANCE

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 risk assessment and submit a report of the findings 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 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, the River Alver, 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 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.**

4. **Where there is potential for unexploded ordnance to be present development proposals must be fully remediated. Planning applications should be accompanied by a Stage 1 Preliminary Risk Assessment as a minimum.**

EXPLANATION OF POLICY LE10

Land contamination (Points 1 and 2 of Policy LE10)

10.105 Development can provide important opportunities to restore land which may be contaminated. Contamination can give rise to hazards which put at risk people working on the site and the occupiers and users of the development, so appropriate measures need to be taken. Every measure should be used through the development process to facilitate and enhance the remediation of land affected by contamination.

10.106 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 NPPF and the latest Government guidance[353]. Where a site is affected by contamination issues, responsibility for securing safe development rests with the developer and/or landowner.

10.107 Where land contamination may be an issue, early pre-application meetings with the Council and the Environment Agency are advised. The standard of investigations, assessments, including risk assessments, remedial schemes and verification reporting should follow current UK good practices and be carried out by a competent person. 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 known. The minimum information required in these instances should be a desk study, initial conceptual model and risk assessment.

10.108 A developer will need to satisfy the Council that unacceptable risks from contamination will be successfully addressed through remediation measures and will not cause undue environmental impact either during the construction phase or after the completion of the development. Mitigation measures will be secured by condition and/or planning obligations to ensure that any likely significant negative effect is mitigated to an acceptable level prior to the occupation of the development. As a minimum developed land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

10.109 Other policies relating to specific development sites (Policies RA1-RA10 and A1-A7) as well as the policies relating to water resources and waste (Policies LE13 and LE14) are also applicable in relation to the issue of contamination.

[353] www.gov.uk/government/publications/contaminated-land-statutory-guidance

Unstable land (Point 3 of Policy LE10)

10.110 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.

10.111 Where land is known to be unstable or has the potential to become so, an applicant should ensure a competent person carries out a risk assessment and submits a report of the findings 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.

Unexploded ordnance (Point 4 of Policy LE10)

10.112 Given the predominance of previously developed brownfield sites within the Borough particularly in regard to MoD legacy sites and the close proximity to HMNB Portsmouth, there is the potential for the discovery of unexploded ordnance predominately dating from WW2 and associated contamination. Responsibility for ensuring the safety of the site rests with the landowner and/or developer. Therefore in cases where there may be a potential risk, the Council will require, as a minimum, planning applications to be accompanied by a Stage 1 Preliminary Risk Assessment to provide an initial screening on the risks of unexploded ordnance. A comprehensive and detailed Stage 2 Further Risk Assessment and an accompanying mitigation strategy and measures, including emergency response plans will be required where the risk of unexploded ordnance has been identified through Stage 1.

Further information

Planning Policy Guidance: Land affected by contamination
www.gov.uk/guidance/land-affected-by-contamination

Contaminated Land Statutory Guidance: Environmental Protection Act 1990: Part 2A (DEFRA, 2012)
www.gov.uk/government/publications/contaminated-land-statutory-guidance

Land Contamination Risk Management guidance (EA, 2023)
www.gov.uk/government/publications/land-contamination-risk-management-lcrm

Policy LE11: Hazardous Substances

POLICY LE11: 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; and**

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 LE11

Hazardous substances (Points 1 and 2 of Policy LE11)

10.113 Hazardous substances include certain gases, liquids and explosive chemicals. If not carefully controlled these substances can pose unacceptable risks to people and wildlife, and create air, water, soil and noise pollution and land instability. Wherever possible development should seek to lower risks and improve local environmental conditions.

10.114 In addition to requiring planning permission, developments which include hazardous substances may also require a Hazardous Substances Consent and/or an Environmental Permit. The Health and Safety Executive and the Environment Agency have responsibilities on advising local authorities on the potential hazards of any proposed development, including alterations to existing hazardous installations. The Council will take into account any advice received from these and other statutory agencies in determining such applications. Separate health and safety law is also in place to ensure measures are taken for the safe use of hazardous substances.

Further information

Local reports on air quality
www.gosport.gov.uk/article/1658/Air-Quality-Monitoring-Data

Health and Safety Executive
www.hse.gov.uk

Policy LE12: Safeguarding Zones

POLICY LE12: SAFEGUARDING ZONES

Development will be granted for proposals which do no conflict with identified safeguarding zones.

1. **The Council will consult appropriate organisations before granting planning permission for certain types of development which fall inside identified safeguarding zones.**

2. **Proposals including the construction of new buildings and structures should not interfere with broadcast and telecommunications services.**

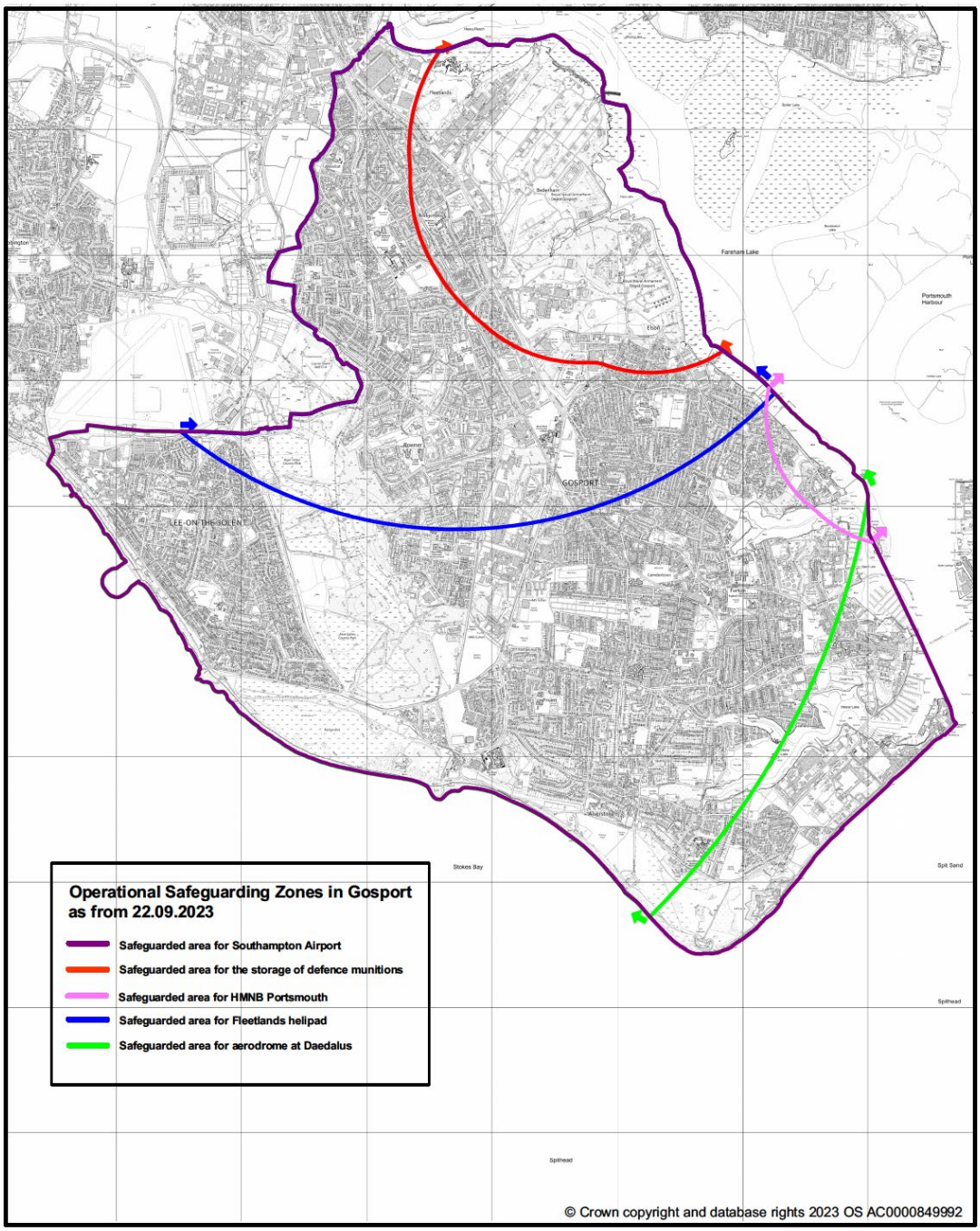
EXPLANATION OF POLICY LE12

Identified safeguarding zones (Point 1 of Policy LE12)

10.115 There are a number of safeguarding zones 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 Council has not shown them on the Policies Map. The latest areas are shown on the Council's website, and a plan as of 2026, is shown in Plan 24[354].

[354] www.gosport.gov.uk/GBLP2042

Plan 24: Operational Safeguarding Zones in Gosport[355]



10.116 Under the provisions of the Government Circular 01/03: Safeguarding aerodromes, technical sites and military explosives storage areas the Council is required to consult the relevant organisation regarding development proposals for buildings, structures and works within the safeguarding zones. The types and characteristics of each safeguarding zone are set out below:

[355] The Plan is the latest version at submission, any later changes can be viewed at: www.gosport.gov.uk/GBLP2042

- **His Majesty's Naval Base Portsmouth:** The outer boundary of this zone covers Priddy's Hard and its surrounds. Within this area the Defence Infrastructure Organisation (DIO) will need to be consulted if anyone wishes to erect a building or curtain wall construction or clad or substantially clad in glass.

- **Defence Munitions Safeguarding Zone**
  This area covers Bedenham and Frater as well as parts of Hardway and Elson and the precise boundaries are subject to change. The DIO will need to be consulted in this instance who will advise developers on issues such as building materials and construction techniques for proposals within this safeguarded area.

  The Statutory Explosive Safeguarding Zone, includes the Inhabited Building Distance, within which the MOD monitors the management and use of development to maintain public safety. It also includes the Vulnerable Building Distance within which all buildings should be of robust design which could withstand an explosion at DM Munitions (see Further Information Box at the end of this section).

- **Aerodrome Safeguarding Zone 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 exceeded.

- **Fleetlands Safeguarding Zone**
  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, such as the creation of particular habitats.

- **Southampton Airport Safeguarding Zone**
  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.

10.117 The MOD may also have an interest in proposals outside of the Safeguarding Zones which could have an impact upon operational capability. This could include renewable energy schemes over a certain scale, where they could obstruct critical airspace or impede the operation of defence installations.

Interference with broadcast and telecommunications services (Point 2 of Policy LE12)

10.118 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

The town and country planning (safeguarded aerodromes, technical sites and military explosives storage areas) direction 2002 - DfT/ODPM Circular 01/2003 (updated 2016):

www.gov.uk/government/publications/safeguarding-aerodromes-technical-sites-and-military-explosives-storage-areas

Policy LE13: Water Resources

POLICY LE13: WATER RESOURCES

The 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 Environment Regulations. New development should take opportunities to enhance these resources wherever possible.**

2. **Development proposals will be permitted provided that the necessary water resources are available. New residential development proposals should include measures that will reduce the consumption of water to 110 litres per person per day (including external water use).**

3. **Development proposals will be permitted provided that they 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 the provision of necessary wastewater infrastructure so as to safeguard the environmental qualities of the area. It will also 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 should include Sustainable Drainage Systems in accordance with Policy D7.

EXPLANATION OF POLICY LE13

Water quality (Point 1 of Policy LE13)

10.119 It is necessary to protect water resources from all sources of pollution in line with the Water Environment Regulations. This includes protection from existing or potentially contaminated land which has the potential to be disturbed through new construction. 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.

10.120 The 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;
- Sustainable Drainage Systems are used wherever possible to help protect and enhance the water environment;
- proposals that have significant adverse impact upon the water environment must demonstrate that they will avoid, minimise and mitigate any significant adverse impacts; and
- proposals that enhance water quality, such as new saltmarsh, intertidal mudflats or reedbeds will be supported.

Water consumption (Point 2 of Policy LE13)

10.121 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.

10.122 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.

10.123 All new development should meet the water efficiency standard of 110 litres per person per day (including external water use) and is encouraged to achieve Southern Water's 'Target 100' goal[356]. 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[357].

Wastewater (Point 3 of Policy LE13)

10.124 Southern Water provides the sewage and wastewater infrastructure for the Borough. In order to assess available network capacity, Southern Water will be consulted on planning applications to review development proposals and work with the developer on the intended delivery programme for any potential network reinforcement requirements. Where there is a capacity constraint, the Local Planning Authority will, where appropriate, apply phasing conditions to any planning approval to ensure that necessary infrastructure upgrades are delivered ahead of the occupation of the relevant phase of development. Developers are encouraged to submit a Pre Planning Enquiry to Southern Water prior to the submission of a planning application. Further details are available online[358].

10.125 To reduce the volume of surface water entering the sewer network, and to avoid the need for significant increases in the capacity of existing drainage and wastewater networks, surface water should be separated from foul sewers. Southern Water advise that they will refuse any request to discharge surface water into the foul only sewer network, this includes where the surface water hierarchy has been followed and all alternative options have been exhausted. In addition, a surface water discharge to any combined sewer will only be permitted in exceptional circumstances.

10.126 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 metres or more are required dependent on the size and depth of the infrastructure. The easement should be clear of all proposed buildings and substantial tree planting. Any wastewater pumping station on-site will require 15 metres clearance to any sensitive development (such as housing). The layout of development should take these sewerage

[356] www.southernwater.co.uk/water-for-life/target-100
[357] www.portsmouthwater.co.uk/news/publications/water-resources-planning/
[358] www.southernwater.co.uk/building-and-developing/our-services/planning-your-development/pre-planning-enquiries/

infrastructure requirements into account or make allowance for diversions at the developers' expense.

Sustainable Drainage Systems (Point 4 of Policy LE13)

10.127 The use of Sustainable Drainage Systems (SuDS)[359] within new developments can have a number of benefits including improving water quality, reducing flood risk (see Policy D7), contributing to local green infrastructure (see Policy D4) and enhancing biodiversity (see Policy LE8), 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.

10.128 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 Water Environment Regulations. SuDS can include a number of different elements including green roofs, permeable pavements, rainwater harvesting, infiltration trenches, swales and retention ponds.

10.129 It is important that the incorporation of SuDS into the design of developments is 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.

Further information

Nutrient Neutrality including NE Methodology (GBC)
www.gosport.gov.uk/article/1888/Nutrient-Neutrality

Water Resources Planning (Portsmouth Water)
www.portsmouthwater.co.uk/news/publications/water-resources-planning/

Reducing flood risk in planning (HCC)
www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning

[359] www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning

Policy LE14: Waste and Material Resources

POLICY LE14: WASTE AND MATERIAL RESOURCES

1. **The Council will have regard to the latest Hampshire Minerals and Waste Plan and associated strategies and guidance when considering new development.**

    a) **Development proposals over 3 ha within Safeguarded Mineral Areas should aim to maximise the prior extraction of mineral resources, in line with the policies of the Hampshire Minerals and Waste Plan. A Mineral Resource Assessment will be required to be submitted to the Minerals and Waste Planning Authority as part of any application to develop such sites.**

2. **Planning permission will be granted for the provision of waste facilities to serve the Borough's needs in accordance with the adopted Hampshire Minerals and Waste Plan provided that there are no adverse impacts on:**

    a) **residential amenity;**
    b) **the highway network;**
    c) **heritage assets; and**
    d) **biodiversity interests.**

3. **Proposals for all new development should use recycled materials and local secondary aggregates in the construction process wherever possible.**

4. **The layout and design of all new forms of 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. The proposed development should 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;**
    e) **have an adverse impact upon ground stability; and**
    f) **have an adverse impact on the visual amenity of the area.**

EXPLANATION OF POLICY LE14

Overall approach (Point 1 of Policy LE14)

10.130 The Hampshire Minerals and Waste Plan (HMWP)[360] was adopted in 2013 by Hampshire County Council[361], which is the minerals and waste authority for the Gosport Borough area and consequently forms part of the development plan. HCC and its partner authorities, are working to produce a partial update to the HMWP which will guide minerals and waste decision making up until 2040. It is anticipated that the revised HMWP will be adopted in 2026 and will replace the 2013 Plan.

10.131 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 by HCC through monitoring of the Plan. Sites in Gosport include:

- the Material Recovery Facility at the Cranborne Industrial Estate;
- 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.

10.132 Proposals for these and any additional sites would need to accord with the relevant policies of the HMWP. In line with Hampshire's Safeguarding SPD (2016)[362] and Policy 15 of the adopted HMWP, development proposals over 3ha, wholly or partly within an Mineral Safeguarding Area, should aim to maximise the prior extraction of mineral resources, and submit a Mineral Resource Assessment to the Minerals and Waste Planning Authority.

10.133 Whilst HCC is the waste authority for the Gosport area, Gosport 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

[360] www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan
[361] The plan was also adopted by the other Hampshire Authorities which include Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority.
[362] www.hants.gov.uk/landplanningandenvironment/minerals-waste-planning/hampshire-minerals-waste-plan/supplementary-planning-documents

- ensuring specialist facilities are provided including energy recovery from waste biomass.

Location of waste facilities (Point 2 of Policy LE14)

10.134 In relation to ensuring specialist facilities are provided (including energy recovery and waste biomass), the 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.

Recycled materials and local aggregate (Point 3 of Policy LE14)

10.135 Developers for most forms of developments are required to prepare Site Waste Management Plans to ensure construction waste is reduced. In addition, where marine aggregate is required in a project within the Borough, Policy S-AGG-4 of the South Marine Plan[363] encourages the use of locally sourced marine aggregate. Where aggregate outside of the south marine area is proposed to be used, an explanation should be provided within the proposal's submission.

Waste and recycling storage (Point 4 of Policy LE14)

10.136 The Council places a high degree of importance in ensuring that suitable provision is made for waste and recycling storage in new businesses and 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 within Policy DE2 and the Council's Design SPD[364].

10.137 It is understood that under the Environment Act arrangements will be put in place to collect additional types of household waste for recycling, which is likely to have implications on the number of bins required for each household.

Reclamation and dredging (Point 5 of Policy LE14)

10.138 Historically reclamation of land from Portsmouth Harbour has taken place at a number of locations within the Borough including Coldharbour, Haslar, Forton, Frater and Fareham Lakes. Policy D5 includes a presumption against further reclamation, particularly where proposals would have detrimental impact on internationally important habitats within the area as well as other important nature conservation interests (see Policies D5, LE5-7).

[363] www.gov.uk/government/publications/the-south-marine-plans-documents
[364] www.gosport.gov.uk/article/1276/Design-SPD

10.139 Dredging and reclamation can also have an adverse impact on the visual amenity of area and could have adverse effects on the hydrology of Portsmouth Harbour and the Solent.

10.140 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. Proposals will also need to take account of marine archaeological sites (see Policy D10).

10.141 A marine licence may be needed for any activity that occurs below mean high water springs level. These activities can range from mooring private jetties to dredging and offshore windfarms. 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

Hampshire Minerals and Waste Plan (HCC)
https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan

10 Implementation and Monitoring

Introduction

11.1 The policies and proposals of the Local Plan will be implemented through a number of mechanisms, which are outlined in this section and include:

- The use of planning delivery mechanisms by the Local Planning Authority including determining planning applications, Supplementary Planning Documents and Local Development Orders; and
- Regular monitoring to ensure that the policies and proposals outlined in the Plan are being implemented and if not, to understand the reasons for this and act accordingly.

Implementation

11.2 The policies and proposals of the Local Plan will be implemented in three main ways:

- The Development Strategy and strategic policies set the overall context and parameters for appropriate land uses and will guide the type, location and nature of future development proposals across the Borough;
- Regeneration Areas and allocation policies allocate land for specific types of development and set site-specific development criteria; and
- General development policies set detailed criteria for types of development or specific planning issues, against which planning applications for development will be assessed.

11.3 There are several mechanisms which can be used to deliver the policies and proposals of the Local Plan, which are set out below:

Development Management

11.4 All Local Plan policies will be used in the process of determining planning applications by the Local Planning Authority. Advice on submitting a planning application can be found on the Council's website.[365] Where there is unauthorised development the Council will, where appropriate, undertake enforcement action in line with its Corporate Enforcement Policy.

Partnership Working

11.5 The Council will undertake its many roles including service provider, policy maker and landowner to work with other organisations at national, sub-regional and local levels to implement the Local Plan policies. In particular, the Council will continue to work closely with the Partnership for South

[365] www.gosport.gov.uk/article/1220/Pre-application-advice

Hampshire (PfSH) and its neighbouring local planning authorities. It will also work with the Hampshire and Solent Combined Authority .

• Partnership for South Hampshire (PfSH) • Local businesses • Landowners and developers • The Ministry of Defence and Defence Infrastructure Organisation • Environmental charities • The Hampshire and Solent Combined Authority • Hampshire County Council (including as highway authority, education authority, county ecology) and successor authorities • Neighbouring local authorities • National Highways	• 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

Supplementary Planning Documents (SPDs)

11.6 The Council will continue to review if there is a need for further SPDs to be produced during the plan period. Details of SPDs are kept up-to-date on the Council's website at: www.gosport.gov.uk/article/1240/Supplementary-Planning-Documents-SPD

Local Development Orders

11.7 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.

Neighbourhood Planning

11.8 The Localism Act 2011 allows communities to produce a Neighbourhood Plan. This allows residents, employees and businesses to work together

through a neighbourhood forum and provide a shared vision for their neighbourhood and shape the development and growth of the local area. These plans can be used as the basis for determining planning applications. Neighbourhood Plans[366] are required to be in accordance with national planning policy and the 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 it will be brought into force.

11.9 In addition or alternatively these communities can make a Neighbourhood Development Order[367] 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. Neighbourhood Plans and the Development Orders should not be used to promote less growth than identified in the Local Plan.

Monitoring

11.10 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. Regular monitoring will be used to assess the Local Plan's impact and whether or not the delivery of the Local Plan Vision and Objectives are being achieved.

11.11 The Authority Monitoring Report (AMR) will be the main tool for monitoring progress. The Council has produced an AMR since 2005 and this will continue to successfully monitor the policies and proposals of this Local Plan. The AMR is available online: www.gosport.gov.uk/AMR

11.12 The Council also produces a more detailed set of contextual indicators set out in the Gosport Profile online: www.gosport.gov.uk/gosportprofile

11.13 Table 9 includes a number of monitoring output indicators to monitor the Local Plan. It may be necessary to monitor additional areas as the Plan is implemented, where applicable this will be set out in the AMR.

[366] www.gov.uk/guidance/neighbourhood-planning--2
[367] www.legislation.gov.uk/uksi/2012/637/pdfs/uksi_20120637_en.pdf

Table 9: Local Plan Output Indicators

Local Plan Policy	Output Indicator
Development Strategy and Strategic Policies	
D1: Adaptation and Mitigation to Climate Change	• Monitoring of planning applications and appeal decisions • National statistics • Gosport Borough Council Climate Change Action Plan targets
D2: Development Strategy	• The number of net additional dwellings as set out in Policy D2; • Housing Supply and Trajectory; • The amount and type of net additional employment floorspace in relation to the target identified as set out in Policy D2; • The amount of retail development in relation to target set out in Policy D2; • Applications refused for not being in accordance with the development strategy and subsequent appeals.
D3: Marine Employment	• Amount and type of employment floorspace completed; • Loss of employment floorspace throughout the Borough and on sites allocated for employment.
D4: Green Infrastructure Network	• Monitoring of planning applications and appeal decisions
D5: Internationally and Nationally Important Sites and The Local Ecological Network	• Payments toward Bird Aware Solent for recreational disturbance • Monitoring of planning applications and appeal decisions
D6: Gosport Strategic Open Spaces	• Monitoring of planning applications and appeal decisions
D7: 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; • Permissions granted for coast protection/flood defence works.
D8: Healthy Communities	• Monitoring of planning applications and appeal decisions
D9: Design	• Monitoring of planning applications

Local Plan Policy	Output Indicator
	and appeal decisions
D10: Historic Environment	• Number and percentage of Listed Buildings on the Heritage at Risk Register and number removed • The Local List
D11: Securing Infrastructure	• Assessment of progress for each element of infrastructure identified in the latest Infrastructure Delivery Plan or equivalent • Information reporting in Infrastructure Funding Statements • Monitoring Section 106 and CIL contributions
D12: Sustainable Travel	• New transport improvements provided through developer contributions – CIL, Section 106 and Section 278 • New length of cycleway
Regeneration Areas	
Regeneration Areas (RA1 to RA10)	• The number of net additional dwellings as set out in Policy D2; • Housing Supply and Trajectory; • The amount and type of net additional employment floorspace in relation to the target identified as set out in Policy D2; • The amount of commercial development in relation to target set out in Policy D2; • Assessment of progress in each of the regeneration areas and other allocations included in the Local Plan.
Other Allocation Sites	
A1: Housing A2: Allocations on Exception Sites Outside of the Urban Area Boundary: Fort Gilkicker and Land south of Fort Road A3: Employment A4: Leisure, Community Uses and Open Spaces A5: Leisure and Tourism Allocation Outside of the Urban Area Boundary A6: Safeguarded Land for Transport	• The number of net additional dwellings as set out in Policy D2; • Housing Supply and Trajectory; • The amount and type of net additional employment floorspace in relation to the target identified as set out in Policy D2; • The amount of commercial development in relation to target set out in Policy D2;

Local Plan Policy	Output Indicator
Improvements A7: Flexible Allocation: Land at Brockhurst Gate	• Assessment of progress in each of the regeneration areas and other allocations included in the Local Plan.
General Development Policies	
Housing	
H1: Sustainable Residential Neighbourhoods H2: Affordable Housing H3: Older Persons' and Specialist Accommodation H4: Houses in Multiple Occupation (HMO) H5: Park Homes and Residential Caravans H6: Gypsies, Travellers, Travelling Showpeople H7: Self-Build and Custom Housebuilding and Community-Led Development	• Supply of new homes; • Supply of affordable homes • Density of housing completions; • Dwellings built on previously developed land (PDL); • Dwelling sizes and types; • Net additional pitches for gypsies, travellers and travelling show people. • Net additional serviced plots for Self-Build and Custom Housebuilding, and monitoring of Community-Led Development.
Employment	
E1: Employment Land	• Amount and type of employment floorspace completed; • Loss of employment floorspace throughout the Borough and on sites allocated for employment.
E2: Skills	• Planning permissions for new training facilities; • Skill related obligations secured as part of planning permissions.
E3: Tourism	• Applications approved for new or improved visitor and tourist facilities.
E4: Marinas and Moorings	• Amount and type of employment floorspace completed; • Loss of employment floorspace throughout the Borough and on sites allocated for employment.
E5: Promoting a Digital Peninsula	• Monitoring of planning permissions and appeal decisions,
Design	
DE1: Sustainable Construction	• Monitoring of planning applications and appeal decisions. • National statistics • Gosport Borough Council Climate

Local Plan Policy	Output Indicator
	Change Action Plan targets • Proposals able to incorporate Passivhaus principles. • Non-residential proposals over 500 sqm achieving BREEAM standard of at least 'Very Good' (or equivalent). • Retrofit and renovation schemes, including heritage proposals, achieving BREEAM standard of 'Very Good' (or equivalent).
DE2: Residential Design	• Monitoring of planning applications and appeal decisions.
DE3: Layout of Sites and Parking	• Monitoring of planning applications and appeal decisions
DE4: Designated Heritage Assets	• National statistics • Number and percentage of Listed Buildings on the Heritage at Risk Register and number removed • The Local List
DE5: Conservation Areas	
DE6: Locally Important Heritage Assets	
DE7: Areas of Special Character	
Centres	

C1: Centres	• Footfall surveys;
	• Annual retail centre surveys to monitor:
	  • Types of uses in each of the Borough's centres;
	  • % of retail uses in each centre;
	  • Vacancy rates.

C2: Town Centre Uses Outside of Centres	
C3: Local Shops	
C4: Commercial Frontages Outside of Centres	• 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.
C5: Hot Food Takeaways and Fast Food Outlets	• Number of hot food takeaways and fast food outlets permitted contrary to criteria set out in policy.
C6: Community, Cultural, Health, Sports and Leisure Facilities	• Total amount of completed community facilities; Total amount of losses of community facilities.

Local Plan Policy	Output Indicator
Local Environment	
LE1: Open Space LE2: Cemetery Provision LE3: Allotments LE4: Access to the 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; • The number and proportion of vacant allotments; • Losses and gains to pedestrian access to the coastline and countryside.
LE5: Locally Designated Nature Conservation Sites LE6: Protecting Species and Other Features of Nature Conservation Importance	• Changes in priority habitats and species of biodiversity importance.
LE7: Protecting and Enhancing Tree, Woodland and Hedge Coverage	• Area and type of tree, woodland and hedge coverage secured.
LE8: Securing Measurable Biodiversity Net Gain	• Biodiversity net gain secured
LE9: Pollution Control	• Monitoring of planning applications and appeal decisions.
LE10: Contaminated and Unstable Land and Unexploded Ordnance	
LE11: Hazardous Substances	
LE12: Safeguarding Zones	
LE13: Water Resources	
LE14: Waste and Material Resources	

Review

11.14 The Local Plan has been prepared in a way that is flexible and able to adapt to change. However it will be subject to continual monitoring to ensure that it remains relevant, effective and in accordance with national requirements. In addition, and in accordance with the NPPF, a review of the Local Plan will be undertaken within five years of adoption. This will be produced under the provisions of a new system whereby Local Plans will be required to be prepared within 30 months. At any stage when a partial or full update of the Plan is required this will be reported within the Council's Authority Monitoring Report and a timetable will be prepared.

Further information

Authority Monitoring Reports (GBC) www.gosport.gov.uk/AMR

Infrastructure Funding Statement (IFS) and Infrastructure Delivery Plan (IDP) (GBC) www.gosport.gov.uk/infrastructure

Gosport Infrastructure Assessment Report (GBC, 2026) www.gosport.gov.uk/GBLP2042

Gosport Profile (GBC) www.gosport.gov.uk/gosportprofile

Local Development Scheme (GBC) www.gosport.gov.uk/LDS

11 Appendices

Appendix 1: Policy A1-A2: Housing Allocation Site Profiles

Details of each of the strategic and non-strategic housing allocation sites are set out in this section with a supporting Site Plan. The site profiles provide additional issues relating to each site which a developer will need to address in any development proposal. All proposals should also address other relevant Local Plan Policies.

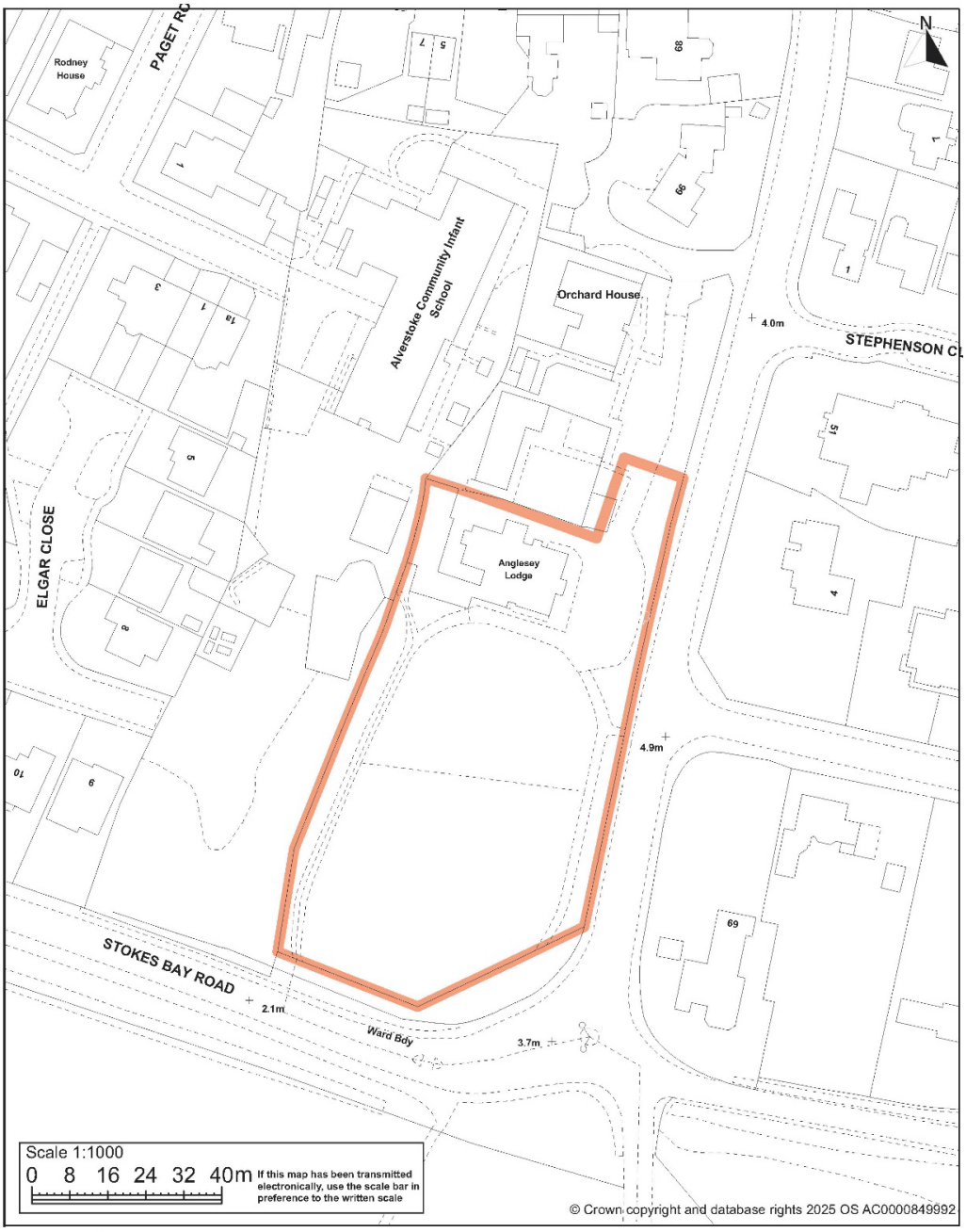
The sites profiles do not include the Regeneration Areas which are covered separately by Policies RA1 to RA10 in Section 3 of the Local Plan.

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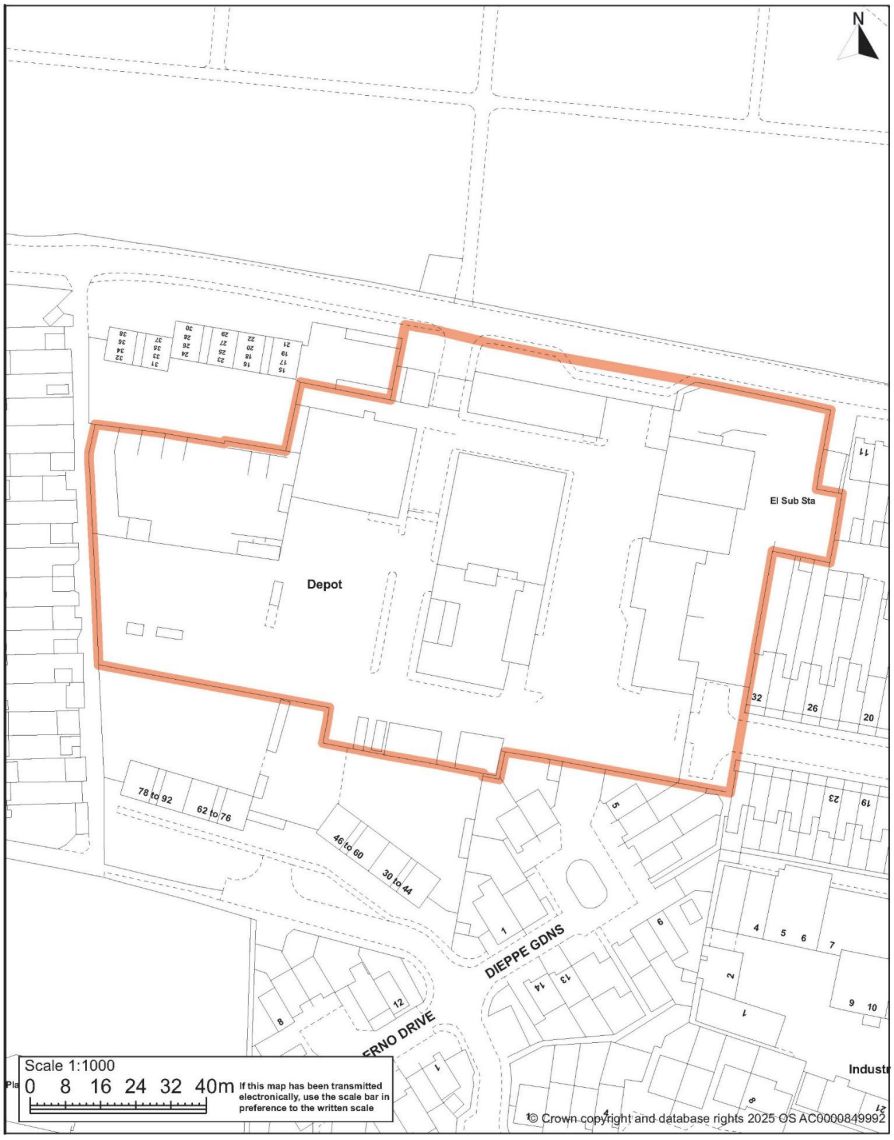
Site Name:	**Anglesey Lodge, Anglesey** *(existing planning permission)*
SHLAA Ref:	AGAV002
Ward:	Anglesey
Site Area:	0.59 hectares
Capacity:	42 C2 bed spaces (equivalent to 23 C3 units) (40 dph)
Requirements:	• Development at Anglesey Lodge should achieve the design objectives specified in Point 2 of Policy A1.
Key Constraints	• Grade II Listed Building, Anglesey and Alverstoke Conservation Area.

Site Plan



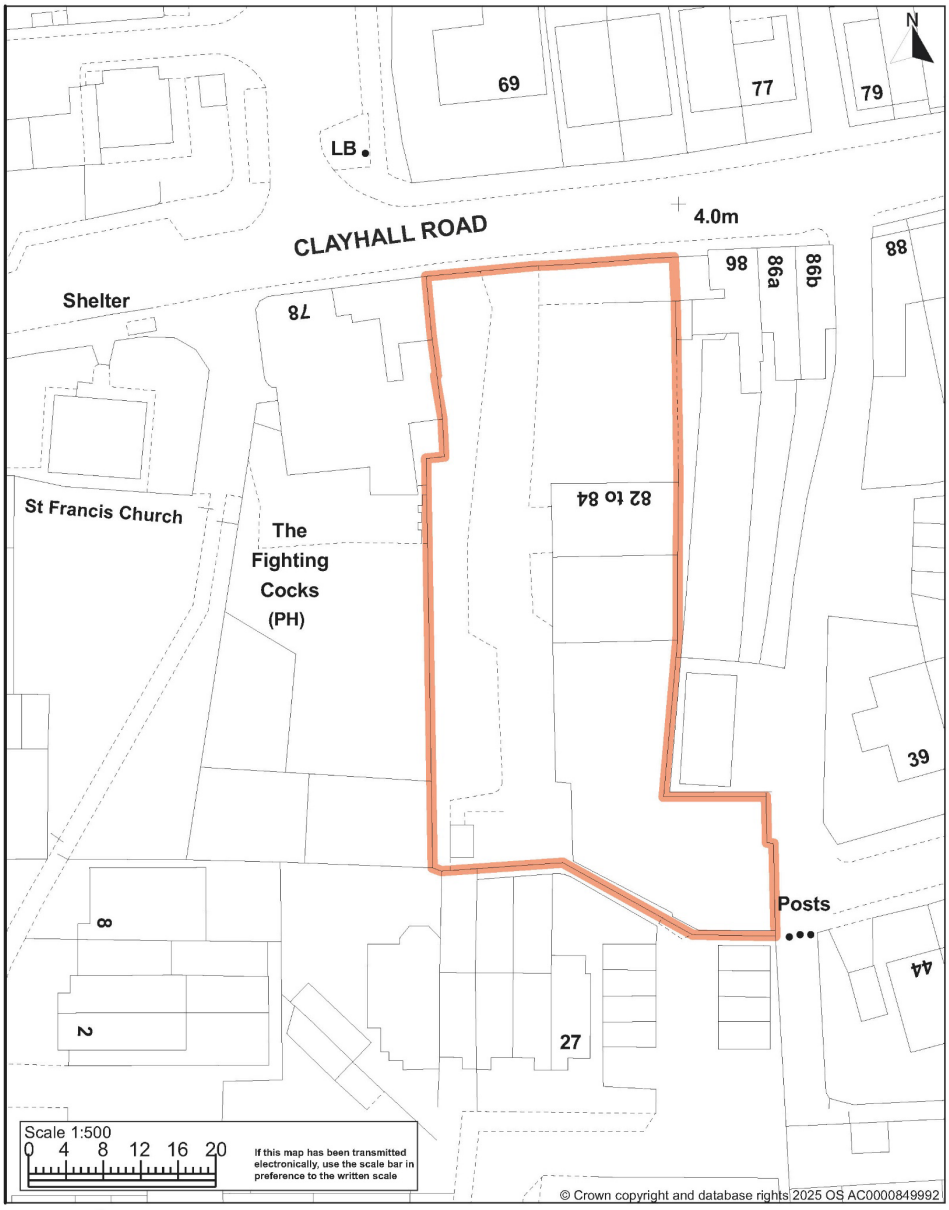
Site Name:	**Land at Wilmott Lane Depot, Brockhurst & Privett**
SHLAA Ref:	B&PPV002
Ward:	Brockhurst & Privett
Site Area:	1.25 hectares
Capacity:	Up to 160 dwellings (130 dph)
Requirements:	• Development at Land at Wilmott Lane Depot should achieve the design objectives specified in Point 3 of Policy A1. • Southern Water advise that due to the presense of a waste water pumping station on site, a 15 metre gap between the wastewater pumping station and any sensitive development (such as housing) should be taken into consideration in the site layout. In addition, the layout of the development must be planned to ensure future access to existing underground wastewater infrastructure for maintenance and upsizing purposes.

Site Plan



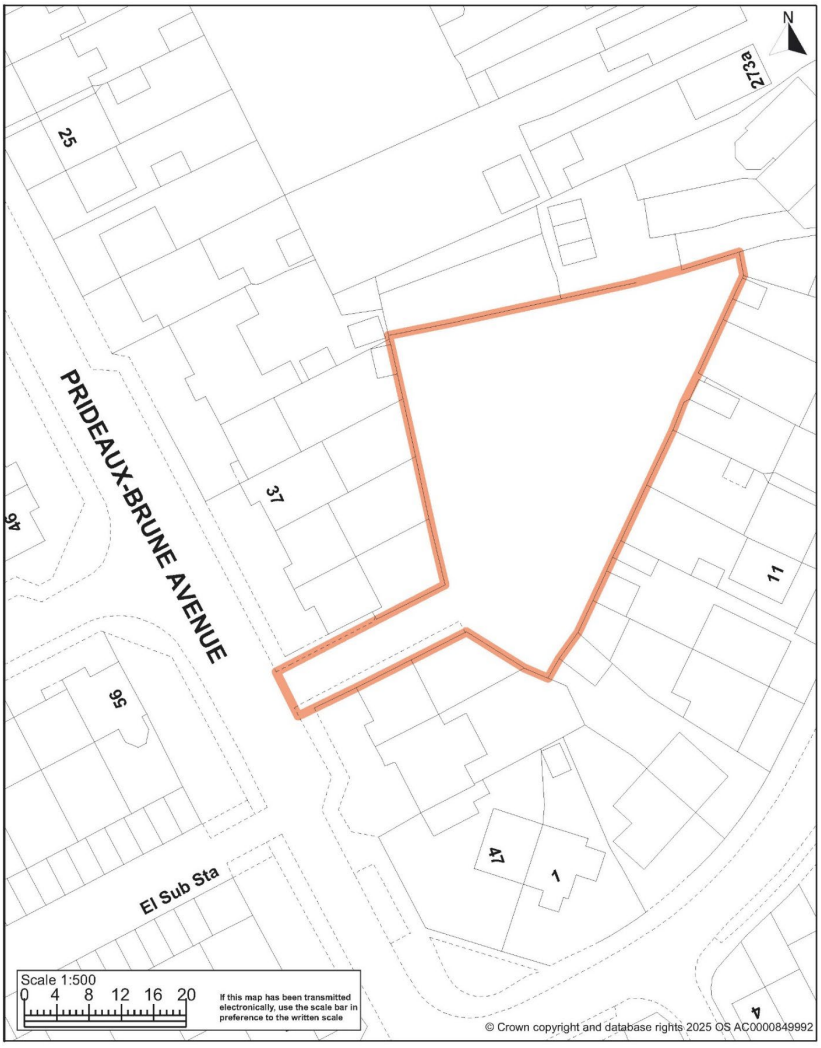
Site Name:	**Land at 82-84 Clayhall Road, Anglesey** *(existing planning permission)*
SHLAA Ref:	AG004
Ward:	Anglesey
Site Area:	0.19 hectares
Capacity:	10 (50 dph)
Requirements:	• Suitable and safe highway access with adequate space for vehicles to enter and leave the site simultaneously, together with appropriate pedestrian/cycle access; • Site laid out to ensure sufficient room for all vehicles to turn around within the site to avoid any vehicles having to reverse to exit the site; • Provide all necessary vehicular parking on site to avoid additional on-street parking in adjacent roads.

Site Plan



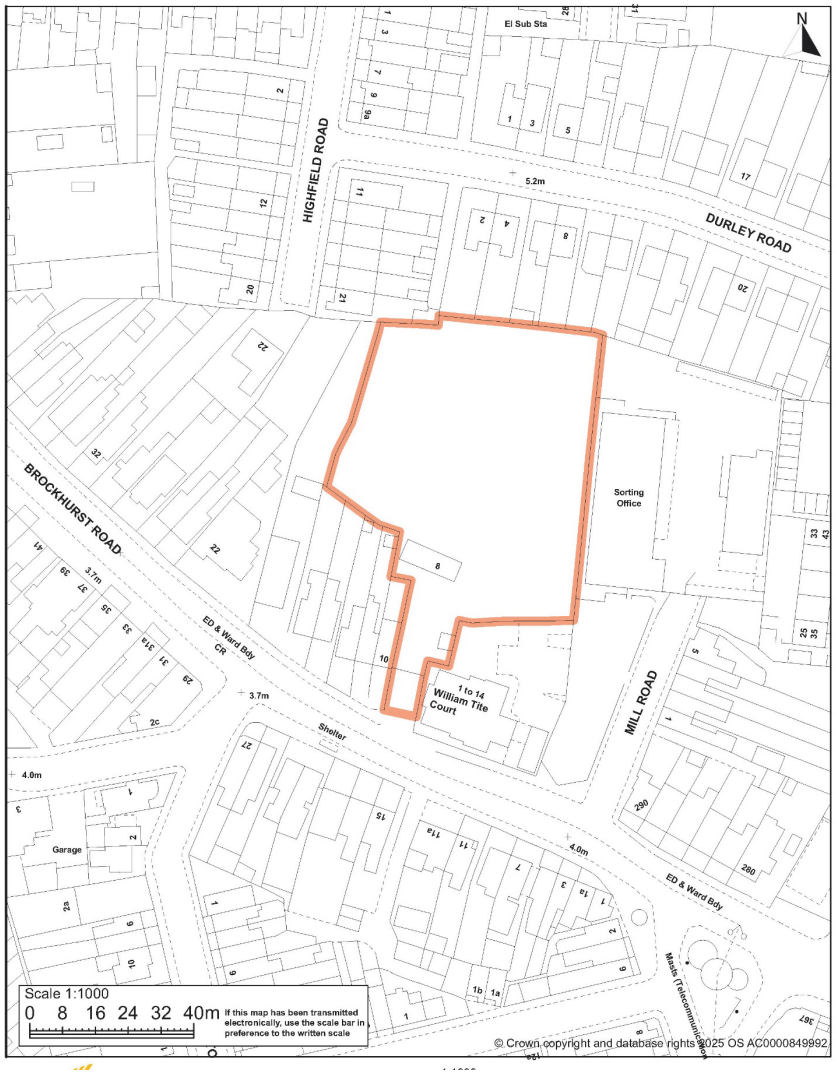
Site Name:	**Land at Prideaux-Brune Avenue, Bridgemary**
SHLAA Ref:	BMBN015
Ward:	Bridgemary
Site Area:	0.14 hectares
Capacity:	5 (35 dph)
Requirements:	• Provision of up to 5 single storey homes; • Retention of access to the rear of existing properties; • Suitable and safe highway access with adequate space for vehicles to enter and leave the site, together with dedicated and appropriate pedestrian/cycle access; • Laid out to ensure sufficient room for all vehicles to turn around within the site to avoid any vehicles having to reverse to exit the site; • Provide all necessary vehicular parking on-site to avoid additional on street parking in adjacent roads. • Layout of the development must be planned to ensure future access to existing underground wastewater infrastructure for maintenance and upsizing purposes.

Site Plan



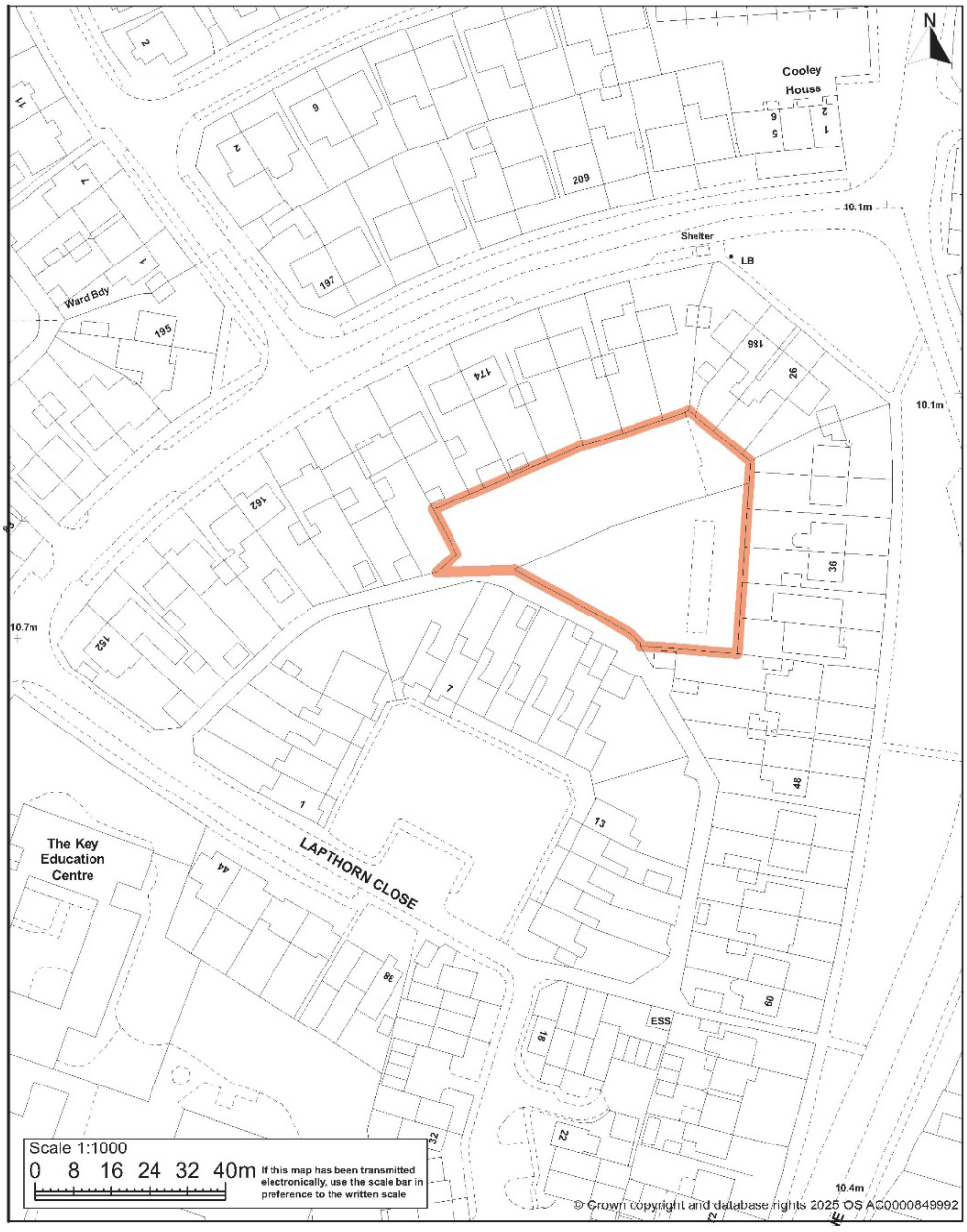
Site Name:	**Land at Brockhurst Road, Forton**
SHLAA Ref:	FT001
Ward:	Forton
Site Area:	0.41 hectares
Capacity:	31 (75 dph)
Requirements:	• Suitable and safe highway access from A32 Brockhurst Road; with adequate space for vehicles to enter and leave the site simultaneously, together with appropriate pedestrian/cycle access; • Laid out to ensure sufficient room for all vehicles to turn around within the site to avoid any vehicles having to reverse back onto A32 Brockhurst Road; • Provide all necessary vehicular parking on site to avoid additional on street parking in adjacent roads. • Provide an assessment of contaminated land and if necessary remediation to make the site safe;
Key Constraints:	• Flood zones; flood risk must be addressed in accordance with Policy D7.

Site Plan



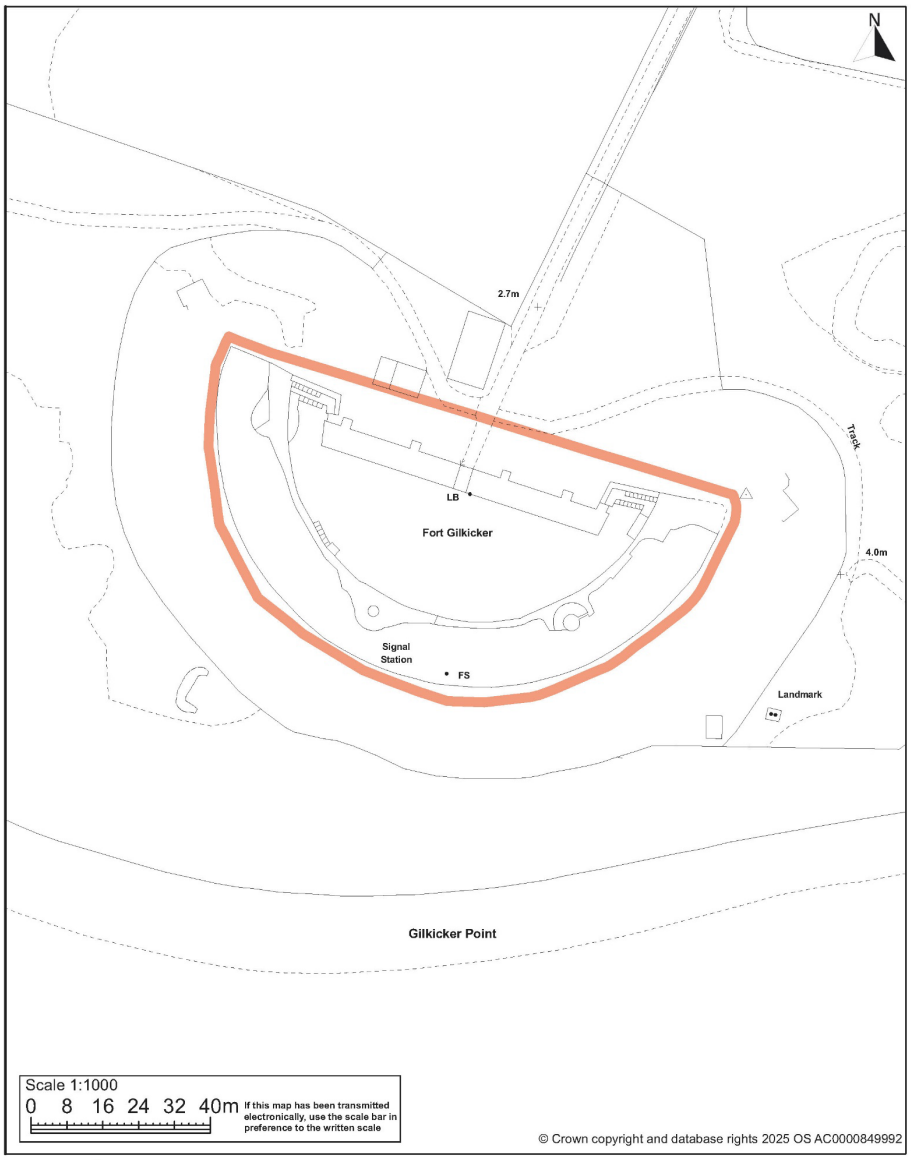
Site Name:	**Land at Lapthorn Close, Peel Common**
SHLAA Ref:	PCBN003
Ward:	Peel Common
Site Area:	0.21 hectares
Capacity:	10 (48 dph)
Requirements:	• Provision of up to 10 affordable homes; • Suitable and safe highway access from Lapthorn Close, together with appropriate pedestrian/cycle access; • Laid out to ensure sufficient room for all vehicles to turn around within the site to avoid any vehicles having to reverse to exit the site; • Provide all necessary vehicular parking on-site to avoid additional on street parking in adjacent roads.

Site Plan



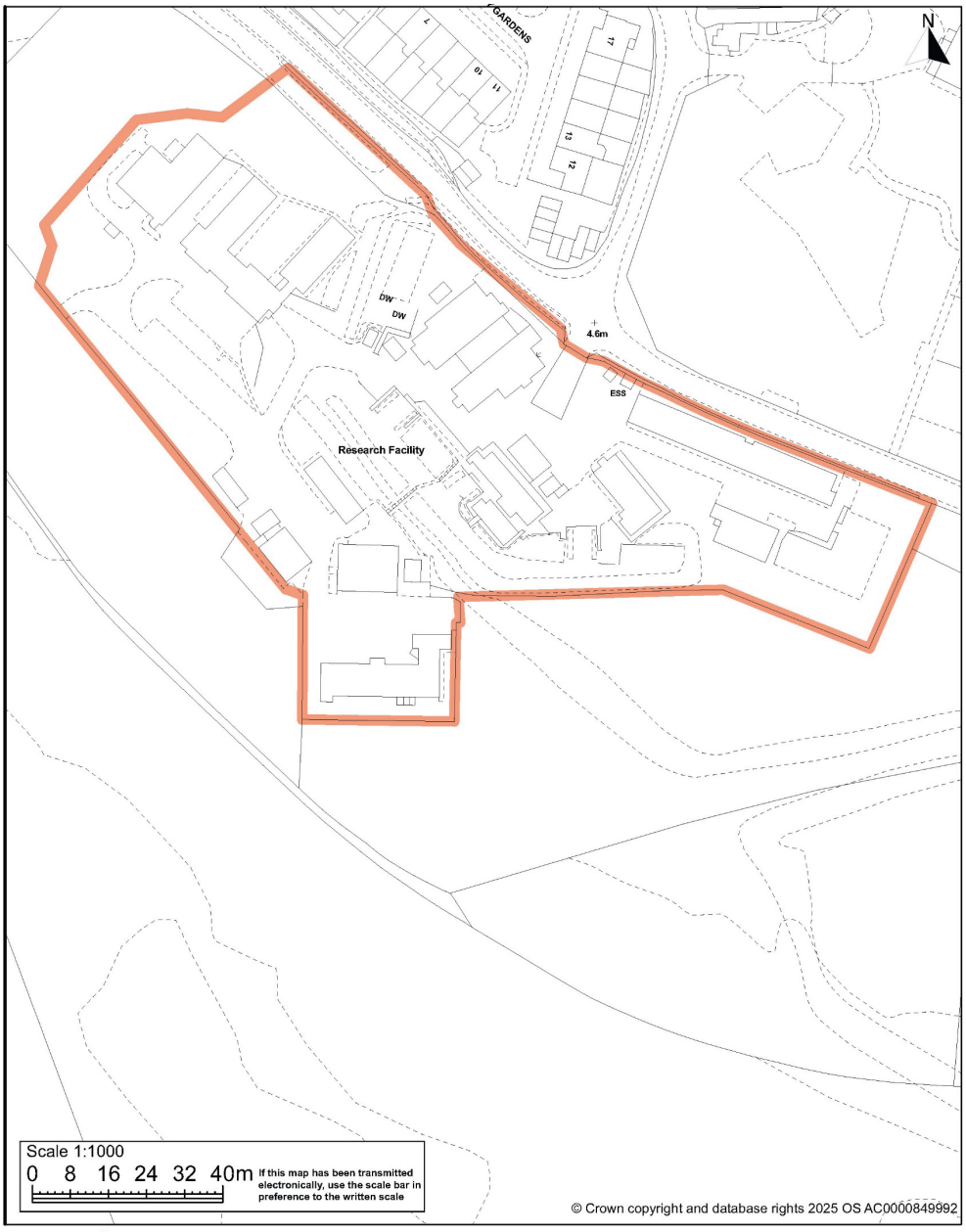
Site Name:	**Fort Gilkicker, Stokes Bay, Anglesey** *(existing planning permission)*
SHLAA Ref:	AG006
Ward:	Anglesey
Site Area:	0.6 hectares
Capacity:	26 (40 dph)
Requirements:	• Development at Fort Gilkicker, Stokes Bay should achieve the design objectives specified in Point 2 of Policy A2.
Key Constraints:	• Scheduled Monument, Listed Building, Stokes Bay Conservation Area; • Flood zones; flood risk must be addressed in accordance with Policy D7. • Within 400m of international nature conservation designations;

Site Plan



Site Name:	**Land south of Fort Road (former QinetiQ site), Anglesey**
SHLAA Ref:	AG008
Ward:	Anglesey
Site Area:	1.8 hectares
Capacity:	9 (5 dph)
Requirements:	• Development at Land south of Fort Road (former QinetiQ site) should achieve the design objectives specified in Point 3 of Policy A2.
Key Constraints:	• Scheduled Monument, Stokes Bay Conservation Area; • Flood zones; flood risk must be addressed in accordance with Policy D7. • Within 400m of international nature conservation designations;

Site Plan



Appendix 2: Housing Phasing and Trajectory

The housing phasing and trajectory identifies how Gosport's housing provision set out in the Development Strategy (Policy D2: Development Strategy) will be met during the plan period.

Gosport Residential Phasing: December 2025

Regeneration Areas - GBLP 2042																										
Site Information									0-5 years							6-10 years							10 + years							
Site Ref.	Name	Address	Ward	Notes	Planning App Ref.	No. Built	TOTAL SUPPLY	2025/26	2026/27	2027/28	2028/29	2029/30	SUB-TOTAL	2030/31	2031/32	2032/33	2033/34	2034/35	SUB-TOTAL 5-10 years	2035/36	2036/37	2037/38	2038/39	2039/40	2040/41	2041/42	SUB-TOTAL 10 + years
							all years	Year 1	Year 2	Year 3	Year 4	Year 5	0-5 years	Year 6	Year 7	Year 8	Year 9	Year 10	years	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	
Gosport Waterfront Regeneration Area																										
Policy RA1 (HD005)	Land at Priddy's Hard Heritage Area	Heritage Way, Gosport, PO12 4LE	Hardway	Figures subject to ongoing masterplan by site promoter. Up to 80 dwellings considered deliverable.		0	**60**						**0**	20	20	20			**60**								**0**
Policy RA1 (H&TWTSP D05)	Land at Gosport Marina - ***OUTSTANDING PERMISSION - SEE BELOW***	Gosport Marina, Mumby Road, Gosport, Hampshire, PO12 1AH	Harbourside & Town	*PERMITTED: 28/07/23.* ***PHASED BELOW.***	*20/00473/OUT*	0	**0**						**0**						**0**								**0**
Gosport Town Centre and Stoke Road Regeneration Area																										
Policy RA2 (H&TWTSP D14a/b)	**Indicative site to be considered in future Car Parking Strategy:** North Cross Street No.1 & No. 2 Public Car Parks	North Cross Street, Gosport, PO12 1BE	Harbourside & Town	Indicative site as part of potential Council-owned surface car parks in the Town Centre, to be considered in future Car Parking Strategy (Policy RA2).		0	**20**						**0**	10	10				**20**								**0**
Policy RA2 (H&TWTSP D29)	**Indicative site to be considered in future Car Parking Strategy:** Walpole Car Park Upper tier	South Street, Gosport, PO12 1NH	Harbourside & Town	Indicative site as part of potential Council-owned surface car parks in the Town Centre, to be considered in future Car Parking Strategy (Policy RA2).		0	**100**						**0**	50	50				**100**								**0**
Policy RA2 (H&TWTSP D21 & 22)	**Indicative site to be considered in future Car Parking Strategy:** Coates Road Car Park and adjoining areas	Coates Road, Gosport, PO12 1DF	Harbourside & Town	Indicative site as part of potential Council-owned surface car parks in the Town Centre, to be considered in future Car Parking Strategy (Policy RA2).		0	**32**						**0**		12	20			**32**								**0**
Policy RA2 (H&TWTSP D32)	**Indicative site to be considered in future Car Parking Strategy:** Church Path Car Park	Haslar Road, Gosport, PO12 1HN	Harbourside & Town	Indicative site as part of potential Council-owned surface car parks in the Town Centre, to be considered in future Car Parking Strategy (Policy RA2).		0	**6**						**0**			6			**6**								**0**
Policy RA2 H&TWTSPD 50	8 High Street, Gosport - ***OUTSTANDING PERMISSION - SEE BELOW***	8 High Street, Gosport, PO12 1BX	Harbourside & Town	*PERMITTED: 26/03/25.* ***PHASED BELOW.***	*23/00193/FULL*	0	**0**						**0**						**0**								**0**
Haslar Peninsula Regeneration Area																										
Policy RA3 (AG026)	Blockhouse 1 and Gatehouse Area of Blockhouse 2	Haslar Road, Gosport, PO12 2AQ	Anglesey	Figures subject to ongoing masterplan by site promoter.		0	**475**						**0**			78	60	60	**198**	60	65	65	70	17			**277**
Policy RA3 (AG027)	Fort Blockhouse	Haslar Road, Gosport, PO12 2AQ	Anglesey	Figures subject to ongoing masterplan by site promoter. For GBLP 2042 supply it is assumed 0 dwellings are delivered in the Fort due to flood risk.		0	**0**						**0**						**0**								**0**
Policy RA6 (AG005)	Royal Haslar Hospital - Additional C2 in Draft Policy for Reg 19 GBLP 2042.	Haslar Road, Gosport, PO12 2AQ	Anglesey	Revised Policy for Reg 19 GBLP 2042 provides flexibility/increased C2.		0	**71**						**0**		35	36			**71**								**0**
Policy RA6 (AG005)	Royal Haslar Hospital - Additional C3 in Draft Policy for Reg 19 GBLP 2042.	Haslar Road, Gosport, PO12 2AQ	Anglesey	Revised Policy for Reg 19 GBLP 2042 provides flexibility/increased C3.		0	**16**						**0**			16			**16**								**0**
Policy RA6 (AG005)	Royal Haslar Hospital - Additional Residential beyond Outline & RM - ***RESOLUTION TO GRANT PERMISSION***	Haslar Road, Gosport, PO12 2AQ	Anglesey	74 C3 flats proposed, loss of 16 C2 units, net gain of 58 C3 units. ***RESOLUTION TO GRANT PERMISSION - 29/01/2025.***	*22/00232/FULL*	0	**58**					58	**58**						**0**								**0**
Policy RA6 (AG005)	Royal Haslar Hospital - Reserved Matters Phase 4 *(Final details to Outline 12/00591/OUT - CURRENTLY PHASED BELOW)*	Haslar Road, Gosport, PO12 2AQ	Anglesey	PHASE 4 PENDING CONSIDERATION (24/00313/DETS) PROPOSING 140 C3 UNITS WITHIN 158 REMAINING FROM OUTLINE (SEE BELOW FOR OUTLINE)	*12/00591/OUT; 24/00313/DETS*	0	**0**						**0**						**0**								**0**
Policy RA7a (AG007)	Land at The Piggeries - ***OUTSTANDING PERMISSION - SEE BELOW***	Land North of Mabey Close, North West of Haslar Road, Gosport, PO12 2AX	Anglesey	*WILL BE GBLP 2042 ALLOCATION. PERMITTED 05/02/2025.* ***PHASED BELOW.***	*23/00108/FULL*	0	**0**						**0**						**0**								**0**
Daedalus Regeneration Area																										
Policy RA10 (LW020)	DAEDALUS WATERFRONT: LOCAL PLAN ALLOCATION OF PERMITTED SCHEME - ***OUTSTANDING PERMISSION - SEE BELOW***	Land at Former HMS Daedalus, Lee-on-the-Solent, PO13 9FL	Lee West	***SEE BELOW***	*23/00061/OUT 19/00333/FULL*	0	**0**						**0**						**0**								**0**
						0	*838*	*0*	*0*	*0*	*0*	*58*	*58*	*80*	*127*	*176*	*60*	*60*	*503*	*60*	*65*	*65*	*70*	*17*	*0*	*0*	*277*

Gosport Residential Phasing: December 2025

Other allocation sites in GBLP 2042 without permission

Site Information								0-5 years						6-10 years						10 + years							
Site Ref/Policy Ref.	**Name**	**Address**	**Ward**	**Notes**	**Planning App Ref.**	**No. Built**	**TOTAL SUPPLY all years**	**2025/26 Year 1**	**2026/27 Year 2**	**2027/28 Year 3**	**2028/29 Year 4**	**2029/30 Year 5**	**SUB-TOTAL 0-5 years**	**2030/31 Year 6**	**2031/32 Year 7**	**2032/33 Year 8**	**2033/34 Year 9**	**2034/35 Year 10**	**SUB-TOTAL 5-10 years**	**2035/36 Year 11**	**2036/37 Year 12**	**2037/38 Year 13**	**2038/39 Year 14**	**2039/40 Year 15**	**2040/41 Year 16**	**2041/42 Year 17**	**SUB-TOTAL 10 + years**
AG008 / POLICY A2	Land south of Fort Road (former QinetiQ site)	Former Qinetiq Dive Test Centre, Fort Road, Gosport, Hampshire, PO12 2DT	Anglesey	Previous application withdrawn: 04/05/2023. Remains allocated.	*22/00278/FULL*	0	**9**						**0**						**0**	9							**9**
AG006 / POLICY A2	Fort Gilkicker - ***OUTSTANDING PERMISSION - SEE BELOW***	Fort Road	Anglesey	*PERMITTED.* ***PHASED BELOW.*** *REMAINS ALLOCATED.*	*08/00423/FULL, 13/00312/EXT*	0	**0**						**0**						**0**								**0**
AGAV002 / POLICY A1 STRATEGIC	Anglesey Lodge, Anglesey - **OUTSTANDING PERMISSION - SEE BELOW**	Anglesey Road, Gosport, PO12 2DX	Anglesey	42 bed C2 care home equivalent to 23 C3 units. PERMITTED: *06/12/24.* ***PHASED BELOW.*** *REMAINS ALLOCATED.*	*18/00104/FULL- LAPSED. P.103/017/23. 24/00122/FULL*	0	**0**						**0**						**0**								**0**
AG004 / POLICY A1	Land at 82-84 Clayhall Road	82-84 Clayhall Road, Gosport, PO12 2AJ	Anglesey	PERMITTED: 12/09/25. WILL BE HCC O/P IN APRIL 2026.	*25/00041/FULL*	0	**9**		9				**9**						**0**								**0**
PCBN003 / POLICY A1	Land at Lapthorn Close	Lapthorn Close, Gosport, PO13 0SR	Peel Common			0	**10**						**0**	10					**10**								**0**
BMBN015 / POLICY A1	Land at Prideaux-Brune Avenue	Prideaux-Brune Avenue, Gosport, PO13 0UE	Bridgemary			0	**5**						**0**	5					**5**								**0**
FT001 / POLICY A1	Land at Brockhurst Road - ***OUTSTANDING PERMISSION - SEE BELOW***	Former Builders Yard, 8 Brockhurst Road, Gosport, PO12 3DE	Forton	*PERMITTED: 03/04/25. U/C. 23/00427/FULL.* ***PHASED BELOW.*** *Will be HCC monitoring OP from April 2026. REMAINS ALLOCATED.*	*P.103/020/18, 21/00126/OUT. P.103/014/23. 23/00427/FULL*	0	**0**						**0**						**0**								**0**
B&PPV002 / POLICY A1 STRATEGIC	Land at Wilmott Lane Depot	Wilmott Lane, Gosport, PO12 3RY	Brockhurst & Privett	Potential Council Project		0	**160**						**0**	60	60	40			**160**								**0**
H&TCC014	39-45A Stoke Road and 79-81 Jamaica Place - ***OUTSTANDING PERMISSION - SEE BELOW***	Stoke Road, Gosport	Harbourside & Town	*2 out of 11 completed in 2024. 9 REMAIN ALLOCATED.*	*13/00285/FULL*	2	**0**						**0**						**0**								**0**
						2	***193***	*0*	*9*	*0*	*0*	*0*	*9*	*75*	*60*	*40*	*0*	*0*	*175*	*9*	*0*	*0*	*0*	*0*	*0*	*0*	*9*

Sites with planning permission (at 1 April 2025)

Site Information								0-5 years						6-10 years						10 + years							
Site Ref.	**Name**	**Address**	**Ward 2022 (2021)**	**Notes**	**Planning App Ref.**	**No. Built**	**TOTAL SUPPLY all years**	**2025/26 Year 1**	**2026/27 Year 2**	**2027/28 Year 3**	**2028/29 Year 4**	**2029/30 Year 5**	**SUB-TOTAL 0-5 years**	**2030/31 Year 6**	**2031/32 Year 7**	**2032/33 Year 8**	**2033/34 Year 9**	**2034/35 Year 10**	**SUB-TOTAL 5-10 years**	**2035/36 Year 11**	**2036/37 Year 12**	**2037/38 Year 13**	**2038/39 Year 14**	**2039/40 Year 15**	**2040/41 Year 16**	**2041/42 Year 17**	**SUB-TOTAL 10 + years**
Sites 5 dwellings and over Within GBLP 2042 Regeneration Areas																											
Policy RA6 (AG005)	Royal Haslar Hospital - OUTLINE - *ALSO GBLP 2042 ALLOCATION*	Haslar Road, Gosport, PO12 2AA	Anglesey	OUTSTANDING FROM OUTLINE - NO DETAILED APPS PERMITTED. PHASE 4 PCO (24/00313/DETS) PROPOSING 140 C3 UNITS WHICH IS WITHIN THE 158 REMAINING IN THE OUTLINE.	*12/00591/OUT. 24/00313/DETS PENDING CONSIDERATION.*	15	**158**						**0**	33	33	33	33	26	**158**							**0**
Policy RA6 (AG005)	Royal Haslar Hospital: PHASE 1 - *ALSO GBLP 2042 ALLOCATION*	Haslar Road, Gosport, PO12 2AA	Anglesey	PHASE 1 -136 C2 SELF-CONTAINED UNITS (38 C2 UNITS COMPLETE IN 2024/25)	*14/00491/DETS*	38	**98**		20	20	20	30	**90**	8					**8**								**0**
Policy RA6 (AG005)	Royal Haslar Hospital - PHASE 2 - *ALSO GBLP 2042 ALLOCATION*	Haslar Road, Gosport, PO12 2AA	Anglesey	PHASE 2 - 93 C2 SELF-CONTAINED UNITS & 8 C3 UNITS. COMPLETIONS= 36 C2 UNITS AND 8 C3 UNITS	*15/00117/DETS*	44	**57**		30	27			**57**						**0**								**0**
Policy RA6 (AG005)	Royal Haslar Hospital - PHASE 3 - *ALSO GBLP 2042 ALLOCATION*	Haslar Road, Gosport, PO12 2AA	Anglesey	PHASE 3 - 120 C3 UNITS	*15/00683/DETS*	0	**120**			30	30	30	**90**	30					**30**								**0**
C2 - Policy RA6 (AG005)	Royal Haslar Hospital Care Home - ALSO GBLP 2042 ALLOCATION	Haslar Road, Gosport, PO12 2AA	Anglesey	CARE HOME - 60 BEDS = 33 C3 UNITS	*15/00117/DETS*	0	**33**			15	18		**33**						**0**								**0**
Policy RA7a (AG007)	Land at The Piggeries - *ALSO GBLP 2042 ALLOCATION*	Land North of Mabey Close, North West of Haslar Road, Gosport, PO12 2AX	Anglesey	*PERMITTED: 05/02/2025.*	*23/00108/FULL*	0	**58**		13	20	25		**58**						**0**								**0**
Policy RA10 (LW020)	DAEDALUS WATERFRONT OUTLINE C3 - *ALSO GBLP 2042 ALLOCATION*	Land at Former HMS Daedalus, Lee-on-the-Solent, PO13 9FL	Lee West	PERMITTED: 31/10/24. Outline application for 214 new and converted dwellings.	*23/00061/OUT*	0	**214**					35	**35**	35	50	50	44		**179**								**0**
Policy RA10 (LW020)	DAEDALUS WATERFRONT DETAILED C3 - *ALSO GBLP 2042 ALLOCATION*	Land at Former HMS Daedalus, Lee-on-the-Solent, PO13 9FL	Lee West	PERMITTED: 31/10/24. Full Planning application, erection of 102 dwellings, conversion of existing to form 30 dwellings.	*23/00061/OUT*	0	**132**		30	30	30	30	**120**	12					**12**								**0**
Policy RA10 (LW020)	DAEDALUS WATERFRONT OUTLINE C2 - *ALSO GBLP 2042 ALLOCATION*	Land at Former HMS Daedalus, Lee-on-the-Solent, PO13 9FL	Lee West	PERMITTED: 31/10/24. 48 retirement apartments (C2/C3).	*23/00061/OUT*	0	**48**						**0**		48				**48**								**0**

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Policy RA10 (LW020)	Wykeham Hall, Frobisher Block & Keith Cottages Former HMS Daedalus - *ALSO GBLP 2042 ALLOCATION*	Land at Former HMS Daedalus, Lee-on-the-Solent, PO13 9FL	Lee West	*PERMITTED: 22.05.22.*	*19/00333/FULL*	0	**20**			20			**20**						**0**							**0**
Policy RA8 (GR001)	Land at Rowner Renewal	Grange Road, Howe Road and Nimrod Drive	Grange & Alver Valley	HCC monitoring shows the 70 outstanding permissions from the previous outline permission - GBC only consider that 18 are theoretically deliverable in terms of the land now available. Therefore, no numbers are *included in GBLP 2042 Housing supply as there no current active plans.*	*17671*	667	**0**						**0**						**0**							**0**
H&TWTSPD 50	8 High Street, Gosport	8 High Street, Gosport, Hampshire	Harbourside & Town	PERMITTED: 26/03/25. Waterfront & Town Centre.	*23/00193/FULL*	0	**18**			18			**18**						**0**							**0**
H&TWTSPD 54	9 - 11 High Street, Gosport	9-11 High Street	Harbourside & Town	PERMITTED: 09/09/20. Waterfront & Town Centre.	*19/00157/FULL*	0	**7**		7				**7**						**0**							**0**
H&TWTSPD 61	127 High Street, Gosport	127 High Street, Gosport, PO12 1DU	Harbourside & Town	PERMITTED: 07/04/22. Waterfront & Town Centre.	*23/00200/FULL*	0	**7**		7				**7**						**0**							**0**
RA2	43-44 High Street, Gosport	43-44 High Street, Gosport	Harbourside & Town	PERMITTED: 21/08/24	*24/00220/MAGDO*	0	**8**		8				**8**						**0**							**0**
H&TCC014	39-45A Stoke Road and 79-81 Jamaica Place - *ALSO GBLP 2042 ALLOCATION*	Stoke Road, Gosport	Harbourside & Town	2 out of 11 completed in 2024. 9 to be allocated.	*13/00285/FULL*	2	**9**	9					**9**						**0**							**0**
RA2	17 Stoke Road	Stoke Road, Gosport	Harbourside & Town	PERMITTED: 27/03/25	*22/00107/FULL*	0	**5**		5				**5**						**0**							**0**
Policy RA1 (FT018)	Granary and Bakery, RCY	Weevil Lane, Gosport	Forton	APPEAL ALLOWED: 03/07/23. Not specifically shown in Local Plan but in housing supply. U/C	*20/00273/FULL*	0	**6**		6				**6**						**0**							**0**
Policy RA1 (H&TWTSPD05)	Land at Gosport Marina - *ALSO GBLP 2042 ALLOCATION*	Gosport Marina, Mumby Road, Gosport, Hampshire, PO12 1AH	Harbourside & Town	PERMITTED: 28/07/23	*20/00473/OUT*	0	**70**				35	35	**70**						**0**							**0**
Outside GBLP 2042 Regeneration Areas																									
AG006 / POLICY A2	Fort Gilkicker - *ALSO GBLP 2042 ALLOCATION*	Fort Road	Anglesey	U/C	*08/00423/FULL, 13/00312/EXT*	0	**26**			16	10		**26**						**0**							**0**
FT001 / POLICY A1	Land at Brockhurst Road - *ALSO GBLP 2042 ALLOCATION*	Former Builders Yard, 8 Brockhurst Road, Gosport, PO12 3DE	Forton	PERMITTED: 03/04/25. 23/00427/FULL.	*P.103/020/18, 21/00126/OUT. P.103/014/23, 23/00427/FULL*	0	**31**		31				**31**						**0**							**0**
HD008 / POLICY A1	Land adjacent to Grove Road/Sealark Road - *SUBSTANTIALLY COMPLETE, NO LONGER ALLOCATED.*	Grove Road, Gosport, PO12 4JJ	Hardway	PERMITTED: 20/01/22. U/C	*21/00143/FULL*	0	**39**	39					**39**						**0**							**0**
B&P011 / POLICY A1	Land at 139-141 Brockhurst Road - *SUBSTANTIALLY COMPLETE, NO LONGER ALLOCATED.*	Gosport	Brockhurst & Privett	PERMITTED: 03/03/22. U/C	*21/00415/FULL*	0	**7**	7					**7**						**0**							**0**
R&HBS001 / POLICY A1	Land at Rowner Road Service Station - *SUBSTANTIALLY COMPLETE, NO LONGER ALLOCATED.*	Rowner Road, Gosport, PO13 9UF	Rowner & Holbrook	PERMITTED: 23/03/23. U/C	*22/00467/FULL*	0	**8**	8					**8**						**0**							**0**
PCBN002 / POLICY A1	Land at Stoners Close - SUBSTANTIALLY COMPLETE, NO LONGER ALLOCATED.	Tukes Close, Gosport, PO13 0SF	Peel Common	PERMITTED: 28/04/23. U/C	*22/00501/GR3*	0	**7**	7					**7**						**0**							**0**
FT003 / POLICY A1	Land at Wheeler Close - SUBSTANTIALLY COMPLETE, NO LONGER ALLOCATED.	Wheeler Close, Gosport, PO12 4XN	Forton	PERMITTED: 27/04/23. U/C	*22/00500/GR3*	0	**5**	5					**5**						**0**							**0**
BM037	The Bridgemary Manor Hotel	Brewers Lane, Gosport	Bridgemary	PERMITTED: 07/12/23. Not specifically shown in Local Plan but in housing supply.	*23/00174/FULL*	0	**5**	5					**5**						**0**							**0**
AGAV002 / POLICY A1 STRATEGIC	Anglesey Lodge, Anglesey - *ALSO GBLP 2042 ALLOCATION*	Anglesey Road, Gosport, PO12 2DX	Anglesey	42 bed C2 care home equivalent to 23 C3 units. PERMITTED: 06/12/24.	*18/00104/FULL-LAPSED. P.103/017/23, 24/00122/FULL*	0	**23**					23	**23**						**0**							**0**
Sites 4 dwellings and under (in and out of Regeneration Areas)																									
RA2	31 High Street	Gosport	Harbourside & Town	GDPO PART 3 - COU CLASS E TO RESIDENTIAL. PERMITTED: 04/01/22. Waterfront & Town Centre.	*21/00561/MAGDO*	0	**3**	3					**3**						**0**							**0**
RA2	113-114 High Street	Gosport	Harbourside & Town	PERMITTED: 28/02/25	*24/00318/FULL*	0	**1**		1				**1**						**0**							**0**
RA2	133 High Street	Gosport	Harbourside & Town	PERMITTED: 27/01/25	*22/00039/FULL*	0	**4**		4				**4**						**0**							**0**
RA2	Rear of 120 High Street	Gosport	Harbourside & Town	PERMITTED: 03/06/24	*23/00317/FULL*	0	**3**		3				**3**						**0**							**0**
RA3	13 Stoke Road	Gosport	Harbourside & Town	Final unit not yet under construction.	*17/00481/FULL*	0	**1**	1					**1**						**0**							**0**
RA2	27-29 Stoke Road	Gosport	Harbourside & Town	PERMITTED: 15/12/23	*22/00086/FULL*	0	**1**	1					**1**						**0**							**0**
RA2	60 Stoke Road	Gosport	Harbourside & Town	8 BED HMO. PERMITTED: 25/06/24	*23/00154/FULL*	0	**1**	1					**1**						**0**							**0**
RA2	59-61 Stoke Road	Gosport	Harbourside & Town	PERMITTED: 25/04/24. LOSS 1 GAIN 1 NET 0 (12 BED HMO)	*23/00406/FULL*	0	**0**	0					**0**						**0**							**0**

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RA2	Commercial store to the rear of 39-45a Stoke Road	39-45a Stoke Road, Gosport, Hampshire	Harbourside & Town	PERMITTED: 25/01/24	*23/00370/FULL*	0	1	1					1						0								0
RA2	75-75a Stoke Road	Gosport	Harbourside & Town	PERMITTED: 24/03/25	*24/00001/FULL*	0	1		1				1						0								0
RA2	113 Stoke Road	Gosport Hampshire PO12 1SX	Harbourside & Town	PERMITTED: 18/08/22	*21/00018/FULL*	0	1	1					1						0								0
	1-1a TML House, The Anchorage	Gosport	Harbourside & Town	PERMITTED: 01/01/18	*14/00448/P3JGDO*	4	5		5				5						0								0
	15 St Marks Road	Gosport	Anglesey	PERMITTED: 14/07/17. U/C	*17/00087/FULL*	0	1	1					1						0								0
	31 Crescent Road	Gosport	Anglesey	PERMITTED: 28/03/24	*23/00367/FULL*	0	1	1					1						0								0
	1 Paget Road (Former Holt Residential Care Home)	Gosport	Anglesey	PERMITTED: 29/01/24	*23/00267/FULL*	0	1	1					1						0								0
	Land rear of 40 Bury Road	Gosport	Leesland & Newtown	PERMITTED: 13/02/14. PARTIALLY IMPLEMENTED BUT NEVER BUILT.	*13/00274/FULL*	0	1					1	1						0								0
	Land at 11 Elson Road	Gosport	Elson	PERMITTED: 15/08/24	*23/00447/FULL*	0	1		1				1						0								0
	Land To East Of 95A Beryton Road	Gosport Hampshire PO12 4RX	Forton	PERMITTED: 05/10/23. U/C	*23/00036/FULL*	0	2	2					2						0								0
	147a Forton Road	147a Forton Road, Gosport	Forton	PERMITTED: 31/10/23. U/C	*22/00455/FULL*	0	1	1					1						0								0
	45-47 Forton Road	Gosport	Forton	PERMITTED: 14/11/23. 8 BED HMO. COMPLETE, WILL BE IN HCC 2025/26.	*23/00137/FULL*	0	1	1					1						0								0
	119-129 High Street LOS	119 - 129 High Street Lee-On-The-Solent, PO13 9BU	Lee West	PERMITTED: 20/06/22	*19/00165/FULL*	0	4		4				4						0								0
	5 Pier Street	Lee-On-The-Solent Hampshire PO13 9LD	Lee West	PERMITTED: 28/07/22	*21/00588/FULL*	0	1	1					1						0								0
	8-10 Pier Street	8-10 Pier Street, Lee-on-the-Solent	Lee West	PERMITTED: 23/09/22	*22/00317/IMAGDO*	0	2	2					2						0								0
	46 High Street	Lee-on-the-Solent	Lee West	PERMITTED: 23/08/23	*23/00157/FULL*	0	1	1					1						0								0
	118 High Street	Lee-on-the-Solent	Lee West	PERMITTED: 20/12/22	*22/00181/FULL*	0	1	1					1						0								0
	56 Cambridge Road	Lee-on-the-Solent	Lee West	PERMITTED: 10/01/24. GAIN 1 LOSS 1 NET 0. U/C	*23/00409/FULL*	0	0	0					0						0								0
	159 Portsmouth Road	Lee-on-the-Solent	Lee West	4 C2 beds equivalent to 2 C3 units. PERMITTED 04/10/24. U/C	*24/00108/FULL*	0	2	2					2						0								0
	81-82 Marine Parade East	Lee-on-the-Solent	Lee West	PERMITTED: 12/08/21	*21/00338/DETS*	0	2	2					2						0								0
	331 Fareham Road	Gosport Hampshire PO13 0AB	Bridgemary	PERMITTED: 02/12/22	*22/00137/FULL*	0	1	1					1						0								0
	Land Adjacent 90 Green Crescent	Gosport Hampshire PO13 0DS	Rowner & Holbrook	PERMITTED: 08/12/22. U/C	*19/00235/FULL*	0	2	2					2						0								0
	19a Rowner Road	Gosport, Hampshire,	Rowner & Holbrook	PERMITTED: 27/03/24	*23/00343/FULL*	0	1	1					1						0								0
	49 Whitworth Road	Gosport, Hampshire	Leesland & Newtown	PERMITTED: 20/01/23	*22/00479/MAGDO*	0	2	2					2						0								0
	Land adjoining 21 The Avenue	Land Adjoining 21 The Avenue Gosport PO12 2JS	Alverstoke	PERMITTED: 18/01/23	*19/00282/OUT*	0	1	1					1						0								0
	83 Priory Road	83 Priory Road Gosport PO12 4LF	Hardway	PERMITTED: 27/04/23. U/C	*22/00322/FULL*	0	1	1					1						0								0
	85 Priory Road	85 Priory Road Gosport PO12 4LF	Hardway	PERMITTED: 15/07/23	*22/00381/FULL*	0	1	1					1						0								0
	87 Leesland Road	87 Leesland Road Gosport PO12 3NE	Leesland & Newtown	PERMITTED: 23/5/23	*20/00495/FULL*	0	3	3					3						0								0
	Land at Glebe Drive	Gosport, Hampshire	Peel Common	PERMITTED: 27/04/23. U/C	*22/00503/GR3*	0	3	3					3						0								0
	18 Tukes Avenue	Gosport, Hampshire	Peel Common	PERMITTED: 06/09/23	*23/00196/FULL*	0	1	1					1						0								0
	34 Dayshes Close	Gosport, Hampshire	Peel Common	PERMITTED: 07/11/23. U/C	*23/00117/FULL*	0	2	2					2						0								0
	Land to the rear of 122 Brockhurst Road	Gosport, Hampshire	Elson	PERMITTED: 05/11/24	*24/00225/FULL*	0	1		1				1						0								0
	131 Brockhurst Road	Gosport, Hampshire	Brockhurst & Privett	PERMITTED: 28/03/25. GAIN 1 LOSS 1 NET 0. 7 BED HMO	*24/00049/FULL*	0	0		0				0						0								0
	131 Brockhurst Road	Gosport, Hampshire	Brockhurst & Privett	PERMITTED: 18/02/25	*25/00006/IMAGDO*	0	1		1				1						0								0
	35 Pannall Road	Gosport, Hampshire	Elson	PERMITTED: 19/12/24	*24/00320/FULL*	0	1		1				1						0								0
	18 Rydal Road	Gosport, Hampshire	Elson	PERMITTED: 05/12/24	*24/00041/FULL*	0	1		1				1						0								0
	1 Balmoral Close	Gosport, Hampshire	Bridgemary	PERMITTED: 04/03/25	*24/00114/OUT*	0	1		1				1						0								0
						770	*1,286*	*122*	*181*	*196*	*168*	*184*	*851*	*118*	*131*	*83*	*77*	*26*	*435*	*0*	*0*	*0*	*0*	*0*	*0*	*0*	*0*

Windfall sites

Site Information						0-5 years						6-10 years						10 + years							
	Name	Notes			No. Built	TOTAL SUPPLY all years	2025/26 Year 1	2026/27 Year 2	2027/28 Year 3	2028/29 Year 4	2029/30 Year 5	SUB-TOTAL 0-5 years	2030/31 Year 6	2031/32 Year 7	2032/33 Year 8	2033/34 Year 9	2034/35 Year 10	SUB-TOTAL years	2035/36 Year 11	2036/37 Year 12	2037/38 Year 13	2038/39 Year 14	2039/40 Year 15	2040/41 Year 16	2041/42 Year 17	SUB-TOTAL years
	Borough-wide windfall				0	275			18.3	18.3	18.3	55	18.3	18.3	18.3	18.3	18.3	92	18.3	18.3	18.3	18.3	18.3	18.3	18.3	128

Total Supply

Site Information						0-5 years						6-10 years						10 + years							
Site Ref.	Name	Notes			No. Built	TOTAL SUPPLY all years	2025/26 Year 1	2026/27 Year 2	2027/28 Year 3	2028/29 Year 4	2029/30 Year 5	SUB-TOTAL 0-5 years	2030/31 Year 6	2031/32 Year 7	2032/33 Year 8	2033/34 Year 9	2034/35 Year 10	SUB-TOTAL 5-10 years	2035/36 Year 11	2036/37 Year 12	2037/38 Year 13	2038/39 Year 14	2039/40 Year 15	2040/41 Year 16	2041/42 Year 17	SUB-TOTAL 10 + years
	All sites and allocations				*772*	*2,592*	*122*	*190*	*214*	*186*	*260*	*973*	*291*	*336*	*317*	*155*	*104*	*1,205*	*87*	*83*	*83*	*88*	*35*	*18*	*18*	*414*

Appendix 3: Local List of Heritage Assets

The Council's Local List of Heritage Assets is primarily linked to Policy D10: Historic Environment of the Local Plan. The criteria relates to two types of locally important heritage assets:

- Locally Listed Buildings[368]; and
- Parks and Gardens of Local Historic Interest.

The criteria outlined below have been used to assess the Council's current Local List of Heritage Assets which can be found on the Council's website[369]. 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 listing[370]. 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 Council's list instead details are found on Hampshire County Council's Archaeology and Historic Building Record (AHBR)[371].

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.

[368] Includes 'buildings of architectural and historic interest' within conservation areas.
[369] www.gosport.gov.uk/article/1205/Conservation-and-Design
[370] www.historicengland.org.uk/images-books/publications/good-practice-local-heritage-listing/
[371] www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/historicenvironmentrecord

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 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.

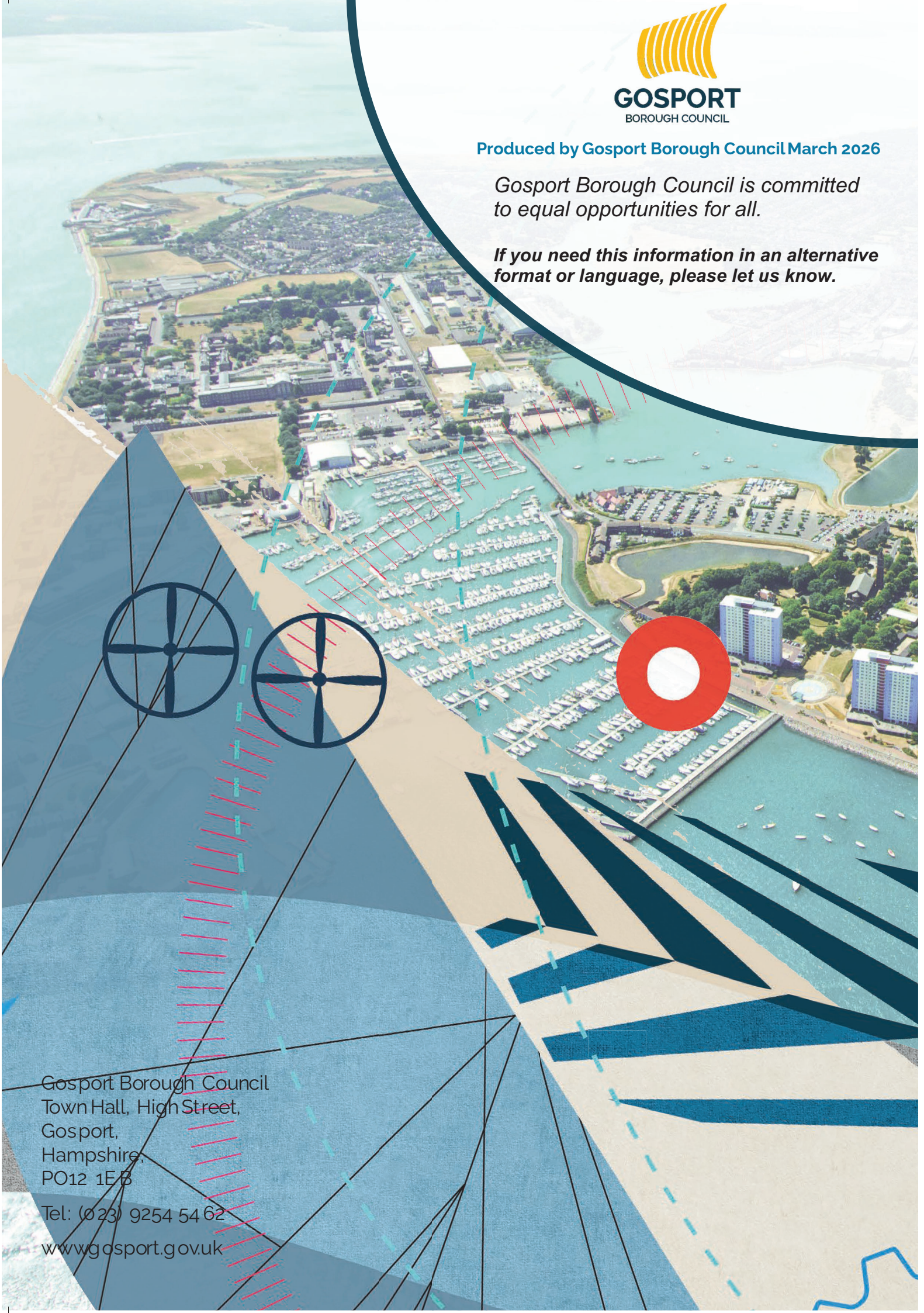
The list will from time to time be reviewed to assess whether further parks or gardens within the Borough merit inclusion.

Appendix 4: Centres and Commercial Frontages

available online: www.gosport.gov.uk/GBLP2042

Appendix 5: Local Ecological Network Mapping

available online: www.gosport.gov.uk/GBLP2042



GOSPORT
BOROUGH COUNCIL

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Gosport Borough Council is committed to equal opportunities for all.

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

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