

*Please ask for:*

Chris Wrein

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(023) 9254 5288

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(023) 9254 5587

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chris.wrein@gosport.gov.uk

4 December 2012

## **S U M M O N S**

**MEETING:** Economic Development Board  
**DATE:** 12 December 2012  
**TIME:** 6.00pm  
**PLACE:** Council Chamber  
**Democratic Services contact:** Chris Wrein

LINDA EDWARDS  
BOROUGH SOLICITOR

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### **MEMBERS OF THE BOARD**

The Mayor (Councillor Dickson) (ex officio)  
Chairman of the Policy and Organisation Board  
(Councillor Hook) (ex-officio)  
Councillor Lane (Chairman)  
Councillor Philpott (Vice Chairman)

Councillor Allen	Councillor Geddes
Councillor Chegwyn	Councillor Mrs Hook
Councillor Edgar	Councillor Langdon
Councillor Forder	Councillor Mrs Searle

### **FIRE PRECAUTIONS**

(To be read from the Chair if members of the public are present)

**In the event of the fire alarm sounding, please leave the room immediately. Proceed downstairs by way of the main stairs or as directed by GBC staff, follow any of the emergency exit signs. People with disability or mobility issues please identify yourself to GBC staff who will assist in your evacuation of the building.**

**IMPORTANT NOTICE:**

- If you are in a wheelchair or have difficulty in walking and require access to the Committee Room on the First Floor of the Town Hall for this meeting, assistance can be provided by Town Hall staff on request

If you require any of the services detailed above please ring the Direct Line for the Democratic Services Officer listed on the Summons (first page).

**NOTE:**

- i. Councillors are requested to note that, if any Councillor who is not a Member of the Board wishes to speak at the Board meeting, then the Borough Solicitor is required to receive not less than 24 hours prior notice in writing or electronically and such notice shall indicate the agenda item or items on which the member wishes to speak.
- ii. Please note that mobile phones should be switched off for the duration of the meeting.

**AGENDA**

RECOMMENDED  
MINUTE FORMAT

1. APOLOGIES FOR NON-ATTENDANCE

2. DECLARATIONS OF INTEREST

*All Members present are required to declare, at this point in the meeting or as soon as possible thereafter, any personal or personal and prejudicial interest in any item(s) being considered at this meeting.*

3. MINUTES OF THE MEETING OF THE BOARD HELD ON 19 SEPTEMBER 2012

4. DEPUTATIONS – STANDING ORDER 3.5

*(NOTE: The Board is required to receive a deputation(s) on a matter which is before the meeting of the Board provided that notice of the intended deputation and its object shall have been received by the Borough Solicitor by 12 noon on Monday, 10 December 2012. The total time for deputations in favour and against a proposal shall not exceed 10 minutes).*

5. PUBLIC QUESTIONS – STANDING ORDER 3.6

*(NOTE: The Board is required to allow a total of 15 minutes for questions from Members of the public on matters within the terms of reference of the Board provided that notice of such Question(s) shall have been submitted to the Borough Solicitor by 12 noon on Monday, 10 December 2012).*

6. MARINE PARADE EAST CYCLE TRACK – DEDICATION OF LAND

PART II

*To seek the Board's approval for the dedication of Gosport Borough Council land as publicly maintainable highway to enable the provision of a cycle track by Hampshire County Council on Marine Parade East.*

Contact Officer:  
David Duckett  
Ext 5424

7. ROWNER ROAD CYCLE TRACK – DEDICATION OF LAND

PART II

*To seek the Board's approval for the dedication of Gosport Borough Council land as publicly maintainable highway to enable the provision of a cycle track by Hampshire County Council on Rowner Road.*

Contact Officer:  
David Duckett  
Ext 5424

Economic Development Board  
12 December 2012

8. GOSPORT BOROUGH LOCAL PLAN 2011-2029

PART II

*The Council is required by legislation to prepare a development plan for its area.*

Contact Officer:  
Chris Payne  
Ext 5216

9. ANY OTHER ITEMS

*-which the Chairman determines should be considered, by reason of special circumstances, as a matter of urgency.*



## AGENDA ITEM NO. 6

<b>Board/Committee:</b>	Economic Development Board
<b>Date of Meeting:</b>	12 <sup>th</sup> December, 2012
<b>Title:</b>	Marine Parade East Cycle Track – Dedication of Land
<b>Author:</b>	Borough Solicitor and Deputy Chief Executive
<b>Status:</b>	FOR DECISION

### **Purpose**

To seek the Board's approval for the dedication of Gosport Borough Council land as publicly maintainable highway to enable the provision of a cycle track by Hampshire County Council on Marine Parade East.

### **Recommendation**

That the Board:-

- i Supports the construction of a cycle track alongside Marine Parade East subject to the submission of a successful planning application;
- ii Authorises the Borough Solicitor to enter into an agreement with the County Council to dedicate Borough Council land as publicly maintainable highway for the use of pedestrians and cycles as necessary to construct the cycle track;
- iii Authorises the Borough Solicitor to grant a licence to Hampshire County Council, or its agents, to enter upon the Borough's land to perform the works.

### **1 Background**

- 1.1 Expanding the cycle network and pursuing the continuity of cycle routes is identified as a key task in the Borough Council's Cycle Strategy. In 2009 the Overview and Scrutiny Committee identified the extension of the existing coastal cycle track along Marine Parade towards Lee-on-the-Solent town centre as a priority.
- 1.2 This objective has been supported by the County Council who expect to have accumulated sufficient funding to enable them to implement the next phase of the route in autumn 2013. They are presently undertaking detailed design and propose to submit a planning application in the near future.
- 1.3 The delivery of the scheme is dependent upon the agreement of Gosport Borough Council to dedicate a strip of Borough owned land as publicly maintainable highway to enable the construction of the

cycle track as described below.

## **2 Scheme Details**

- 2.1 A 3m wide shared use segregated cycle track is proposed along the south side of Marine Parade East, extending a distance of 730m from the existing track at Lee-on-the-Solent Sailing Club boat compound to Flower Buildings as shown in Appendix A/1 and A/2.
- 2.2 The new track is to be formed by widening the existing footway by approximately 1.2m into the adjacent Clifflands. This is an extensive area of grassed public open space, ranging typically between 16m and 47m in width.
- 2.3 To enable the works, provide a public right of access, and ensure future maintenance of the cycle track at the expense of the Highway Authority, the County Council has requested the dedication of a strip of Gosport Borough Council owned land, as indicated in Appendix B, as a way for pedestrians and cycles
- 2.4 The scheme will include the relocation of the existing street lighting and other street furniture behind the cycle track in small pockets of land also to be dedicated.
- 2.5 Depending of the final funding arrangements the scheme may be constructed in two phases with the first between the sailing club and Beach Road.
- 2.6 A toucan crossing to provide signal controlled crossing for pedestrians and cycles is proposed on Marine Parade to the west of Beach Road to replace the existing pelican crossing. The footway between the toucan and Beach Road will be converted to shared use.
- 2.7 The scheme will require planning consent in due course and the planning consultation process will provide the public and other interested parties the opportunity to comment on the proposal.

## **3 Policies**

- 3.1 The proposal is supported under Policy R/T1 which indicates that development proposals to assist in the progression of an integrated transport network and a choice of transport modes will be permitted. The transport objectives of the Local Plan also include facilitating the provision of cycle networks and facilities.
- 3.2 Policy R/OS4 seeks to protect existing open space from development. However the cycle track is in itself a recreation facility and the benefits it would bring will outweigh the loss of a small amount of open space.

- 3.3 It is noted that the Borough Cycle Strategy promotes the further extension of the cycle track along Marine Parade towards Daedalus, Hill Head and Stubbington. In future the cycle track could be extended past Flower Buildings, the War Memorial and bus stop to link to join the existing wide footway along Marine Parade East. There is also potential for a refuge on Marine Parade near Flower Buildings to improve cycle and pedestrian access to Pier Street.

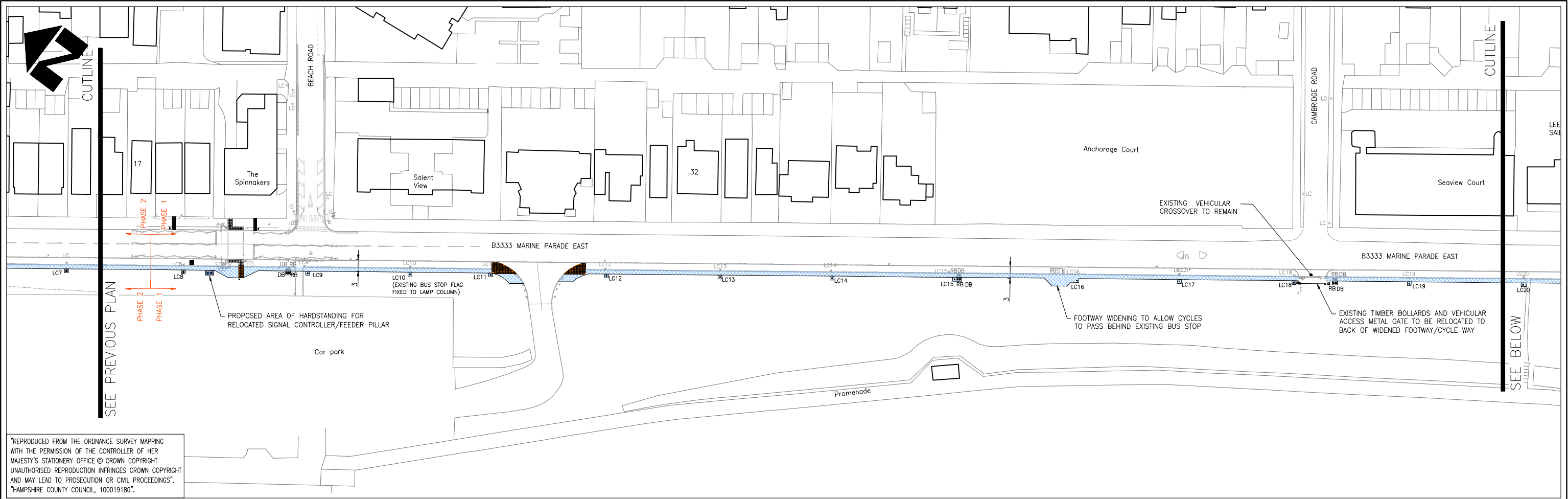
#### **4 Risk Assessment**

- 4.1 The accumulation of funds by Hampshire County Council provides an opportunity to make significant improvements in Gosport's cycle network. The scheme does not require capital funding from Gosport Borough Council.
- 4.2 The future maintenance costs of the track will be met by the County Council.
- 4.3 The widening will not have a significant impact upon the overall area or the utility of the open space.

#### **5 Conclusion**

- 5.1 The proposed Marine Parade East cycle track will extend the Borough's coastal cycleway network in accordance with the Borough's strategy and priorities. It is a welcome step in improving links to Lee-on-the-Solent and towards the delivery of a continuous and attractive route from Stubbington to the ferry. It will encourage more cycling to school, for work and for leisure and will improve opportunities for sustainable access to the proposed employment zone at Daedalus.
- 5.2 To secure the future maintenance and public rights of access it is recommended that, subject to a successful planning application, the Council dedicate as publicly maintainable highway for pedestrians and cycles those areas of public open space at Marine Parade East reasonably required for the construction of the cycle track.

<b>Financial Services comments:</b>	None
<b>Legal Services comments:</b>	The Council has the power to enter into these arrangements
<b>Crime and Disorder:</b>	No implications
<b>Equality and Diversity:</b>	No implications
<b>Service Improvement Plan implications:</b>	None
<b>Corporate Plan:</b>	The scheme will assist the Borough Council to address its Strategic Priorities relating to leisure opportunities, congestion, tourism and health and well-being
<b>Risk Assessment:</b>	See 4
<b>Background papers:</b>	None
<b>Appendices/Enclosures:</b>	
Appendix A/1 and A/2	General Arrangement Plans – layout of cycle track
Appendix B	Deed of Dedication Plan – land to be dedicated as highway
<b>Report author/ Lead Officer:</b>	David Duckett, Ext 5424



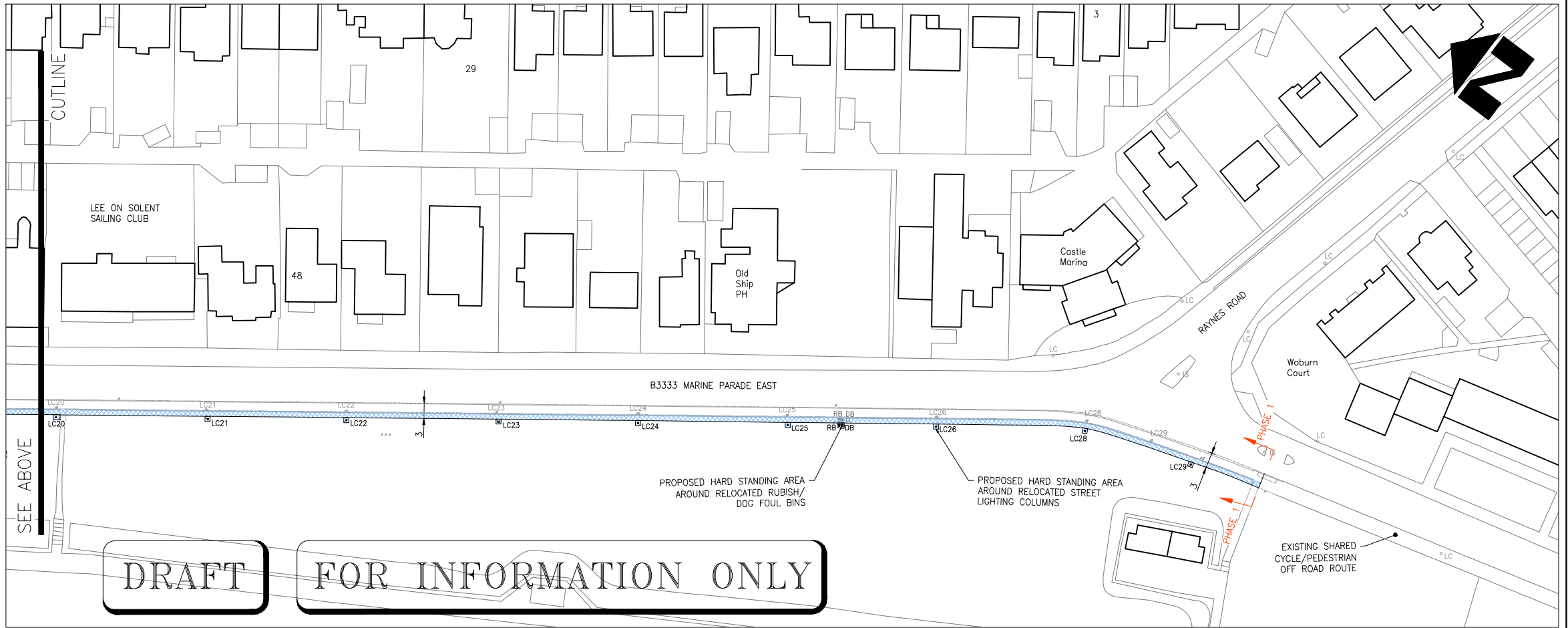
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KEY

- PROPOSED EXISTING FOOTWAY WIDENING TO CREATE 3.0M WIDE SHARED CYCLE/FOOTWAY. BOUNDARY WALL TO BE MOVED TO THE BACK OF PROPOSED FOOTWAY
- PROPOSED TACTILE PAVING TO HCC STANDARD DETAIL HCC9/C/060
- EXISTING TACTILE PAVING
- EXISTING LAMP COLUMN
- EXISTING LAMP COLUMN TO BE RELOCATED TO BACK OF FOOTWAY
- EXISTING BUS SHELTER TO REMAIN
- EXISTING RUBBISH BIN/DOG FOUL BIN TO BE RELOCATED TO BACK OF FOOTWAY
- EXISTING SIGNAL CONTROLLER/FEEDER PILLAR TO BE RELOCATED TO BACK OF FOOTWAY

NOTES

- ALL DIMENSIONS IN METRES UNLESS OTHERWISE STATED.
- THE INFORMATION CONTAINED ON THIS DRAWING IS PROVIDED AS A GUIDE AND SHALL BE TREATED WITH CAUTION FOR PRELIMINARY DESIGN PURPOSES ONLY.



DRAFT

FOR INFORMATION ONLY

HAMPSHIRE COUNTY COUNCIL ECONOMY, TRANSPORT AND ENVIRONMENT HIGHWAY, TRAFFIC AND TRANSPORT SERVICE					Hampshire County Council Engineering CONSULTANT		MARINE PARADE EAST CYCLE TRACK		GENERAL ARRANGEMENT (FOR INFORMATION ONLY)	
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KEY

PROPOSED EXISTING FOOTWAY WIDENING TO CREATE 3.0M WIDE SHARED CYCLE/FOOTWAY. BOUNDARY WALL TO BE MOVED TO THE BACK OF PROPOSED FOOTWAY

PROPOSED TACTILE PAVING TO HCC STANDARD DETAIL HCC9/C/060

EXISTING TACTILE PAVING

• LC

EXISTING LAMP COLUMN

• LC29

EXISTING LAMP COLUMN TO BE RELOCATED TO BACK OF FOOTWAY

[BS]

EXISTING BUS SHELTER TO REMAIN

■ DB RB

EXISTING RUBBISH BIN/DOG FOUL BIN TO BE RELOCATED TO BACK OF FOOTWAY

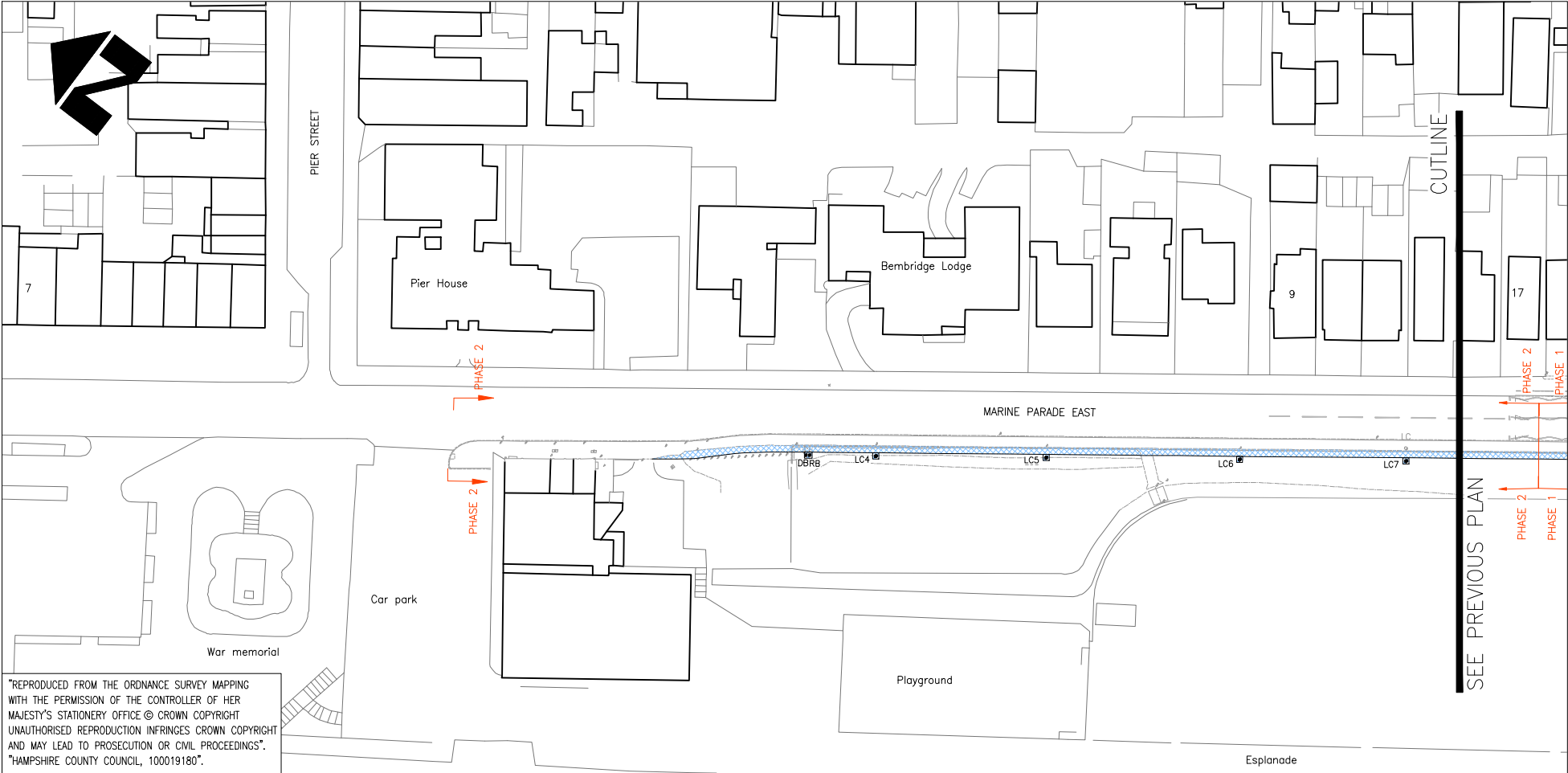
■ SC FP

EXISTING SIGNAL CONTROLLER/FEEDER PILLAR TO BE RELOCATED TO BACK OF FOOTWAY

NOTES


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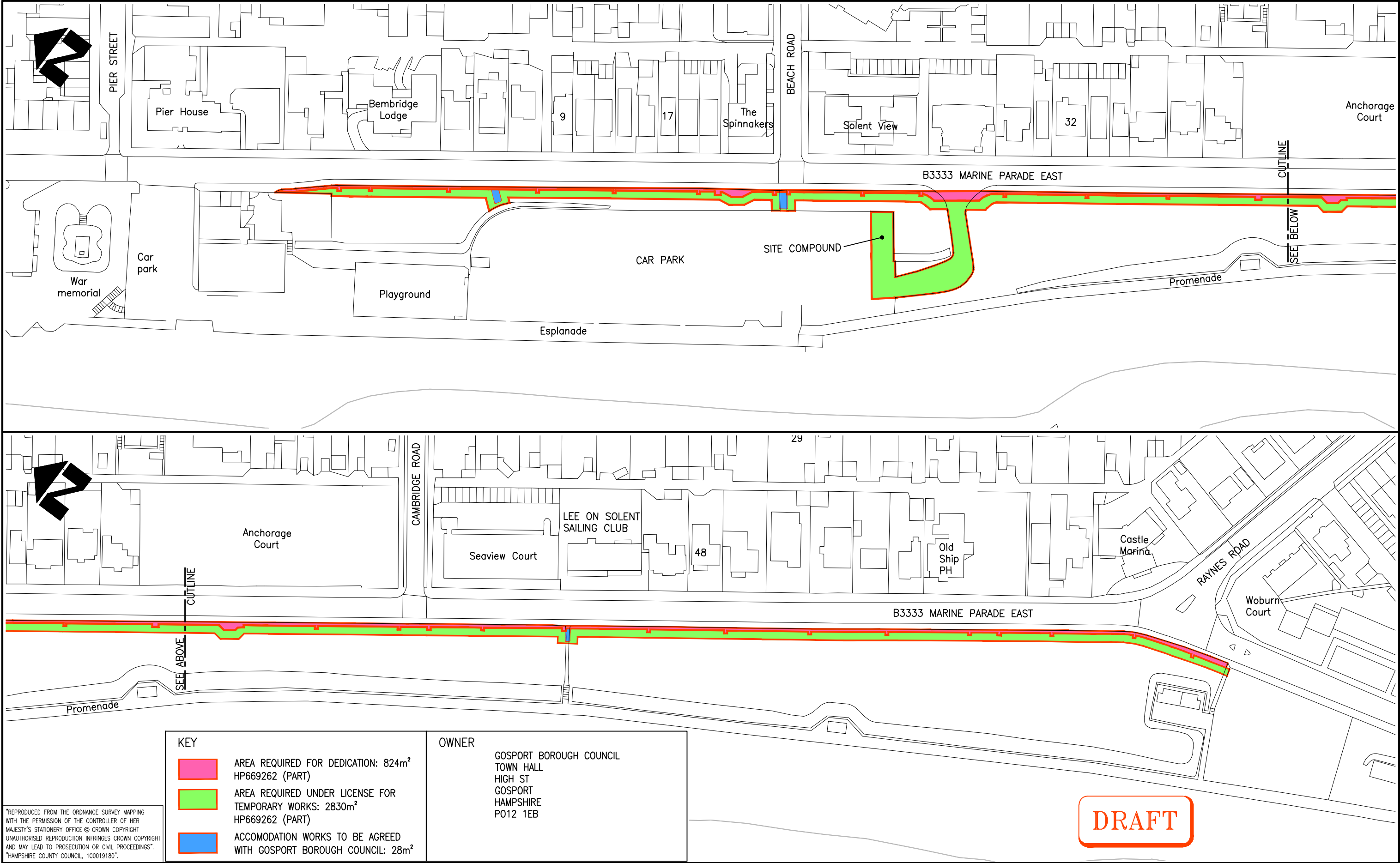


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<div></div>	AREA REQUIRED UNDER LICENSE FOR TEMPORARY WORKS: 2830m <sup>2</sup> HP669262 (PART)
<div></div>	ACCOMODATION WORKS TO BE AGREED WITH GOSPORT BOROUGH COUNCIL: 28m <sup>2</sup>

OWNER	
GOSPORT BOROUGH COUNCIL TOWN HALL HIGH ST GOSPORT HAMPSHIRE PO12 1EB	

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CLIENT		CONSULTANT		DRAWN		SCHEME		DRAWING TITLE	
HAMPSHIRE COUNTY COUNCIL ECONOMY, TRANSPORT AND ENVIRONMENT HIGHWAY, TRAFFIC AND TRANSPORT SERVICE		 STUART JARVIS BSc DipTP FCITP MRTPI: DIRECTOR OF ECONOMY, TRANSPORT & ENVIRONMENT		IW IW TR TR CM IH		MARINE PARADE EAST CYCLE TRACK JOB No. C.J007480.01 SCALE @ A3 1:1250 DATE NOV 2012 SHEET No. 1 OF 1		DEED OF DEDICATION PLAN (DRAFT) HCC CADplot: 09.Nov.2012 at 9:29am DRG No. EC/R.J507963/056	
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## **AGENDA ITEM NO. 7**

<b>Board/Committee:</b>	Economic Development Board
<b>Date of Meeting:</b>	12 <sup>th</sup> December, 2012
<b>Title:</b>	Rowner Road Cycle Track – Dedication of Land
<b>Author:</b>	Borough Solicitor and Deputy Chief Executive
<b>Status:</b>	FOR DECISION

### **Purpose**

To seek the Board's approval for the dedication of Gosport Borough Council land as publicly maintainable highway to enable the provision of a cycle track by Hampshire County Council on Rowner Road.

### **Recommendation**

That the Board:-

- i Supports the construction of a cycle track alongside Rowner Road subject to the submission of a successful planning application;
- ii Authorises the Borough Solicitor to enter into an agreement with the County Council to dedicate Borough Council land as publicly maintainable highway for the use of pedestrians and cycles as necessary to construct the cycle track;
- iii Authorises the Borough Solicitor to grant a licence to Hampshire County Council, or its agents, to enter upon the Borough's land to perform the works.

### **1 Background**

- 1.1 Hampshire County Council is proposing to convert the existing footway on the north side of Rowner Road to a shared use cycle track between the access to the Brune Medical Centre and the Brockhurst Roundabouts. This new section will improve access for cycles to the Medical Centre and care facilities. It will also complement the existing network of off-road cycle tracks around the roundabouts and complete the links to the existing cycle routes on the old railway line and the new bus-way.
- 1.2 The proposed cycle track is part of a project financed by the Department of Transport's Better Bus Fund to provide bus priority and improved stops and accessibility in the vicinity of the Brockhurst Roundabouts. The project will include a southbound bus lane on the Fareham Road approach to the roundabout and a bus lane between the roundabouts. It will also provide a toucan crossing to replace the refuge on Rowner Road to the west of the Medical Centre.
- 1.3 The County Council has requested that Gosport Borough Council



dedicate a strip of Borough owned land as publicly maintainable highway to enable the construction of the cycle track as described below.

## **2 Scheme Details**

- 2.1 A 3m wide shared use segregated cycle track is proposed extending a distance of 110m as shown in the plan at Appendix 1 to this Report.
- 2.2 The track is to be formed by widening the existing footway by approximately 1.0m into the adjacent public open space which is owned by Gosport Borough Council. This is a grassed area bordered by the Huhtamaki factory, Rowner Road and Fareham Road. On the Rowner Road side there is a line of mature trees that will be pruned and the canopies lifted to create space for the cycle track and a narrow highway verge.
- 2.3 To enable the works and to provide a public right of access and for future maintenance of the cycle track at the expense of the Highway Authority, the County Council have requested the dedication of a strip of Gosport Borough Council land as highway for pedestrians and cycles, as indicated in the plan at Appendix 2 of this Report
- 2.4 The bus shelter, lighting columns and the existing telecommunications mast will be relocated to the back of the cycle track.
- 2.5 The scheme will require planning consent in due course and the planning consultation process will provide the public and other interested parties the opportunity to comment on the proposal
- 2.6 Hampshire County Council will undertake the detailed design and procure the works through a County Council contract. The scheme is expected to commence in the Spring of 2013

## **3 Policies**

- 3.1 Expanding the network and pursuing the continuity of cycle routes is identified as a key task in the Borough Council's Cycle Strategy.
- 3.2 The proposal is supported under Policy R/T1 which indicates that development proposals to assist in the progression of an integrated transport network and a choice of transport modes will be permitted. The transport objectives of the Local Plan also include facilitating the provision of cycle networks and facilities.
- 3.3 Policy R/OS4 seeks to protect existing open space from development. However the open space in question is comprised in the verge and is not used for active leisure purposes. It is therefore considered that the benefits of the scheme would outweigh the small

loss.

#### **4 Risk Assessment**

- 4.1 The cost of the works is to be met by the County Council through the award from the Better Bus Fund. The future maintenance costs of the track will be met by the Highway Authority. The scheme does not require capital funding from Gosport Borough Council.

#### **5 Conclusion**

- 5.1 The proposed Rowner Road cycle track will complement existing cycle measures in the locality and improve links to the Medical Centre and the old railway line. It will expand the cycleway network in accordance with the Borough's strategy and priorities.
- 5.2 To provide a public right of access and enable the construction and maintenance of the track by the County Council it is recommended that, subject to a successful planning application, Gosport Borough Council dedicate a part of the public open space adjacent Rowner Road as publicly maintainable highway for pedestrians and cycles.

<b>Financial Services comments:</b>	None
<b>Legal Services comments:</b>	The Council has the power to enter into these arrangements
<b>Crime and Disorder:</b>	No implications
<b>Equality and Diversity:</b>	No implications
<b>Service Improvement Plan implications:</b>	None
<b>Corporate Plan:</b>	The scheme will assist the Borough Council to address its Strategic Priorities relating to leisure opportunities, congestion, tourism and health and well-being
<b>Risk Assessment:</b>	See 4
<b>Background papers:</b>	None
<b>Appendices/Enclosures:</b>	
Appendix 1	General Arrangement – layout of cycle track
Appendix 2	Deed of Dedication Plan – land to be dedicated as highway
<b>Report author/ Lead Officer:</b>	David Duckett, Ext 5424



CLIENT

HAMPSHIRE COUNTY COUNCIL  
ECONOMY, TRANSPORT AND ENVIRONMENT DEPARTMENT  
STRATEGIC TRANSPORT

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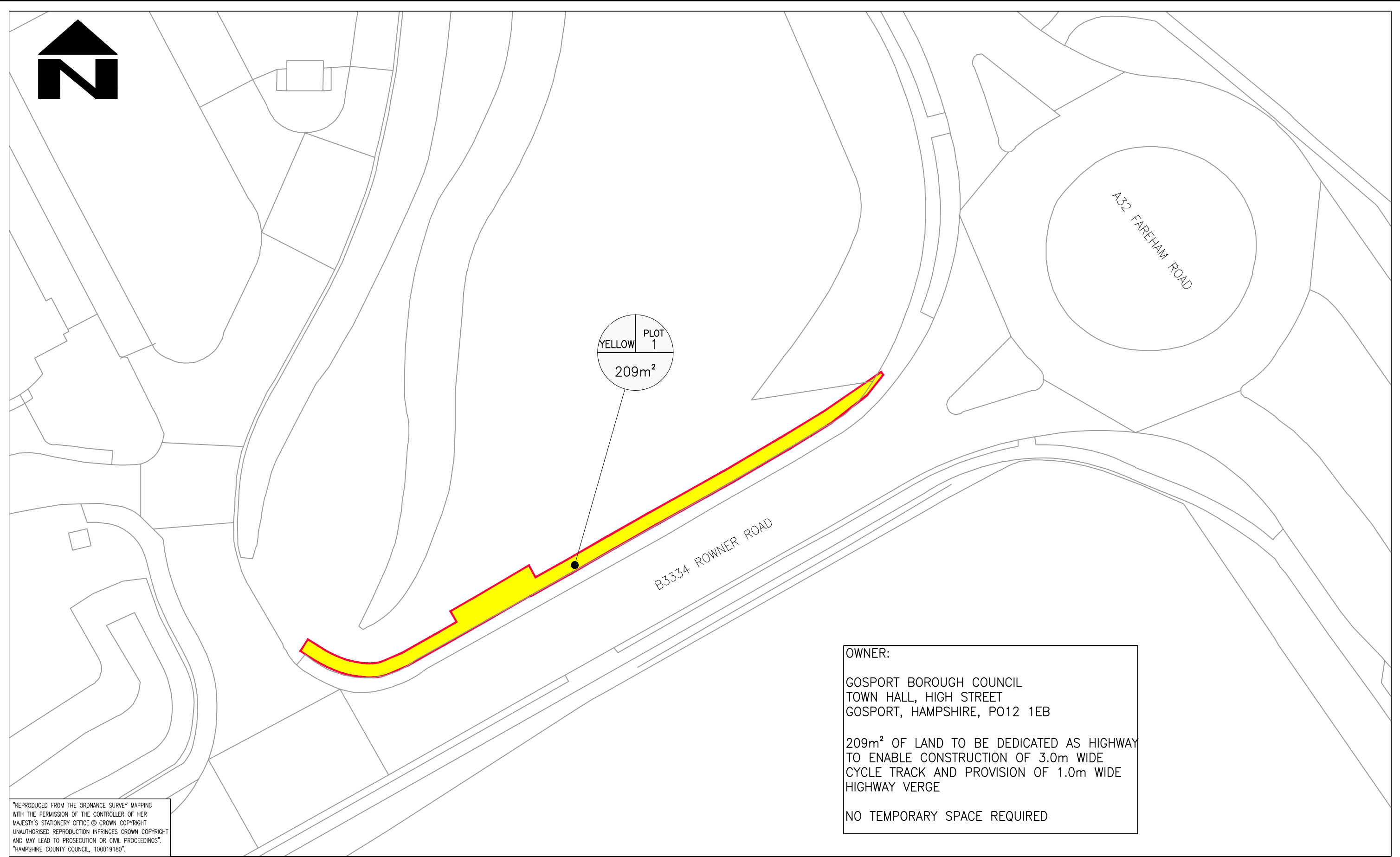
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# Gosport Borough Local Plan 2011-2029 Policies Map

## Consultation Draft December 2012

- Gosport Borough Boundary
- Urban Area Boundary (Policy LP3, LP10)
- Settlement Gap (Policy LP3)
- Regeneration Area (Policy LP3, LP4, LP5, LP6, LP7)
- Regeneration Area for Green Infrastructure and Alver Valley Country Park (Policy LP3, LP8, LP42)
- Mixed Use Allocation (Policy LP3, LP4, LP5, LP6, LP8A)
- Existing Employment Area (Policy LP3, LP6, LP16)
- Employment Land Allocation (Policy LP3, LP9B, LP16)
- Employment Priority Site (Policy LP3, LP16)
- Existing Tourism Facility (Policy LP16)

- Proposed Neighbourhood Shopping Centre (Policy LP3, LP7, LP27, LP28)
- Principal and District Shopping Centres (Policy LP27, LP28)
- Existing Neighbourhood Shopping Centre (Policy LP27, LP28)

Frontages: The extent of the following frontages are defined in Appendix 4 of the Gosport Borough Local Plan 2029

- Primary Retail (Policy LP28)
- Secondary Retail (Policy LP28)
- Commercial (Policy LP31)
- Residential Allocation (Policy LP3, LP7, LP9C, LP24)
- Existing Residential Caravans or Park Homes Site (Policy LP25)
- Safeguarded Route for Extension of Bus Rapid Transit (Policy LP21)
- Ramsar Site (Policy LP3, LP42, LP43)
- Special Protection Area (Policy LP3, LP42, LP43)
- Special Area of Conservation (Policy LP3, LP42, LP43)
- Site of Special Scientific Interest (Policy LP42, LP43)
- Local Nature Reserve (Policy LP44)
- Site of Importance for Nature Conservation (Policy LP44)

- Conservation Area (Policy LP12)
- Scheduled Ancient Monument (Policy LP11)
- Registered Historic Park and Garden (Policy LP13)
- Local Historic Park and Garden (Policy LP13)
- Marine Parade Area of Special Character (Policy LP14)
- Existing Community and Built Leisure Facilities (Policy LP3, LP32)
- Community / Built Leisure Allocation (Policy LP3, LP9D, LP32)
- Existing Cemetery (Policy LP33)

- Existing Open Space (Policy LP3, LP35, LP42)
- Open Space Allocation (Policy LP3, LP9D, LP34)
- Country Park Gateway Facilities (Policy LP8)
- Existing Allotment (Policy LP36)

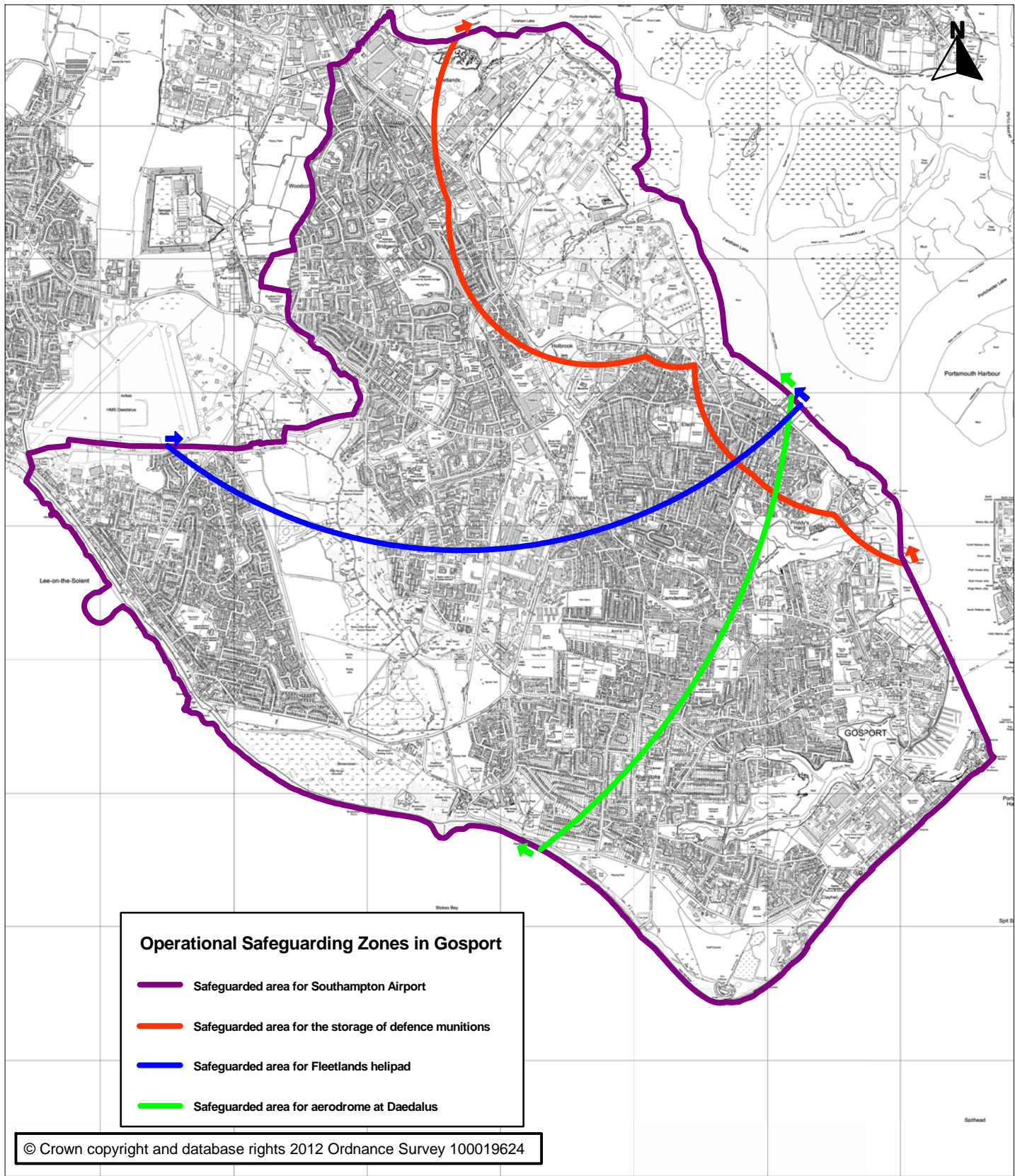
The latest available details of the following matters are shown on the Borough Council's website:

- Hampshire Minerals and Waste Plan - Hampshire County Council (Policy LP41)
- Areas at Risk of Flooding - Environment Agency (Policy LP46)
- Safeguarded Area for Fleetlands Heliport (Policy LP15)
- Safeguarded Area for the Storage of Defence Munitions (Policy LP15)
- Safeguarded Area for the Aerodrome at Daedalus (Policy LP15)
- Safeguarded Area for Southampton Airport - follows Borough Boundary (Policy LP15)

SCALE 1:10,000

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# Gosport Borough Local Plan 2011-2029

Consultation Draft

December 2012

*delivering for Gosport*



**GOSPORT**  
Borough Council



# Gosport Borough Local Plan 2011-2029

Consultation Draft  
December 2012



**GOSPORT**  
Borough Council





## Foreword

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

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

Responding to legislative and national policy changes, this Local Plan is a new document and baseline, but it has been written building upon earlier work that reflects previous consultations with our community (including the Draft Core Strategy 2009).

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

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

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

I look forward to responses to this consultation that will further improve this document and the potential to realise development that future generations will recognise as appropriate for their future and is sensitive to our heritage.

*Michael Lane*

Councillor and Chairman Economic Development  
Gosport Borough Council

December 2012





## **How to make comments on the Consultation Draft of the Gosport Borough Local Plan**

This is an opportunity for the public to make representations on the Council's Consultation version of its Local Plan. This document sets out Gosport Borough Council's planning strategy, proposed site allocations and detailed development management policies for the Borough over the period to 2029.

You may have already been involved through earlier informal consultation processes of the Core Strategy at the Preferred Options stage (2009). The Borough Council has decided as a result of latest Government guidance set out in the National Planning Policy Framework that it would prefer to produce one overarching local plan rather than a number of documents proposed under the previous system which included a Core Strategy and a Site Allocations & Delivery Plan. It is important to note that this earlier work has informed the Local Plan which now incorporates the Core Strategy elements with the additional site allocations and development management policies.

Representations can be made on the Consultation Draft of the Local Plan from **19<sup>th</sup> December 2012 to 13<sup>th</sup> February 2013**. This is a longer time than specified in the Statement of Community Involvement as it makes allowance for the Christmas period. Comments should be returned to the Council at the address below.

### **What happens next?**

All comments received will be considered and reported to the relevant Council Board together with any proposed amendments as a result of the consultation process. A pre-submission version will then be made available for further comment. The published Local Plan will then be submitted to the Secretary of State for examination together with a summary of representations received during this later consultation period.

The formal Examination in Public (EiP) will be conducted by an independent Planning Inspector who will invite appropriate stakeholders to take part in the proceedings. The Inspector will test the 'soundness' of the plan. The Inspector will then produce a report into the proceedings of the EiP. This will determine whether the Borough Council can adopt its Local Plan.

**For further information please contact the Planning Policy Team at:**

**Gosport Borough Council:**

**Website:** [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

**Email:** [planning.policy@gosport.gov.uk](mailto:planning.policy@gosport.gov.uk)

**Telephone:** 023 9254 5461

**Address:** Planning Policy, Town Hall, High Street, Gosport PO12 1EB



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<sup>1</sup> <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/ldf-glossary/>

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- Hard copy is located inside the back cover of this document
- An electronic copy can be view at [www.gosport.gov/localplan2029](http://www.gosport.gov/localplan2029)

## 1.0 INTRODUCTION

### WHAT IS THE LOCAL PLAN?

- 1.1 The Local Plan sets out Gosport Borough Council's planning strategy for the Borough over the period from 2011 to 2029. It identifies key proposals, allocates land for development and sets out detailed policies which the Borough Council will use to determine planning applications. The Local Plan is the key part of the statutory Development Plan<sup>2</sup> for the Gosport area and will replace the 'saved' policies of the existing Gosport Borough Local Plan Review (2006).
- 1.2 It has been prepared under the planning system introduced under the Planning and Compulsory Purchase Act 2004 as amended by the Planning Act 2008 and the Localism Act 2011. These Acts require planning policies to be prepared through a Local Development Framework (LDF). The Local Plan is a key component of the LDF. It is produced in accordance with the Government's National Planning Policy Framework (NPPF) (2012). It takes account of the evidence used to prepare the South Hampshire Sub Regional Strategy in the South East Plan (May 2009)<sup>3</sup> and the 2012 refresh of the Sub-Regional Strategy (October 2012)<sup>4</sup>, as well as the Regional Economic Strategy, the Local Transport Plan and other important local strategies, plans and projects.
- 1.3 The Local Plan has a base date of 2011 so that it can align with a number of evidence studies that have been produced with this base date but it runs to 2029 to ensure that it has a 15 year horizon from the proposed date of adoption in 2014.
- 1.4 The Local Plan will provide the basis for more detailed guidance to be set out in other parts of the LDF including thematic Supplementary Planning Documents (SPD) such as design as well as site-specific SPDs including Daedalus.

### WHAT DOES THE LOCAL PLAN INCLUDE?

- 1.5 The Local Plan identifies the national and sub regional policy context (Section 2) and outlines the key issues affecting the Borough (Section 3). To ensure that the Local Plan reflects the aspirations of the local community, a Vision (Section 4) has been developed which has regard to the Gosport Sustainable Community Strategy, produced by the Gosport Partnership<sup>5</sup>. The overarching Vision set out in Section 4 is complemented by a series of thematic visions found at the beginning of each section. The Vision is accompanied by a set of objectives which aim to deliver the vision and address the issues set out in Section 3. The Local Plan is organised into a number of sections containing key proposals and a number of policies which are set out below:

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<sup>2</sup> The Development Plan also includes the relevant Waste and Mineral DPDs produced by Hampshire County Council, Southampton and Portsmouth City Councils, New Forest Park Authority, South Downs Park Authority.

<sup>3</sup> This was included in the South East Plan and had been subject to public consultation and examination. The SE Plan will be revoked by the provisions of the Localism Act 2011.

<sup>4</sup> [http://www.push.gov.uk/work/housing-and-planning/south\\_hampshire\\_strategy.htm](http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm)

<sup>5</sup> The Local Strategic Partnership

- **Sustainable Development** (Section 5). The Plan is based upon and contains the presumption in favour of sustainable development<sup>6</sup> with clear policies that will guide how the presumption will be applied locally. In order to deliver sustainable development it will be necessary to have a policy to ensure the appropriate infrastructure is in place.
  - **Spatial Strategy** (Section 6) details the overall level and location of growth. It is linked to the key diagram<sup>7</sup>.
  - **Regenerating Gosport through the Delivery of High Quality Sites** (Section 7) highlights the opportunities relating to a number of regeneration areas in the Borough that will be key to delivering the Plan's objectives. These regeneration areas are Gosport Waterfront and Town Centre, Daedalus, Haslar Peninsula and Rowner. Within each regeneration area, major development sites have been identified where greater detail is provided on how these sites will be delivered. This section also details the other main types of development allocations such as housing, employment, retail and open space which will contribute to the regeneration of the Borough. In addition the Alver Valley is identified as a green regeneration area. These sites have been identified on the Policies Map.<sup>8</sup>
  - **Enhancing Sense of Place** (Section 8) reflects the importance of design and the Borough's built heritage.
  - **Delivering a Prosperous Economy** (Section 9) sets out policies that will help to achieve a number of objectives including provision of land for employment purposes, providing opportunities to improve local skills and developing the local tourism and leisure sectors.
  - **Improving Transport and Accessibility** (Section 10) includes a 'reduce, manage and invest' approach to improving accessibility for residents, workers and visitors. It also includes transport management policies.
  - **Creating Quality Neighbourhoods** (Section 11) includes policies relating to housing, town centres, community facilities and open spaces.
  - **Creating a Sustainable Environment** (Section 12) includes the Council's approach to climate change, green infrastructure including biodiversity, flood risk and sustainable construction as well as policies for protecting environmental quality.
  - **Implementation and Monitoring** (Section 13) details key delivery mechanisms and how each policy will be monitored.
- 1.6 The Local Plan is supported by a series of Background Papers<sup>9</sup> in order to provide a more detailed assessment of:
- policy considerations (national, sub-regional and local);
  - key evidence studies; and
  - the results of public consultation.

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<sup>6</sup> See Box 5.1 on page 22

<sup>7</sup> located on page 23

<sup>8</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>9</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

- 1.7 The Local Plan is supported by a Sustainability Appraisal Report<sup>10</sup> which incorporates a Strategic Environmental Assessment (SEA) prepared in accordance with the European Union SEA Directive. The Report includes a detailed assessment of options considered and how each policy has been assessed against a range of social, economic and environmental criteria. The Report also incorporates the findings of the Habitats Regulations Assessment (HRA) <sup>11</sup> which is required under the European Habitats Directives.
- 1.8 At relevant points within the Local Plan a summary of key evidence, together with web links, is provided. A ***glossary*** of terms used in the Local Plan and other parts of the LDF is available on the Council's website.<sup>12</sup>

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<sup>10</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>11</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>12</sup> <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/ldf-glossary/>

## 2.0 NATIONAL AND SUB-REGIONAL CONTEXT

### NATIONAL CONTEXT

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

### SUB- REGIONAL CONTEXT

- 2.3 Sustainable development is a cross local authority boundary issue and the Localism Act 2011 places a duty on local planning authorities to co-operate with each other in the planning of their area. In South Hampshire local authorities have set up the Partnership for Urban South Hampshire (PUSH)<sup>14</sup> which provides a mechanism for the Borough Council to meet its duty to co-operate and deliver sustainable development.
- 2.4 South Hampshire has a dense and complex settlement pattern and accommodates a population of nearly one million people. PUSH has prepared a Sub Regional Strategy for South Hampshire<sup>15</sup> (the South Hampshire Strategy) (see Plan 1) which was approved by all the PUSH authorities in October 2012. It provides the focus for the authorities within South Hampshire to work collaboratively and plan in a consistent manner across this largely urban sub-region which is surrounded by areas of high landscape value and sensitive habitats. The original strategy (May 2009) was produced based on local evidence and consultation. It was scrutinised as part of the Examination in Public for the South East Plan which is intended to be revoked. This earlier work forms the basis of the latest strategy although there have been changes to take account of recent economic conditions and changes in national planning policy.
- 2.5 The refresh of the South Hampshire Strategy provides a policy framework, as well as supporting evidence, to inform policies and proposals of the Gosport Local Plan. The aim of the South Hampshire Strategy is to improve economic performance up to 2026, whilst at the same time seeking to address issues of social deprivation, and protect and enhance its environmental quality. Until the South Hampshire Strategy is reviewed it is considered that its principles will still be relevant for an additional 3 years to match the time horizon of this local plan which extends to 2029. The spatial planning principles of the South Hampshire Strategy are outlined in Box 2.1 which aims to secure sustainable development within the sub-region.

<sup>13</sup> Details of the National Planning Policy Framework and key Circular and government guidance are included in the relevant Background Paper.

<sup>14</sup> PUSH includes East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Hampshire County Council, Havant Borough Council, New Forest District Council, Portsmouth City Council, Southampton City Council, Test Valley District Council and Winchester City Council.

<sup>15</sup> [http://www.push.gov.uk/work/housing-and-planning/south\\_hampshire\\_strategy.htm](http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm)

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



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

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

**Further information:**

National Planning Policy Framework (DCLG 2012)

<http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/>

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

[http://www.push.gov.uk/work/housing-and-planning/south\\_hampshire\\_strategy.htm](http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm)



## 3.0 GOSPORT PROFILE AND KEY ISSUES

### GOSPORT PROFILE

- 3.1 As way of an introduction to Gosport Borough this section identifies the key economic, environmental and social characteristics of the area which highlight a number of issues which the Local Plan needs to address<sup>16</sup>. These issues are summarised at the end of the section and have been identified as a result of the consideration of the latest international and national policy context, assessment of available evidence, and consultation with key stakeholders including the Gosport Partnership<sup>17</sup> and the general public. Many of the identified issues are interlinked and consequently cross-cutting solutions will need to be found to address them.

#### Location

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

#### *Plan 2: Location of Gosport Borough*



#### Population and Households

<sup>16</sup> The latest available statistics on these issues are included in the Council's regularly updated Sustainability Profile- [www.gosport.gov.uk/sustainability-profile](http://www.gosport.gov.uk/sustainability-profile)

<sup>17</sup> the local strategic partnership



- 3.3 The population of the Borough is 82,600 persons<sup>18</sup> and is also one of the most densely populated areas in the South East Region, with an urban density of 32.6 people per hectare. There are approximately 35,400 households.
- 3.4 According to the latest long term population projections the Borough's population will increase by about 1.2% over the period to 2029 with the number of households projected to increase by 7.5%<sup>19</sup>. The average household size is 2.33 persons and is projected to decrease to 2.24 persons by 2029.
- 3.5 The Borough's population is ageing due largely to a longer life expectancy and a low birth rate, this is in line with the national trend. The proportion of over 65's will increase from 17.6% in 2011 to 24.6% in 2029 with the number of residents over 65 increasing by 41.4% over the same period which represents approximately 6,000 people. As part of this trend there is a marked increase in those living beyond 85 with an 85% increase over the plan period (2011-2029).
- 3.6 At the same time the number aged under-16 is falling in both proportion and absolute terms. In 2011 18.7% of the population was under 16, by 2029 this is projected to fall to 17.7%. It is projected that there will be a 4% fall in the number of people aged under 16. It is however important to acknowledge that some areas of the Borough such as Grange ward have experienced a population increase amongst the younger age groups and has one of the most youthful age profiles in England.
- 3.7 In relation to the traditional working age population (16-64), it is projected that these age groups will decrease by 8.4% in absolute terms over the Plan period with the proportion falling from 63.7% in 2011 to 57.7% in 2029. According to the latest available forecasts the economically active population (i.e. those employed, self-employed or actively seeking employment), will fall by 5%<sup>20</sup>. This forecast takes into account the predicted increases in retirement age. This represents approximately 1,800 less people in the workforce which may have positive and negative implications for the Borough. For example a reduced workforce will lead to less commuting and therefore less pressure on the local road system at peak time however a smaller workforce will have implications for wealth generation and spending power in the local economy.
- 3.8 These demographic changes will have significant implications for the delivery of services over the Plan period and will have an impact on the type of development that will need to take place.

### **Economy and Employment**

- 3.9 There have been significant changes in the employment structure in the Borough over last the 15 years. Historically, Gosport developed primarily as a support base for the Royal Navy providing significant employment for local residents. There is significant naval heritage across the Borough including a string of forts and buildings associated with supplying and training the Royal Navy as well as the former military hospital at Haslar. Employment at Portsmouth Naval Base has fallen while several other Ministry of Defence establishments in the Borough and around the Harbour have closed. This has led to a significant supply of brownfield land in the Borough with each site

<sup>18</sup> Census 2011.

<sup>19</sup> Hampshire County Council Long-term population forecasts (March 2012)

<sup>20</sup> Hampshire County Council Long-term population forecasts (March 2012)

having a particular mix of issues including contamination, historic buildings and flood risk. Some of these sites have been redeveloped and others are available for re-use and are addressed within this Plan.

- 3.10 As a result of these changes a large number of residents of the Borough now work in different locations, particularly along the A27-M27 corridor in areas where the journey to work is predominantly by private car. The latest evidence<sup>21</sup> shows that nearly two-thirds of employed Gosport residents work outside the Borough which has increased from 49% at the time of the 2001 Census. Gosport had the highest workplace self-containment ratio among Hampshire districts with 74% of Gosport based jobs filled by local residents. This suggests that when local jobs are provided they are successfully filled by local residents<sup>22</sup>.
- 3.11 There are a number of important clusters of businesses in the Borough relating to advanced manufacturing, aviation and marine industries which employ significantly higher proportions of the workforce than the proportion nationally.
- 3.12 There are approximately 26,000 jobs in Gosport Borough<sup>23</sup> which has declined from 33,000 in 2000 representing a 21% decrease in the employment base. Despite the closure of several Ministry of Defence establishments, there is still a higher than average proportion of jobs within the public administration sector (including defence, health and education) compared to that at county and regional level. Furthermore, there is a significantly lower proportion of jobs within the finance, IT and other business activities sector in comparison to county and regional levels.
- 3.13 In 2010 there were 2,100 firms<sup>24</sup> in Gosport which is the lowest total number of firms out of all Hampshire Districts (including Portsmouth and Southampton). The majority of these were small firms with 82.4% of these accounting for 1-9 employees. This is comparable with other districts within Hampshire (including Portsmouth and Southampton). A total of just 0.2% of firms in Gosport accounted for 250 or more employees. The low proportion of businesses of this size within the Borough is again comparable with other districts in Hampshire (including Portsmouth and Southampton) although is amongst the lowest proportion in this size category along with Hart and New Forest (both also have 0.2% of firms accounting for 250 or more employees).
- 3.14 Gosport has the lowest business density and the lowest business start-up rate in the South-East and amongst the lowest in the country. This is related to local skills deficiencies and lower levels of entrepreneurship which is often associated with areas that have a high dependency on large public sector employers such as the Ministry of Defence.
- 3.15 The unemployment rate at October 2012 remained lower than the national average with 3.1% claiming Job Seekers Allowance (JSA). Furthermore, the youth unemployment rate is also higher than the overall unemployment rate with 6.6% of 18-24 year olds claiming JSA. Certain areas of the Borough such as the Town and Grange wards experience higher levels of employment deprivation. The 2010 Indices of Deprivation also show that two Super Output Areas within Town ward and one within the Privett ward were within the top

<sup>21</sup> 2008 MVA Study

<sup>22</sup> Annual Population Survey 2008

<sup>23</sup> ONS 2010-this is a workplace measure and includes employee jobs, self-employed, Government trainees and HM forces

<sup>24</sup> ONS cited by A Profile for Hampshire 2011

15% of the most deprived nationally in terms of employment deprivation. Gosport has lower education attainment levels than the Hampshire average.

- 3.16 Earnings by residence (both male and female) are lower within the Borough compared to those at national and regional level. Earnings by residence have also shown a general long term trend to be below the national and regional level but more recently has been above those at national level. Further analysis shows that male full time workers earnings by workplace are currently above the national average whereas female full time workers earnings remain below the national average.
- 3.17 Overall many of the factors identified above point to an underperforming economy with an inadequate skills base. The economic-led regeneration of the Borough is therefore identified as a key priority.

### **Transport**

- 3.18 Access to the peninsula is via three road routes (the A32, Newgate Lane and Stubbington Lane). The increasing dominance of the journey to work by private motor vehicle has resulted in high levels of congestion in the morning and evening peaks. By 2002 the traffic flow capacity had been reached on parts of the A32, the B3334 (Rowner Road) and the B3385 (Newgate Lane).
- 3.19 Whilst there is relatively good bus service coverage, services have been subject to delays arising from this traffic congestion. Bus service choice has recently been enhanced through the launch of the Bus Rapid Transit route in April 2012 with the new 'Eclipse' bus services. This connects Fareham to Gosport and represents an enhanced public transport choice for the area allowing for easier access out of the Borough for residents particularly during peak travel times.
- 3.20 Gosport is linked to Portsmouth by the Gosport Ferry service which is one of the busiest passenger ferry routes in the United Kingdom. The Ferry service provides a link to Portsmouth Harbour railway station. There is no railway station within Gosport itself. A significant proportion of Gosport residents cycle to work, although this has fallen over recent years. The need to improve the out-commuting and congestion problems and reduce car usage therefore remains a key issue facing the Borough.

### **Housing**

- 3.21 The need to provide sufficient housing for local residents is an important matter in terms of affordability and the type of accommodation available at a satisfactory standard.
- 3.22 The Borough is characterised by smaller properties with 60% comprising terraced housing or flats compared to the national average of 40.7%. There is also a much lower proportion of detached housing in Gosport comprising just 12% of the housing stock compared to the national average of 27%<sup>25</sup>. In terms of tenure, the majority of the houses are in the owner occupied sector with the majority of flats in the rented sector. In terms of bedroom size, 43% of the stock was three bedroom units, 33% two bedroom units, 12% one bedroom units and 12% with four or more bedrooms.<sup>26</sup>
- 3.23 Over the last decade the Borough has experienced a high rate of housing completions which have been well ahead of meeting the target set in the

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<sup>25</sup> Census 2001

<sup>26</sup> The Gosport Housing Needs Assessment 2007

former South East Plan of 2,500 new homes between 2006 and 2026. However, the economic downturn has resulted in a decline in the number of completions over recent years. The Borough Council has also achieved the provision of 40% affordable housing for residential development on most sites of at least 0.5 hectare or 15 dwellings or more in total. The provision of affordable housing has dropped off over recent years due to the current economic downturn. However, the proportion of affordable housing completions in the Borough as a percentage of all housing completions in 2010/11 was the highest out of all the PUSH authorities with 57.6% of all completions being classed as affordable housing<sup>27</sup>. This can be attributed to the regeneration of the Rowner estate.

- 3.24 House prices have shown a fall in the Borough over the 2010/11 period with prices dropping by 5.3%. This compares with a 2.2% reduction overall in the PUSH region. Although some PUSH authorities such as Fareham have seen a rise in prices over this period (1% increase) the decrease is not as sharp as that in Havant which has a recorded drop of 9.8%<sup>28</sup>.

### **Health**

- 3.25 There are two areas of Town Ward which are within the top 15% of areas in England which experience health deprivation. The Borough has lower life expectancies when compared to the Hampshire average. Higher mortality rates are caused by higher smoking, heart disease and stroke and cancer related deaths in comparison to the Hampshire average. The Borough also has the highest overall fertility rate in Hampshire, the highest infant mortality rate and under 18 conception rates amongst Hampshire districts.

- 3.26 There are also a number of other health indicators such as higher risk drinking, and child and adult obesity that are higher than the national average.

### **Local infrastructure and facilities**

- 3.27 Good infrastructure to serve existing residents and meet the requirements of new development is vitally important to deliver a genuine sustainable community. As highlighted above transport is a particular concern but there are other infrastructure needs facing the Borough including flood defences, enhanced community facilities such as health and education in parts of the Borough as well as improved leisure and cultural facilities.

- 3.28 Access to local facilities is very important for the quality of life and well-being of local residents. The hierarchy of local centres in the Borough provide a focus for many facilities and it is important that these remain vibrant and viable. Gosport Town Centre is the principal town centre in the Borough with a variety of convenience and comparison shops<sup>29</sup> and a range of services. It provides an attractive shopping environment with neighbouring open spaces and waterfront. It performs relatively well despite competition from higher order centres in the sub-region, although it is considered to be increasingly vulnerable in the face of strengthening competition from Portsmouth, Fareham and Southampton in the context of a difficult economic climate. The Borough has significant leakage of retail expenditure by its residents to areas outside of the Borough.

<sup>27</sup> South Hampshire Housing Market – Annual Market Monitoring Report 2012

<sup>28</sup> South Hampshire Housing Market – Annual Market Monitoring Report 2012

<sup>29</sup> Convenience and comparison shops are defined in the glossary

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

#### **Quality of the Environment**

- 3.32 Despite being densely developed there are some important and attractive open spaces within the Borough. The Alver Valley, Stokes Bay/Gilkicker area and Lee-on-the-Solent seafront provide significant areas of open space which are popular with local residents and attract visitors from outside the Borough.
- 3.33 Gosport has a diverse range of biodiversity and geological assets which include: internationally important Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites; nationally important Sites of Special Scientific Interest (SSSIs); as well as locally important Sites of Importance for Nature Conservation (SINCs). The Borough also has numerous locations which contain UK and Hampshire Biodiversity Action Plan priority species. Gosport is an important location for feeding and roosting Brent Geese and wading birds. Under national, regional and local policy, these special and sensitive habitats will have continued protection. It will also be important to enhance biodiversity within the Borough.
- 3.34 The quality of Gosport's environment is also reflected in its built heritage with 16 Conservation Areas, 534 Listed Buildings and 14 Scheduled Ancient Monuments as well as historic Parks & Gardens.
- 3.35 As Gosport is a low-lying coastal borough it is at risk of tidal flooding. The Government has categorised the levels of flood risk in terms of Flood Zones ranging from 1 to 3 with 3 being at most risk of flooding. These zones do not take account of existing flood defence measures. A total of 384<sup>30</sup> hectares of land is located within Flood Zones 2 and 3 representing 15.1% of the Borough's land area<sup>31</sup>.
- 3.36 To ensure the environment is protected there is a need to use resources more sustainably. Whilst Gosport has amongst the lowest CO<sub>2</sub> emissions per capita (tonnes CO<sub>2</sub> per resident)<sup>32</sup>, there is significant potential to reduce energy usage. Similarly in terms of water management there is a need to reduce consumption of water and reduce waste water across the South Hampshire area which is increasingly being affected by environmental

<sup>30</sup> Based on Environment Agency maps November 2012.

<sup>31</sup> 57 hectares in Flood Zone 2 only and 327 hectares in Flood Zone 3

<sup>32</sup> 4.0 tonnes Per Capita Emissions (t) of CO<sub>2</sub> per resident in Gosport (as at 2009). For comparison, the England average is 7.2 tonnes of CO<sub>2</sub> per resident (as at 2009) (Department for Energy and Climate Change Full Local CO<sub>2</sub> emission estimates)

constraints exacerbated by climate change<sup>33</sup>. The reduction of the waste of materials is also an issue facing Hampshire with urgent need to increase recycling and composting.

### **SUMMARY OF ISSUES<sup>34</sup>**

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

#### **Further information:**

Further information relating to the demographic, social, economic and environmental profile of the Borough can be found within the Gosport Sustainability Profile which forms part of the Council's Sustainability Appraisal. This can be viewed at the following web link: [www.gosport.gov.uk/sustainability-profile](http://www.gosport.gov.uk/sustainability-profile).

Further assessment of these issues are contained in the Background Papers which accompany this version of the Gosport Borough Local Plan Review  
[www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>33</sup> Partnership for Urban South Hampshire (PUSH) / Atkins (2009) - South Hampshire: Integrated Water Management Strategy [www.push.gov.uk/090301 - iwms\\_revised\\_final.pdf](http://www.push.gov.uk/090301_-_iwms_revised_final.pdf)

<sup>34</sup> See Background Papers for further information

## 4.0 THE VISION FOR GOSPORT BOROUGH AND LOCAL PLAN OBJECTIVES

### VISION: GOSPORT TO 2029

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

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

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

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

- Regenerating Gosport through the delivery of high quality sites;
- Enhancing Sense of Place;
- Delivering a Prosperous Economy;
- Improving Transport and Accessibility;
- Creating Quality Neighbourhoods; and
- Creating a Sustainable Environment

### LOCAL PLAN OBJECTIVES

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

#### Regenerating Gosport through the delivery of high quality sites

**Objective 1:** To promote sustainable development in accessible locations making the most effective use of land with an emphasis on the Borough's brownfield sites.

**Objective 2:** To create a high quality environment at the Gosport Waterfront which maximises its economic regeneration opportunities and enhances the vitality and viability of Gosport Town Centre.

**Objective 3:** To regenerate the Solent Enterprise Zone at Daedalus, making the best uses of its key assets particularly the airfield, coastal location and historic core.

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

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

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

### **Enhancing sense of place**

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

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

### **Delivering a prosperous economy**

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

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

**Objective 11:** To identify opportunities to enhance local skills.

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

### **Improving transport and accessibility**

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

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

### **Creating quality neighbourhoods**

**Objective 15:** To create a safe and high quality environment where people want to live.

**Objective 16:** To meet local housing requirements including a range of housing types and tenures to provide the opportunity for all members of the community to live in a decent home including the increasingly ageing population as well as future generations.



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

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

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

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

### **Creating a sustainable environment**

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

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

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

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

**Objective 25:** To minimise energy requirements of development and require the use of renewable energy sources where appropriate to minimise CO<sub>2</sub> emissions.

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

#### **Further information:**

Gosport Sustainable Community Strategy

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

## 5.0 SUSTAINABLE DEVELOPMENT

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

### **Box 5.1: What is Sustainable Development?<sup>35</sup>**

Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.<sup>36</sup>

For the planning system delivering sustainable development means:

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

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

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

<sup>35</sup> Source: National Planning Policy Framework (DCLG 2012)

<sup>36</sup> Resolution 42/187 of the United Nations General Assembly cited by the National Planning Policy Framework (DCLG 2012)

## **POLICY LP1: SUSTAINABLE DEVELOPMENT<sup>37</sup>**

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

### **EXPLANATION OF POLICY LP1**

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

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<sup>37</sup> The Planning Inspectorate requires that this model policy is included in local plans and have provided the wording as shown.

## INFRASTRUCTURE

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

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

### **Local Context**

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

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

- 5.7 The key requirement regarding infrastructure provision therefore relates to how, when, and where the necessary infrastructure is provided and by who. Details of the known requirements at present are contained within the Council's Infrastructure Assessment Report and Infrastructure Delivery Plan<sup>38</sup>.

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

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<sup>38</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

## **POLICY LP2: INFRASTRUCTURE**

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

### **EXPLANATION OF POLICY LP2**

- 5.9 Policy LP2 sets out the principles relating to the Borough's infrastructure requirements including the need to secure public sector funding for new infrastructure together with appropriate provision from developers. The current infrastructure provision and the known requirements are set out in the Borough Council's Infrastructure Assessment Report and Infrastructure Delivery Plan (2012).

#### Overarching Approach (Points 1 and 2 of policy LP2)

- 5.10 It will be necessary to ensure that the appropriate level and type of infrastructure is provided to support the anticipated level of development. This includes, but is not limited to the following:
- Transport including roads, public transport infrastructure (bus and ferry), and measures to encourage walking and cycling;
  - Education including nurseries, primary schools, secondary schools, post 16 education;
  - Health including strategic and local health care;
  - Social facilities including social/community facilities, sports centres, sports pitches, parks and play space;
  - Public services including libraries and cemeteries;
  - Emergency Services including fire and rescue, ambulance and police;
  - Utilities including gas, electricity, water supply, wastewater, telecommunications and energy generation; and
  - flood risk management.
- 5.11 The Infrastructure Assessment Report sets out in more detail the issues associated with each type of infrastructure. The Infrastructure Delivery Plan sets out as far as practicable when, where and by whom key elements of the infrastructure will be delivered. An important aspect of delivering the necessary infrastructure at the right place and at the right time will be through partnership working with other neighbouring local authorities and statutory infrastructure providers.

Developer Contributions (Point 3 of policy LP2)

- 5.12 In many instances it will not be possible to provide all the required infrastructure on site and therefore a developer contribution will be required. This will normally be via the Community Infrastructure Levy (CIL). The Community Infrastructure Levy allows local authorities to raise funds from developers which can be used to fund a range of infrastructure that is needed as a result of development. The Council will prepare a preliminary draft Charging Schedule for CIL with the intention that it will be adopted at the same time as the Local Plan. The draft preliminary charging schedule will set a tariff for new developments which will be subject to consultation and examined by an independent inspector. Once adopted qualifying developments will be required to make payment in line with the charging schedule.
- 5.13 In some instances there may be a requirement to collect a developer contribution normally by planning obligations contained in a legal agreement (Section 106 Agreement) for particular works associated with that development that are not covered by the CIL.

## 6.0 SPATIAL STRATEGY

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

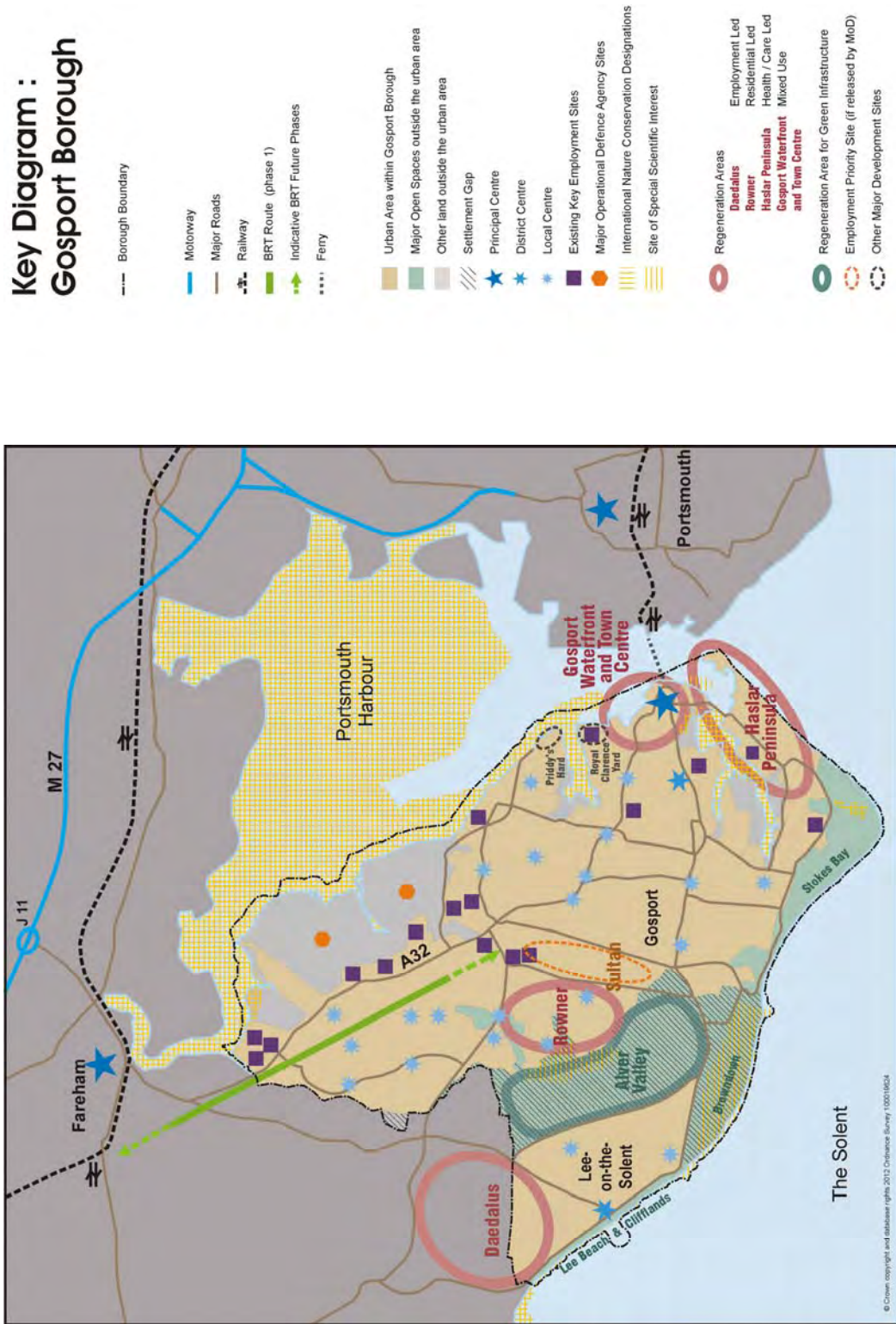
#### **INTRODUCTION**

- 6.1 The Spatial Strategy aims to deliver the overarching Vision and objectives of the Local Plan (see Section 4) and sets out the scale of development that is appropriate and sustainable for the Borough over the plan period to 2029. It has been prepared having regard to the core planning principles set out in the National Planning Policy Framework.
- 6.2 The Spatial Strategy provides the framework for the more detailed policies of the Local Plan and establishes how much development should take place and where it should be located. It outlines opportunities for development through the identification of Regeneration Areas and other key locations as well as establishing the principle that certain sites should be safeguarded for existing uses (see Key Diagram).
- 6.3 The ‘how much development?’ aspect of the Spatial Strategy is the result of significant collaborative work of the PUSH authorities<sup>39</sup> for the South Hampshire sub-region. The Spatial Strategy aims to ensure that local economic, housing and community needs are addressed whilst fully taking account of environmental and design considerations. It recognises the general presumption in favour of sustainable development.
- 6.4 The ‘where to locate development?’ part of the Spatial Strategy has been largely determined by the availability of brownfield sites in the Borough, primarily as a result of the Ministry of Defence legacy. The Borough Council also considers that other areas in the Borough such as the Gosport Waterfront, given its prominent location overlooking Portsmouth Harbour and proximity to the town centre, should be redeveloped to stimulate the local economy.
- 6.5 The Spatial Strategy also sets out the locations where there is a presumption against development in order to protect the Borough’s precious natural assets. The policy presumes against development outside of the urban area as there is sufficient suitable brownfield land available for development within the urban area.

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<sup>39</sup> See Spatial Strategy Background Paper for full details







**POLICY LP3: SPATIAL STRATEGY**

<b>1. The Local Plan will make provision for the following over the period 2011-2029:</b>	
<b>Employment:</b>	<b>84,000 sq.m. net additional floorspace</b>
<b>Housing:</b>	<b>2,700 net additional dwellings</b>
<b>Retail:</b>	<b>10,500 sq.m.<sup>40</sup> net additional floorspace.</b>
<b>2. Development proposals will be permitted within the urban area (as defined on the Policies Map) provided that it accords with Policy LP10: Design Principles and other policies in the Local Plan.</b>	
<b>3. Brownfield land within the urban area of the Borough will be the priority for new development. This new development will be focused within the following Regeneration Areas:</b>	
a) The Gosport Waterfront and Town Centre (mixed-use);	
b) Daedalus (mixed-use employment led);	
c) The Haslar Peninsula at Royal Hospital Haslar (mixed-use medical/health/care led) and Blockhouse (mixed-use leisure/maritime led); and	
d) Rowner (mixed-use residential led).	
<b>4. HMS Sultan is an important training centre, however if released by the MoD, it is considered to have significant development potential for a predominantly employment led scheme and consequently is identified as an Employment Priority Site.</b>	
<b>5. Other development allocations are detailed in Policies LP9A-D and shown on the Policies Map.</b>	
<b>6. The Borough Council will protect, and seek opportunities to enhance existing employment sites, community facilities and open spaces.</b>	
<b>7. Development likely to have an individual or cumulative adverse impact on internationally important habitats will not be permitted unless the necessary avoidance or mitigation measures have been secured.</b>	
<b>8. Areas outside of the urban area will be safeguarded from development unless they are for appropriate recreational uses or development essential to the operational requirements of public and other essential services. Such exceptions will need to accord with Policy LP10: Design Principles</b>	
<b>9. The character and function of the settlement gaps (as shown on the Policies Map) between Gosport/Fareham and Lee-on-the-Solent/Stubbington will be preserved.</b>	
<b>10. The Alver Valley is identified as a Regeneration Area and includes a Country Park. It forms part of the Borough's strategic green infrastructure together with Browndown, Stokes Bay and Lee-on-the-Solent seafront.</b>	

<sup>40</sup> This is measured in terms of net internal floorspace

## EXPLANATION OF POLICY LP3

### Overall Strategy

- 6.6 The Spatial Strategy is based on the South Hampshire Strategy developed by PUSH which places significant emphasis on the need to increase the economic performance of the sub region by increasing jobs and productivity. This South Hampshire Strategy closely matches the strategic needs of this Borough. This requires that sufficient land is made available for business premises and homes which need to be supported by the necessary transport infrastructure, services and community facilities.
- 6.7 Genuine options relating to the broad location of development are limited in the Borough due to its small size and the built up nature of the Borough as well as significant environmental considerations including internationally and nationally important habitats and areas within defined Flood Zones 2 and 3. However there are significant opportunities for the development of brownfield land within the Borough which can contribute to its regeneration.
- 6.8 It is clear from the Council's evidence<sup>41</sup> that there is a need to provide more jobs in the Borough in order to provide a balanced community and tackle deprivation, out-commuting and congestion issues. Consequently the provision of employment land is a key element of the Borough's Spatial Strategy. The employment land will be required to offer a range of premises to meet a variety of business needs including existing clusters such as aviation, aerospace, marine industries and advanced manufacturing as well as emerging sectors.
- 6.9 In addition to employment uses, brownfield sites will also be required to deliver sufficient housing as well as retail, leisure and community facilities for local residents. It will also be necessary to protect and enhance the quality of the local environment to ensure the Borough remains a place where people wish to live, work and invest.
- 6.10 In order to deliver the Spatial Strategy a number of '*Regeneration Areas*' have been identified, as shown on the Key Diagram, which will be integral for delivering the overall strategy. These include a number of major development sites which are all brownfield sites and will play a major role in regenerating the Borough providing a range of uses. The detailed boundaries of these sites are shown on the Policies Map and further guidance is given in policies LP4-7.
- 6.11 In addition there are other areas within the regeneration areas where the Borough Council considers it important to provide a policy framework to guide the form of future development, should these sites be released whilst acknowledging that at this stage there is little detail of the quantum and type of development. Consequently these sites do not contribute towards the quantum in Policy LP3.

### Quantum of Development (Point 1 of Policy LP3)

- 6.12 **Employment:** The Gosport's Spatial Strategy accords with the wider sub regional framework which focuses on economic led regeneration. The South Hampshire Strategy (2012) requires that 580,000 sq.m of net additional office floorspace and 550,000 sq.m of net additional manufacturing and distribution floorspace is provided in South Hampshire. As a result of collaborative work

<sup>41</sup> See summary in accompanying Spatial Strategy and Employment Background Papers and the Sustainability Appraisal

with the other PUSH authorities it has been established that the Borough should provide 84,000 sq.m. of net additional employment floorspace between 2006 and 2026. This figure has been used for the Local Plan to cover the extended period to 2029 as there is potentially some uncertainty in the amount of employment floorspace identified. Consequently it is considered that the 84,000 sq.m figure should be the target for the whole period to 2029 with the aim of delivering this quantum by 2026 as the Local Plan is an employment-led plan. The three additional years will give three years lee-way to deliver this figure which may be required in the light of the current economic downturn. For the purposes of this policy the figure relates to B1, B2 and B8 floorspace<sup>42</sup>, although the Borough Council recognises the importance of providing other types of floorspace for employment uses (see also Policy LP16: Employment Land). If opportunities arise for additional net employment floorspace they should be taken in order to maximise the economic regeneration of Gosport and the wider sub-region.

- 6.13 The Borough Council has identified 88,000 sq.m. of net additional employment floorspace (see Table 6.1) from a variety of sources including existing permissions, unused land within existing employment sites and proposed allocations. Therefore the identified figure exceeds the minimum 84,000 sq.m set out by PUSH. This additional floorspace provides an element of flexibility as there may be some smaller employment sites which may be lost over the Plan period as they are not in the most appropriate location or not all the land may be forthcoming during the Plan period.
- 6.14 It will also be important that existing employment sites are safeguarded and where possible refurbished/redeveloped to meet modern business needs. Policy LP16 provides further details regarding such employment sites
- 6.15 If the Blockhouse site on the Haslar Peninsula (see paragraph 6.26 and Policy LP6) and HMS Sultan (see paragraphs 6.28-6.29 and Policy LP16) are released in the future by the Ministry of Defence then proposals that may come forward for development should make provision for employment uses and in particular marine related employment.

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<sup>42</sup> B1 includes offices, research and development, and light industrial, B2 is general industrial and B8 is warehousing (in accordance with the Use Classes Order)

**Table 6.1: Employment Floorspace supply**

	<b>Net additional floorspace (sq.m.)</b>
Total completions (1 April 2011- 31 March 2012)	0
Outstanding planning permissions (as at 1 <sup>st</sup> April 2012)	3,682
Potential floorspace within existing employment sites at 1 <sup>st</sup> April 2012	11,365
<b>Allocations</b>	
Daedalus (see Policy LP5)	55,000
Grange Road (see Policy LP9B)	8,400
Frater House (see Policy LP9B)	5,000
Royal Hospital Haslar (see Policy LP6)	2,500
Aerodrome Road (see Policy LP9B)	1,100
Priddy's Hard Heritage Area (see Policy LP9A)	1,000
Gosport Waterfront (see Policy LP4)	- <sup>43</sup>
Other town centre sites (see Policy (LP4)	- <sup>44</sup>
<b>Total</b>	<b>88,047</b>

- 6.16 **Housing:** 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 Policy LP24).
- 6.17 The Local Plan allocates 2,700 dwellings to be built between 2011 and 2029. This allocation takes into account the policy within the South Hampshire Strategy (2012) which identifies a need for 55,800 dwellings over the period 2011-2026 within the sub region with 2,550 dwellings to be provided in Gosport Borough. Given that most of the identified development sites will come forward by 2026 the Borough Council considers that an additional 150 dwellings for the period between 2026 and 2029 will provide an achievable and realistic housing allocation.
- 6.18 The provision of housing will assist in bringing forward sites for employment, retail and community uses which will stimulate economic development in the Borough. It is recognised that the quantum of new housing in the Borough over the Plan period is limited by a number of factors including the availability of suitable sites and the limitations of the road network associated with its peninsula location.
- 6.19 The proposed housing supply is included in Table 6.2 with the latest housing trajectory included in Appendix 1.

<sup>43</sup> New employment premises will be developed which will potentially increase employment but no overall net gain in floorspace

<sup>44</sup> New employment premises will be developed which will potentially increase employment but no overall net gain in floorspace

**Table 6.2: Housing supply (net) as at 1<sup>st</sup> April 2012 and latest position in proposed new residential allocations**

	Net Dwellings
Completions (1/4/11-31/3/12)	339
Existing permissions (1/4/12)	554
Proposed sites without planning permission (over 10 dwellings)	
Gosport Waterfront	700
Daedalus <sup>45</sup>	350
Royal Hospital Haslar	300
Smaller Town Centre sites <sup>46</sup>	200
Priddy's Hard Heritage Area	100
Stoners Close	17
Wheeler Close	16
Laphorn Close	14
Land at Magister Drive, Cherque Farm	13
Small Site Windfall Allowance <sup>47</sup> (2013/14-2028/29)	464
Total Supply	3067

6.20 The current identified sources of supply currently exceed the proposed residential figure of 2,700 dwellings outlined in the Spatial Strategy. This provides sufficient flexibility to meet the Borough's requirement should not all the sites in Table 6.2 deliver the stated quantum. Just over 13% additional dwellings have been identified than the Local Plan requirement and sites over 10 units have been identified in the Council's latest Strategic Housing Land Availability Assessment. The Borough Council currently has a 5 year land supply<sup>48</sup> with at least a 5% buffer as required by the NPPF.

6.21 **Retail and Town Centre Uses:** It is clear from Government guidance that retail development should be focused in the existing centres in accordance with the overall hierarchy of centres<sup>49</sup>. Gosport Town Centre is the primary centre in the Borough and is recognised as an important centre in the South Hampshire Strategy. Consequently it is considered that Gosport Town Centre will be the focus for a range of town centre uses including retail, leisure, community services and office employment. The Local Plan aims to ensure that new opportunities to enhance retail and leisure facilities are taken, making the most of Gosport's superb Waterfront setting. Whilst the evidence set out in the Council's Retail Study suggests that if the Borough were to retain its current limited market share<sup>50</sup> there would be in effect no requirement for additional retail floorspace<sup>51</sup>. The study also indicates that there are signs of vulnerability. Accordingly, the Council wishes to strengthen the Town Centre so that it can increase its viability, make the centre less vulnerable from competing centres and maintain it as a vibrant centre. Therefore it is proposed to increase the amount of retail floorspace available with a view to increasing its market share of retail expenditure.

<sup>45</sup> 200 dwellings granted planning permission (March 2012) subject to the completion of a Section 106 Agreement.

<sup>46</sup> It is estimated from the capacity study undertaken as part of the Borough Council's SHLAA that approximately 200 dwellings could be accommodated within the Town Centre Regeneration Area.

<sup>47</sup> 29 dwellings per year based on the average completions on small sites (excluding gardens) since 2007/08-

2011/12. It assumed no windfalls in 2012/13 as these would already have planning permission

<sup>48</sup> This is calculated as follows: The 2,700 requirement minus 339 dwellings completed to date; divide the remaining 2361 requirement by the remaining 17 years of the Plan period. This gives an annual requirement of 138.9; multiply by 5 to give a five year supply of 694 dwellings. Whilst the outstanding permissions is 554 dwellings however when adding the 200 dwellings granted in principle at Daedalus this gives a supply of 774 which exceeds the 5 year supply figure and the 5% buffer.

<sup>49</sup> See LP27 for details of the full retail hierarchy

<sup>50</sup> 16% convenience and 6% comparison market share of the whole Portsmouth Harbour Study area as defined in the Town Centre Study (GVA 2007 and 2011)

<sup>51</sup> Evidence set out in the Spatial Strategy Background Paper shows a net gain of just 26 sq.m would be required although there would need to be a decrease in convenience of around 2,500sq.m. of convenience floorspace with a similar increase in comparison floorspace.

6.22 Therefore, it is considered that in order to strengthen the Town Centre it will be necessary to 'claw-back' the significant leakage of expenditure from the Borough and that a market share of 10% of comparison expenditure and 21% of convenience expenditure across the Portsmouth Harbour area<sup>52</sup> should be a reasonable target which reflects Gosport's position in the South Hampshire hierarchy. This increased market share would require approximately 10,500 sq.m of net additional floorspace. For the purposes of this policy the figure relates to A1 uses only<sup>53</sup>. Based on the evidence studies it is considered that the take up of this floorspace will be predominantly in the comparison goods sector. This development will largely take place within Gosport Town Centre and as part of new development on the adjacent Gosport Waterfront site (see Policy LP4). It is considered that the other centres in the Borough will be appropriate for small scale development reflecting the scale and nature of the specific centre including development of a new store as part of the Alver Village scheme<sup>54</sup> to assist with the regeneration of the neighbourhood (see Policy LP7).

#### **Location of Development (Points 2-5 of LP3)**

- 6.23 In principle the Borough Council will presume in favour of development within the Urban Area Boundary, as defined on the Policies Map, providing proposals accord with the design criteria set out in Policy LP10 and do not conflict with other policies
- 6.24 As outlined previously the Borough has significant areas of brownfield land as a result of its military legacy. Consequently the use of this land in the urban area is a key priority as it will regenerate underused areas, bringing back life to previously vibrant areas which provided employment and a variety of local facilities. Since 2006 almost all development in the Borough has been on brownfield land.
- 6.25 In many cases in the Borough the re-use of brownfield sites 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 Boroughs in the South East.
- 6.26 The Spatial Strategy identifies a number of Regeneration Areas which will be the focus for new development on brownfield sites. These are:
- Gosport Waterfront and Town Centre (Policy LP4);
  - Daedalus (Policy LP5);
  - Haslar Peninsula (Policy LP6); and
  - Rowner (Policy LP7).
- 6.27 The Regeneration Areas include major development site allocations which have been identified on the Policies Map and detailed in each of the policies in Section 7. These sites are the main focus for development in the Borough and contribute significantly to the quantum of development identified in Point 1 of the Spatial Strategy.
- 6.28 HMS Sultan has a high value as a centre of excellence for engineering training for the defence industry and provides employment within the Borough. The Borough Council will support its continued operation. It is one of

<sup>52</sup> As defined in the Town Centre Study (GVA 2007 and 2011)

<sup>53</sup> In accordance with the Use Classes Order

<sup>54</sup> also known as the Rowner Renewal Project

the largest employers in the Borough and currently accommodates the Royal Naval School of Marine Engineering and the Royal Naval Air Engineering and Survival School. Whilst the site's connection with the Ministry of Defence is very important it also provides opportunities for engineering training for a number of private sector companies. The training packages offered at this facility matches the specific skills sectors in which Gosport excels. The site employs almost 2,600 people (including approximately 1,350 trainees, 450 service personnel and 800 civilians)<sup>55</sup>.

- 6.29 The Ministry of Defence are currently reviewing its strategic land and training requirements and it remains unclear whether the MoD will retain HMS Sultan in the long term (after 2020). As there is a question over the future of this site it is necessary to consider the implications of both the closure of the training facility and its potential release. Due to the uncertainty about its release it is not considered appropriate to identify it as a Regeneration Area. The Borough considers it necessary to ensure the site is used for employment purposes should the site be released in order to at least compensate for the potential number of jobs lost in the Borough. Consequently it has been identified as an Employment Priority Site.
- 6.30 In addition to these sites, new employment, housing, community, leisure facilities have been identified on non-strategic smaller sites outside of the Regeneration Areas (see Policies LP9A-D). These will assist in the regeneration of the Borough, support economic growth and complement the development of the larger sites by providing additional homes, employment and facilities.

#### **Protecting and Improving Existing Sites (Point 6 of LP3)**

- 6.31 The Borough aims to ensure that high quality and accessible employment sites (Policy LP16), community facilities which includes health, care, education, leisure and cultural facilities (Policy LP32), and open spaces (Policy LP34) are provided in the Borough with key existing facilities being protected and improved. The provision of such facilities will improve the quality of life of residents and deliver a more sustainable community including reducing the need to travel. These sites are identified on the Policies Map<sup>56</sup>. The detailed criteria for determining planning applications in relation to sites that have been protected in some way are contained in the respective policies set out in the Local Plan.

#### **Protection of internationally important habitats (Point 7 of LP3)<sup>57</sup>**

- 6.32 The Local Plan has been subject to an assessment under the Habitats Regulations<sup>58</sup> which has influenced the Spatial Strategy. The Habitats Regulation Assessment considers any potential impacts on internationally important habitats or the species using such habitats in internationally important numbers. This also includes areas outside of designated sites known to be of importance to these species. The Council recognises that additional growth in the Borough, in-combination with growth in neighbouring authorities, could, without appropriate management and mitigation, lead to

<sup>55</sup> The Impact of the Defence Sector on the Economy of Gosport (University of Portsmouth 2008)

<sup>56</sup> 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.

<sup>57</sup> Further details of the protection of internationally important as well as nationally and locally important sites are contained within Policy LP43 on Biodiversity and Geological interests.

<sup>58</sup> The Habitats Regulation Assessment can be viewed at [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

adverse effects upon European sites and other sites that support their integrity.

- 6.33 In order to prevent such effects, the Council will continue to work with other local authorities (including through PUSH) and relevant organisations to develop and implement a strategic approach to protecting European sites from recreational pressure and other impacts of development. This will include a suite of mitigation measures, including adequate provision of alternative recreational space and support via developer contributions for access management measures within and around the European sites in the Solent and the New Forest. Any relevant mitigation measures relating to recreation disturbance will be set out in Phase 3 of the Solent Disturbance and Mitigation Project which should be available before the next version of the Local Plan is published. The Borough Council will carefully consider its recommendations and where necessary change the spatial strategy and /or sites allocated for development to ensure that adverse impacts can be adequately avoided. Without the appropriate necessary measures development will not be permitted.
- 6.34 The Council with its partners will, through on-going monitoring<sup>59</sup>, scrutinise the effectiveness of the sub-regional approach to avoidance and mitigation of effects on European sites. It will adjust the rate, scale and distribution of development across the Borough to respond to the findings of new evidence where appropriate, in order to preserve the integrity of the European sites.

**Areas outside of the Urban Area (Points 8-10 of LP3)**

- 6.35 Point 8 of the Spatial Strategy aims to restrict most forms of development outside of the urban area as defined on the Policies Map in order to safeguard the remaining limited areas of countryside.
- 6.36 The Borough Council recognises that in certain instances there will be a need for particular types of development to be located outside of the Urban Area Boundary. The developers of such proposals will need to demonstrate the need for the development, the reasons why the development cannot be located within the urban area and why the particular site outside of the Urban Area Boundary has been chosen. Such exceptions must be integrated into the surrounding environment in order to protect the open character of the urban fringe as well as its ecological and recreational value. Proposals that would diminish the function and the visual and physical character of the area will not be permitted.
- 6.37 Outdoor recreational uses are considered appropriate outside of the urban area providing the proposal is in accordance with the criteria contained within the relevant policies of the Local Plan including the design criteria of Policy LP10 and those policies relating to nature conservation interests. In certain instances it will be necessary for public authorities and statutory undertakers to carry out development relating to key public services such as energy, drinking water, drainage and communications. Each application should be submitted with supporting justification demonstrating the need for the facility and that no alternative suitable site can be identified within the urban area. The policy also allows for development essential to MoD operations. All such development should again accord with the relevant policies of the Local Plan.

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<sup>59</sup> This includes ecological evidence from Natural England, the Council's Annual Monitoring Report, work relating to the PUSH Green infrastructure Strategy and the Solent Disturbance and Mitigation Study, on-going air quality management and visitor surveys.



- 6.38 A key strategic consideration is to retain a significant gap between Gosport/Fareham and Lee-on-the-Solent/Stubbington in order to protect the identity of each settlement and ensure proposals do not physically and visually diminish these open areas. This settlement gap is considered of sub regional importance and is identified in the South Hampshire Strategy. The local boundaries as defined on the Policies Map have been defined in cooperation with Fareham Borough Council to reflect the cross boundary extent of the gap. The Borough Council will work with partners to explore opportunities to enhance the multi-functional benefits of this area as part of the wider PUSH Green Infrastructure Strategy initiative of the green grid (see Policy LP42).
- 6.39 The Alver Valley represents the main area of separation between Gosport and Lee-on-the-Solent. It is a former quarry and landfill site and consequently has been identified as a Regeneration Area and will be the main focus for green infrastructure in the Borough linking with the wider strategic and local open space network. The Alver Valley Country Park has been identified on the Policies Map with further details contained in Policy LP8. It will include a range of informal and formal recreational opportunities, offering the potential to increase local biodiversity. It is likely to attract local visitors and thus potentially reducing the need to travel to such facilities outside of the Peninsula and ease pressure on more sensitive habitats in the sub region. It will be necessary to consider improving linkages between the urban area and the wider countryside beyond the Borough boundary as well improving access to local open spaces from residential areas.

**Further information:**

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

[http://www.push.gov.uk/work/housing-and-planning/south\\_hampshire\\_strategy.htm](http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm)

The following can be found at [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Employment Land Review (GBC 2012);

Open Space Monitoring Report (GBC 2012);

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

Strategic Housing Land Availability Assessment (GBC 2012);

Town Centres: Retail, Office and Leisure Study and subsequent refresh (GVA Grimley 2007 & 2011).

## 7.0 REGENERATING GOSPORT THROUGH THE DELIVERY OF HIGH QUALITY SITES

### **Vision - Regenerating Gosport through the delivery of high quality sites**

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

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

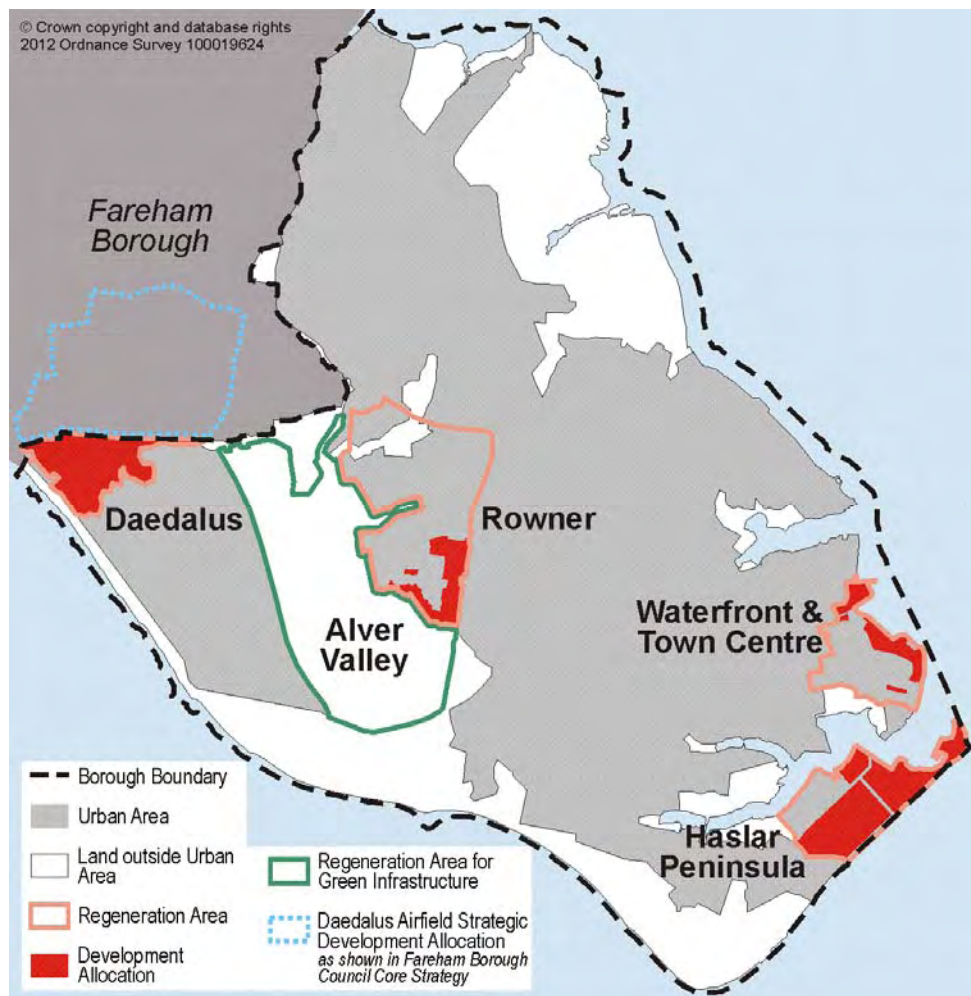
The Royal Hospital Haslar site will provide a new generation of health and care facilities as part of a mixed-use development. This will bring back into use a nationally significant historical asset which will bring benefits to the community. Blockhouse will also offer new opportunities for tourism,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

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

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

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

### **Plan 3: Location of Regeneration Areas**



## **INTRODUCTION**

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

available for development during the Plan period it has been possible to allocate it as a development site on the Policies Map. The allocations within each Regeneration Area are:

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

7.4 The regeneration policies also provide key principles for other potential development sites within the Regeneration Area which are not allocated on the Policies Map as there is insufficient detail at this stage.

7.5 In addition Policies LP9A-D identify a number of smaller allocations for employment, residential and community facilities which all contribute to the regeneration of the Borough.

7.6 A summary of each site is outlined below with further consideration of the options for each site contained within the Sustainability Appraisal<sup>60</sup>. The progress of all these sites will be updated in the Borough Council's Annual Monitoring Reports.

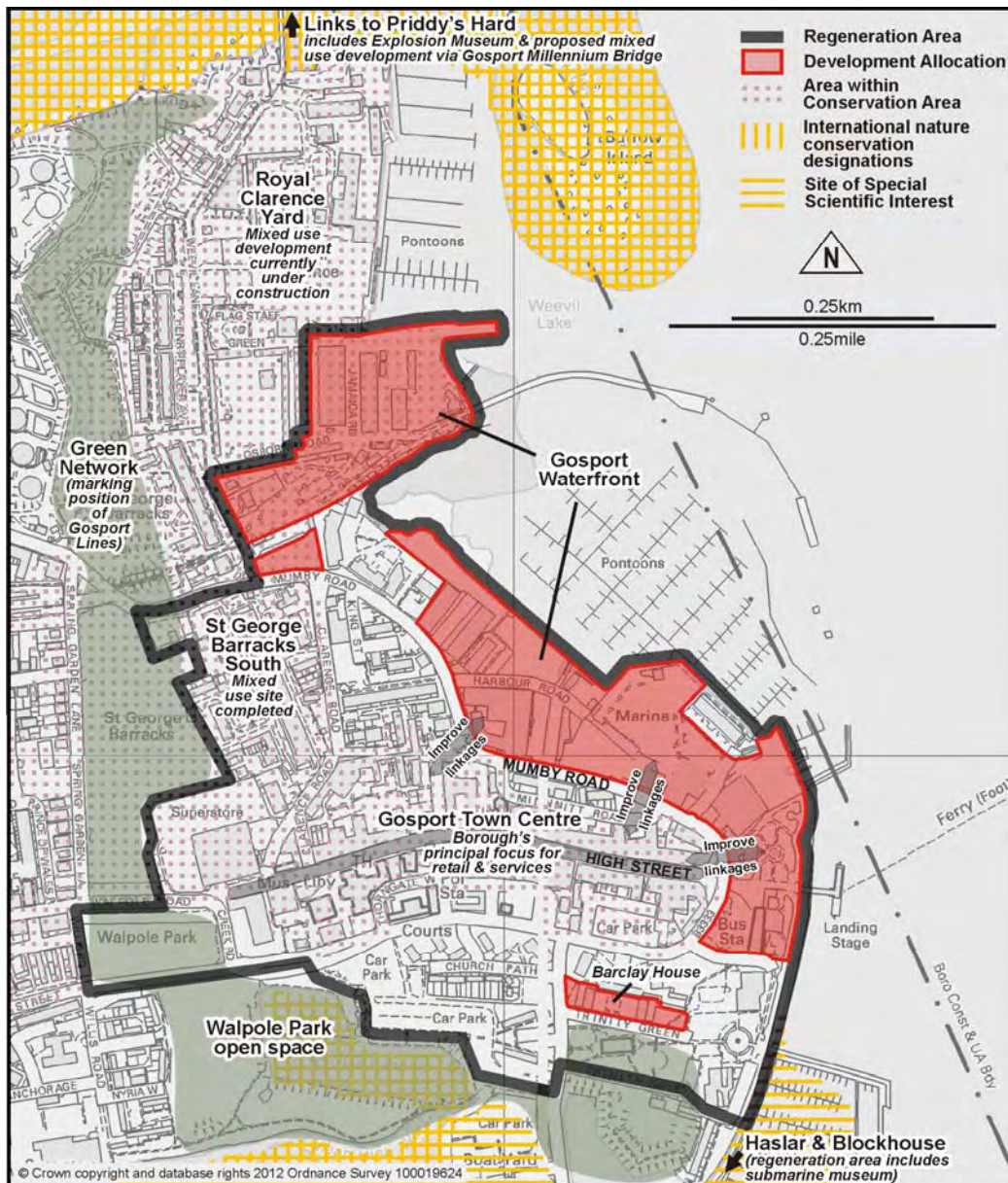
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<sup>60</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)



## REGENERATION AREA 1: Gosport Waterfront and Town Centre

### Plan 4: Gosport Waterfront and Town Centre Regeneration Area



## **POLICY LP4: GOSPORT WATERFRONT AND TOWN CENTRE**

### **Location and Scale of Development**

1. The Gosport Waterfront and Town Centre is a prime location for regeneration within the South Hampshire sub region. Planning permission will be granted for the following uses:
  - a) 33,000sq.m (gross) of employment floorspace (B uses);
  - b) up to 10,500sq.m of retail (A1) and additional floorspace for other town centre uses (A2-A5);
  - c) a range of community and leisure uses (D1 and D2);
  - d) 700-900 dwellings;
  - e) a new transport exchange; and
  - f) enhanced public realm.
2. Planning permission will be granted for development at the following sites provided it accords with the general principles set out in this policy and is in accordance with other policies in the Local Plan:
  - a) Gosport Waterfront (Mixed use site);
  - b) Barclay House (Residential site); and
  - c) other sites within the Gosport Waterfront and Town Centre Regeneration Area

### **General Principles**

3. Planning permission will be granted for development provided that:
  - a) proposals are of a high quality design in accordance with Policy LP10, which preserves and enhances the distinctive built heritage of the Waterfront and Town Centre as well as improves the quality of the public realm;
  - b) where applicable, opportunities are taken to improve public transport, pedestrian and cycling accessibility to and within the Town Centre and that safe and attractive links between Gosport Waterfront and Town Centre are provided ensuring that there is significant connectivity between the two parts of this Regeneration Area;
  - c) it accords with the principles set out in Policy LP46 on flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures; and
  - d) it is served by sufficient infrastructure as required by other policies in the Local Plan.

### **Gosport Waterfront**

4. Planning permission will be granted for development on the Waterfront sites provided that:
  - a) access to deep water facilities is safeguarded;
  - b) appropriate measures are taken to remediate contamination and to ensure that there is no adverse impact on water quality;
  - c) measures are taken to retain appropriate access to MoD oil pipeline facilities as required;
  - d) buildings and civic spaces are of a high quality design to reflect its superb setting overlooking Portsmouth Harbour;
  - e) proposals incorporate or improve public access along the waterfront;

- f) Falkland Gardens will form an integral part of any development;**
- g) interpretation of the historic maritime significance of Portsmouth Harbour are incorporated within the development;**
- h) measures to avoid and mitigate any impacts on internationally important habitats are taken; and**
- i) biodiversity within the site is enhanced.**

## EXPLANATION OF POLICY LP4

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

- 7.7 This Regeneration Area (as shown on the Policies Map) is made up of the Gosport Waterfront and the Town Centre. The Regeneration Area defines the town centre in its wider sense<sup>61</sup> and includes not only the commercial centre focused on the retail dominated High Street but also adjacent areas of open space, residential neighbourhoods, important civic and community buildings, the main transport interchange and a significant frontage along Portsmouth Harbour.
- 7.8 The key objectives of the Regeneration Area are to improve the vitality and viability of Gosport Town Centre by linking it with an attractive mixed use waterfront redevelopment which also maintains and creates important maritime employment. The Regeneration Area has the potential to accommodate a significant amount of new development as set out in point 1 of Policy LP4 in order to create a vibrant Town Centre and focus for the Borough.
- 7.9 The Waterfront site makes the predominant contribution towards meeting the overall quantum outlined in Policy LP4 although smaller sites within the Town Centre will also provide residential and commercial floorspace.
- 7.10 Further work will be required to inform a forthcoming Supplementary Planning Document (SPD) relating to detailed matters about the Regeneration Area.
- Gosport Waterfront
- 7.11 The Gosport Waterfront area is one of Gosport's key development sites and is identified in the PUSH Business Plan as a strategic site. It includes a long section of the coastline including: the Royal Clarence Yard (retained area); the Coldharbour area; Falkland Gardens and the Bus Station.
- 7.12 There are a number of existing uses in the area which have the potential to be redeveloped and intensified including an industrial estate, extensive marine activity (boat yards and marina), underused MoD land and the Gosport Bus Station. In recent years parts of the area have been redeveloped including two new residential developments at either end of the Coldharbour site as well as modern premises for an existing employer and a GP surgery and pharmacy.
- 7.13 This area benefits from excellent views across Portsmouth Harbour to the Historic Dockyard and the Spinnaker Tower and offers opportunities for a range of uses which will serve local residents and visitors. The site is close to the ferry terminal with a short trip across the harbour to Portsmouth Harbour Railway Station with its regular direct trains to London and other locations.

<sup>61</sup> The town centre in terms of its primary retail function is defined separately on the Policies Map and relates to policies LP27 and LP28

- 7.14 Initial work has been undertaken for the Borough Council and major landowners to determine key issues relating to the Waterfront site as well as an initial public consultation<sup>62</sup>.

Gosport Town Centre

- 7.15 In relation to the town centre itself Gosport Town Centre is the Borough's principal centre and provides the focus for a variety of convenience and comparison retailing and other town centre services in the Borough including the market, library and museum facilities, and Council services. It provides a pleasant pedestrianised shopping environment in close proximity to the Waterfront and attractive open space. The High Street is the main shopping area with a small number of adjacent retail frontages.
- 7.16 The 'Gosport Town Centres: Retail, Leisure and Office Study' (GVA 2007)<sup>63</sup> concluded that the town centre performs reasonably well. However in terms of its role within the sub region it is a lower order centre within the South Hampshire hierarchy and consequently it will be vulnerable to other competing shopping centres over the Plan period. The Study also showed that shoppers and visitors come to Gosport for a variety of reasons including its waterfront setting and its market and this provides Gosport with an advantage over some of the other competing centres in the sub region.
- 7.17 It will be important to increase the vitality and viability of the Town Centre by attracting new business investment and developing the tourism sector. Initiatives for Gosport Waterfront and Town Centre will need to complement each other with good linkages between the two areas.
- 7.18 Policy LP4 focuses on new redevelopment opportunities within the Town Centre whereas Policies LP27 and LP28 deal with issues relating to the function of the existing Town Centre uses which will remain the focus for the Borough's retail activity and related town centre uses.
- 7.19 There are a number of potential redevelopment sites within the Town Centre which can provide a mix of office, retail, community and residential development. The Barclay House site has potential to be redeveloped for residential use. There is unlikely to be a net gain in B1 office floorspace but it is more likely that sites could be reconfigured to enable the development of a range of uses. The South Street area includes a number of parcels of land that could be developed for a mix of uses such as the potential to redevelop the Precinct on South Cross Street. Similarly there may be opportunities to reconfigure some of the sites occupied by community uses to provide a mixed use form of development that better meets the needs of the Borough.
- 7.20 In order to support the town centre it will be necessary to ensure that there is adequate car parking provision and servicing to existing and proposed retail units.
- 7.21 Further details on potential development sites will be expanded in the Gosport Waterfront and Town Centre SPD.

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<sup>62</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>63</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)



Proposed uses on new development sites

- 7.22 **Employment uses:** It is proposed that some 33,000 sq.m (gross) of employment floorspace (B uses) will be developed within the regeneration area.
- 7.23 The Waterfront will be the focus for new employment development and it will be a key objective that new development creates job opportunities which are greater than current levels.<sup>64</sup> Marine-related employment will continue to be a key sector given the site's deep water access and it will be important to safeguard access to marine assets and facilities (see Paragraph 7.44). New employment floorspace will be primarily focused at the Royal Clarence Yard (RCY) Retained Area which could include the potential relocation of marine industries from other parts of the site.
- 7.24 It is estimated that approximately 26,000 sq.m (gross) of employment floorspace could be developed within the Waterfront with a range of manufacturing and industrial premises. In terms of net additional floorspace it is anticipated that there will only be a marginal increase in floorspace but the premises will be more suited to modern business and that the reconfiguration of employment uses on the site will allow the development of other non class B type employment uses (such as retail, tourism and leisure) to be accommodated on the site. The Waterfront site could accommodate a small element of high quality office development, making good use of an attractive environment. Gosport has had a very limited office market and whilst this is not expected to expand considerably it is clear that a quality environment close to public transport and town centre facilities could provide a good location for offices which would provide new jobs and broaden the economy.
- 7.25 Elsewhere in the regeneration area sites in the Town Centre and in particular the South Street area, have the potential for approximately 7,000 sq.m (gross) of office floorspace. There is unlikely to be any significant net gain in floorspace instead new modern and more efficient office floorspace could be created with the potential to include other uses such as retail and residential.
- 7.26 **Retail and other town centre uses:** The Gosport Waterfront and Town Centre Regeneration Area will be the focus for the Borough's new retail floorspace and consequently will take most of the 10,500 sq.m identified in the Spatial Strategy (Policy LP3).
- 7.27 The Waterfront's close proximity to the town centre and potential to attract visitors from a wider area makes this the best location in the Borough for new retail development. Retail development will be considered as an extension of the town centre and consequently the retail offer must enhance and complement the provision of the existing town centre. It will be necessary to improve linkages between the centre and the Waterfront retail area. Proposals will also need to complement attractions on the other side of the harbour in Portsmouth including the Historic Dockyard and Gunwharf Quays. It will be necessary to ensure the scale and design is compatible with the locality.

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<sup>64</sup> According to initial work undertaken by Colin Buchanan (July 2010) working on behalf of GBC and major landowners, existing employment densities on the site are very low. It is estimated that at the peak marina activity period there could be approximately 525 people working within the whole waterfront area which would equate to 58.5 sq.m per person i.e. much lower than accepted employment space standard for office, industrial and even warehousing.

- 7.28 Leisure activities within the Waterfront site could include cultural and recreational facilities, bars and restaurants which will be attractive to local residents and visitors. These facilities link well to the existing marina use and have the potential to increase boat-based visitors amongst others.
- 7.29 In terms of the town centre there are currently limited opportunities to improve the retail offer within the High Street, although there may be opportunities if sites between the High Street and South Street become available during the Plan period. Other community and leisure uses appropriate for the Town Centre will be encouraged.
- 7.30 **Residential:** The Waterfront's location overlooking the natural and heritage assets of Portsmouth Harbour makes this a highly desirable residential setting. It is anticipated that the Waterfront will become a new residential neighbourhood whilst delivering benefits to the Borough as outlined above. It is considered that the site could accommodate some 700 dwellings with a range of densities across the site. Further work will be required to ensure that this level of dwellings can be accommodated in a form which respects both the historic core of Gosport and the attractive Harbour frontage as well as ensuring sufficient employment and retail uses can be accommodated on the site. It is recognised that residential development has the potential to play an important enabling role for delivering these benefits and the wider regeneration of the area.
- 7.31 Elsewhere in the regeneration area it is envisaged that a further 200 dwellings can be accommodated on a number of sites within the Town Centre area<sup>65</sup>. The Barclay House site could accommodate approximately 25 dwellings. There may be opportunities for residential use to be included in any redevelopment of the South Street area.
- 7.32 **Transport Interchange:** A key element of the redevelopment of the Waterfront will include a new ferry/bus interchange which will serve the Bus Rapid Transit and other buses. Proposals coming forward for the site should facilitate the removal of the existing unattractive buildings and incorporate a well-designed interchange appropriate for this important gateway to the town. The interchange will continue to be the transport hub for Gosport, linking buses that serve the Borough, Stubbington and parts of Fareham to the ferry link with Portsmouth City Centre and national rail services. The interchange will better utilise the space used by the existing bus station. Proposals will have regard to the new ferry pontoon as well as space for taxis, and cycle parking and include a pick-up/drop-off point for car passengers. The new interchange will need to be easy to use, ensuring accessibility for all and be an attractive and safe place to wait for the transport connection. Opportunities should be taken to increase water transport links across the Harbour.
- 7.33 **Public realm:** Falklands Gardens and the area of Walpole Park adjacent Creek Road within the town centre as both form important open space at either end of the High Street. Both sites also have the potential to be reconfigured in order to aid the regeneration of the town centre and improve the public realm. The open spaces associated with the Holy Trinity Church and the Millennium Timespace feature which link to the waterfront are important and similarly make a contribution to the public realm.

<sup>65</sup> Potential sites are identified in the Strategic Housing Land Availability Assessment (GBC 2012). The location and number of dwellings on each site are only indicative and it can not necessarily be assumed that planning permission for development of these sites and at the identified density will be forthcoming as it will be depend on the details of each proposal and any constraints identified.

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

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

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

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

- 7.36 It is important that the Town Centre is easily accessible for residents across the Borough including provision of good bus services and cycle routes. It is also necessary to ensure that there is good pedestrian access with adjacent residential and commercial areas. Similarly, the main ferry/bus interchange, other bus stops and town centre car parks must also be easily accessible with the town centre. Linkages with important adjacent open spaces such as Walpole Park are also important.
- 7.37 The provision of strong linkages between the Waterfront and the existing Town Centre are critical and will ensure that the additional retail proposed for the Waterfront will complement and enhance the Town Centre. The Gosport Waterfront and Town Centre SPD will set out further details.

Flood Risk (Point 3c of Policy LP4)

- 7.38 The Waterfront is in Flood Zones 2 and 3 and has been subject to a Strategic Flood Risk Assessment. It is considered that the site offers significant regeneration benefits that are unrivalled anywhere else in the Borough. In order to accord with guidance in the NPPF a sequential test has been undertaken where it has demonstrated that there are no alternative sites in the Borough that will deliver the quantum and mix of uses. Consequently it will be necessary to ensure that the site fully accords with the Exception Test through a site specific flood risk assessment.
- 7.39 It will be necessary to demonstrate that the development is safe from flooding without increasing flood risk elsewhere and where possible will reduce flood risk overall. Significant further work will be required to demonstrate the deliverability and suitability of flood defences for the Waterfront area. Any site specific FRA will need to address the following matters:
- Safe entry and exit to and from the site should a severe flooding event occur (this could include raising the level of local roads); and
  - Appropriate flood defence infrastructure is in place.
- 7.40 Within the site the most vulnerable development including residential uses should be located in areas of lowest flood risk. This could include ensuring residential development is above ground floor level within the Waterfront site. Such development will need to be appropriately flood resilient and resistant.

Early discussions with the Environment Agency regarding development at the Waterfront will be necessary.

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

Infrastructure (Point 3d of Policy LP4)

- 7.42 There are a number of broad infrastructure requirements arising from the development of sites within the Gosport Waterfront and the Town Centre area. More detail is contained in the Council's latest Infrastructure Assessment Report<sup>66</sup> and Delivery Plan<sup>67</sup>. Key requirements include:

- Suitable flood defences;
- Provision of new high quality bus and ferry interchange;
- Provision of high quality civic space and a waterfront walkway;
- Provision of adequate utility infrastructure including measures to improve the local sewerage capacity as well as the necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies.

- 7.43 Southern Water has identified limited spare capacity in the sewerage system serving the Town Centre. However 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. It is also acknowledged that the provision of wastewater treatment capacity at Peel Common WWTW is uncertain due to potential environmental constraints. The potential need to transfer flow to an alternative discharge point is recognised.

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

Deep water access (Point 4a of Policy LP4)

- 7.44 The retention of deep water access for marine-related employment uses is paramount. It is envisaged that the main deep water area for marine employment will be associated with the Retained Area at RCY, once released by the Ministry of Defence, and this will be used by marine businesses relocated from other parts of the waterfront site as well as potential for new businesses. Development of existing employment sites with deep water access for other uses will not be permitted until deep water access is secured for marine businesses at the Retained Area.

Contamination (Point 4b of Policy LP4)

- 7.45 Given the industrial and defence related history of the site it is likely that significant areas will contain some form of contamination. Developers will need to take appropriate measures to address the contamination issue and make safe for future users and ensure that there is no potential impact on water quality.

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<sup>66</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>67</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Oil Pipeline (Point 4c of Policy LP4)

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

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

- 7.47 There are a number of specific design issues which need to be considered as part of any development of the Waterfront site and these will be detailed further as part of the forthcoming SPD. Key issues are set out below.
- 7.48 Proposals will need to respect its attractive waterfront setting adjacent Portsmouth Harbour as well as the setting of the High Street Conservation Area and the Royal Clarence Yard Conservation Area. The site also includes two listed buildings within the 'Retained Area' and is in close proximity to a number of others. There are also a number of locally important buildings and archaeological alert areas including historic studies that indicate the suspected below ground remains of the site of 17<sup>th</sup> century Fort Charles.
- 7.49 The height, scale and massing of buildings will be an important consideration. Tall buildings may be considered acceptable on certain parts of the site where it can be shown they can enhance the quality of their setting and do not detract from the surrounding area particularly in terms of amenity, townscape and ecological considerations.
- 7.50 Any scheme will need to incorporate proposals to extend the existing public walkway along the waterfront where opportunities arise in order to create a continuous public route along the Harbour, where practical and appropriate.
- 7.51 It will also be necessary to retain Falkland Gardens as part of any development and that it should be an integral part of any design although there may be opportunities to reconfigure parts of the site as it is a much valued attraction.
- 7.52 Measures will also need to be taken to allow residents and visitors to be able to appreciate the historic maritime setting and interpret features around the Harbour. These elements will need to be incorporated as part of any design. There will also be an opportunity to recreate Clarence Square as part of the development.

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

- 7.53 The Waterfront site is within 200 metres of the Portsmouth Harbour Special Protection Area and Ramsar Site and consequently consideration will need to be given to whether the proposal will have any impact on these important bird habitats. It will also be necessary to consider other sites in the vicinity that support internationally important species.
- 7.54 The Habitats Regulations Assessment<sup>68</sup> makes it clear that any recreational pressures generated by the development must be carefully considered to ensure that it has no detrimental impact on the internationally important sites and other sites supporting internationally important species. It will be important that civic space adjacent the waterfront is designed and suitably managed to prevent impacts on intertidal areas within the vicinity including

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<sup>68</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

sufficient screening of activities (such as dog walking and cycling) to prevent disturbance to the intertidal areas.

- 7.55 The scale, form, massing and height of new buildings at Gosport Waterfront will also need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination and collision risk to birds. The implications of any traffic-related air pollution on international sites will also need to be considered.
- 7.56 It will be important to take opportunities to enhance the biodiversity within the site particularly in relation to priority Biodiversity Action Plan habitats and species.

**Further information:**

The following can be found at [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Assessing the Impact of the Harbour Authorities LDF Proposals on the Strategic Highway Network (Peter Brett Associates August 2009);

Employment Land Review (GBC 2012);

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

Infrastructure Assessment Report (GBC 2010);

Strategic Flood Risk Assessment (GBC 2012);

Strategic Housing Land Availability Assessment (GBC 2012);

Town Centres: Retail, Office and Leisure Study (GVA Grimley 2007 and 2011 Refresh);

Other documents of relevance include:

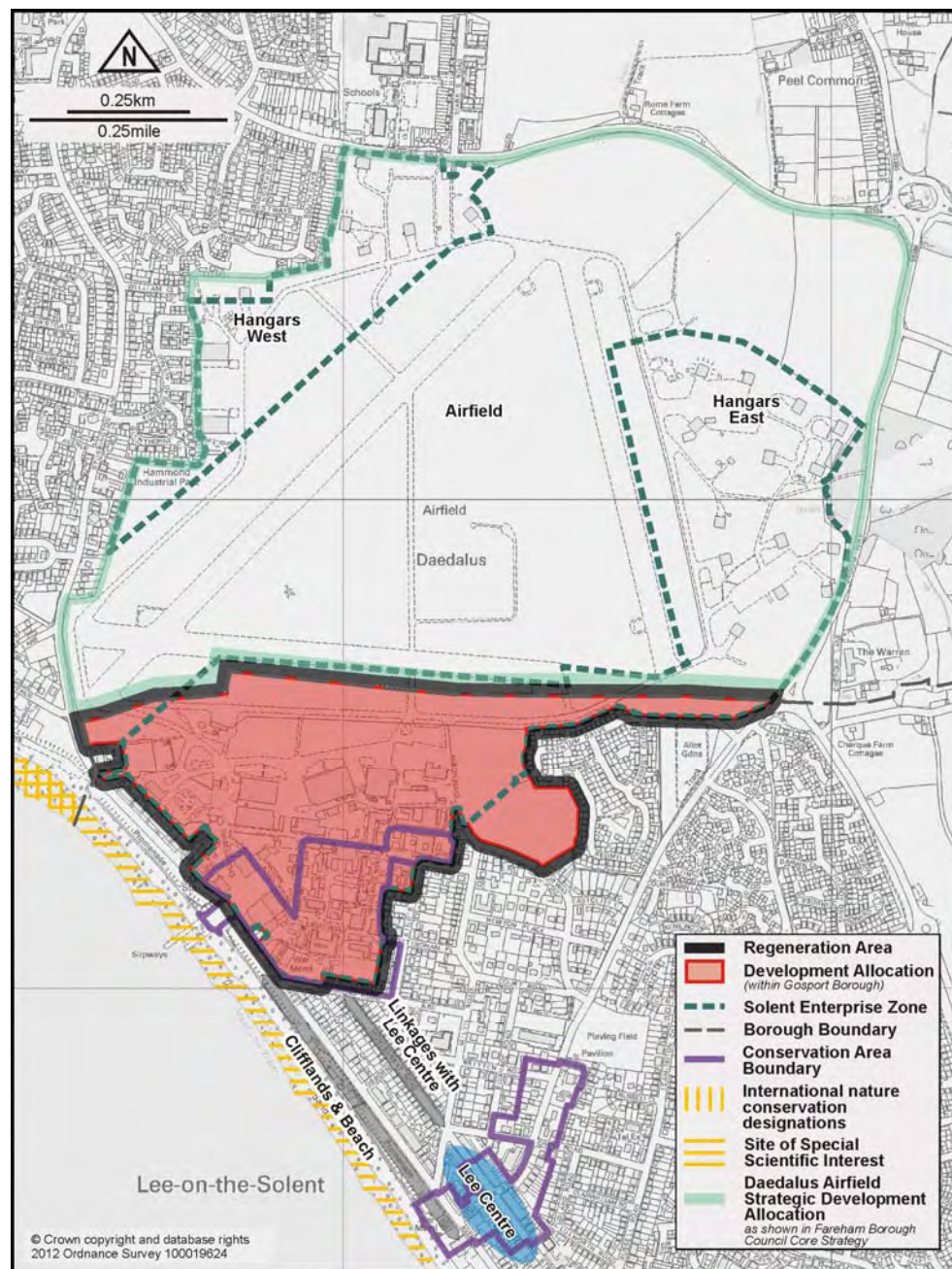
Strategic Flood Risk Assessment (PUSH/Atkins 2007);

Waterfront Strategy (SEEDA 2008)



## REGENERATION AREA 2: DAEDALUS

### Plan 5: Daedalus Regeneration Area



## **POLICY LP5: DAEDALUS**

- 1. Proposals for the Daedalus site (as shown on the Policies Map) should be for an employment-led regeneration scheme with a mix of uses. The balance of uses, infrastructure requirements and internal and external linkages will be planned in a comprehensive and co-ordinated way in close liaison between Gosport Borough Council, Fareham Borough Council, Hampshire County Council, the Solent Local Enterprise Partnership and landowner.**
- 2. Planning permission will be granted to provide a number of uses as set out below:**
  - a) 79,000 sq.m (gross) employment floorspace (B1, B2 and B8) including premises suited for advanced manufacturing and technology clusters including marine, aviation and aerospace uses;**
  - b) a range of recreational facilities to enhance the visitor attractions at Lee-on-the-Solent;**
  - c) food and drinks premises;**
  - d) community facilities to meet local requirements and make the best use of available buildings; and**
  - e) up to 350 dwellings.**
- 3. Planning permission will be granted for development provided that:**
  - a) the distinctive built heritage of the area is preserved and enhanced having particular regard to the character of the Daedalus Conservation Area. Historic buildings should be appropriately re-used and their setting protected. The development will need to respect and enhance its seafront setting. Opportunities will need to be taken to include interpretation of the site's historic significance;**
  - b) safe and attractive pedestrian and cycle routes are provided to link with the Lee-on-the-Solent District Centre, the seafront and neighbouring residential areas;**
  - c) the site is served by a hierarchy of access points to meet the requirements of the various users of the site;**
  - d) opportunities to improve public transport services to the site are taken;**
  - e) it includes measures to avoid and mitigate any impacts on internationally important habitats. Proposals should preserve and where possible enhance biodiversity and geological interests in the vicinity;**
  - f) environmental considerations such as contamination and flood risk issues are assessed and where appropriate fully addressed;**
  - g) the site is served by sufficient levels of infrastructure as required by other policies in the Local Plan.**



## EXPLANATION OF POLICY LP5

### Background

- 7.57 The Daedalus site is a former military base and lies to the north and north-west of Lee-on-the-Solent. The site covers a total area of approximately 196 hectares. The majority of the site (151 hectares), comprising the runways and some isolated airfield buildings, lies within the Fareham Borough Council administrative area. The remainder of the site (44 hectares) lies within the Borough of Gosport.
- 7.58 The site has broadly four parts to it: the airfield, Hangars West, Hangars East and the Daedalus Waterfront. The first three areas are predominately within Fareham Borough whilst the Daedalus Waterfront and a small area at the southern end of Hangars East and the airfield are within Gosport Borough.
- 7.59 The Daedalus Waterfront area has a strong character and contains most of the built development on the site including a number of historic buildings, many of which are Listed including the prominent Wardroom and Westcliffe House located close to the seafront. Part of the Daedalus Waterfront area has been designated as a Conservation Area and its proximity to Lee-on-the-Solent Seafront adds to the site's character with splendid views across the Solent. Between the historic area and the airfield are a number of large hangars and related buildings which are currently used by a range of employers on a short lease basis.
- 7.60 In 2006 the Maritime and Coastguard Agency (MCA) acquired most of the airfield. The site continues to be operated as an airfield with priority given to coastguard operations. The site is also used for business and general aviation as well as gliding activities. A new high quality building for the MCA has been completed on the southern edge of the airfield. The South-East England Development Agency (SEEDA)<sup>69</sup> acquired 80 hectares of land surrounding the airfield for the purposes of employment-led regeneration which has now been transferred to the Homes and Communities Agency (HCA). Part of the site was retained by the Ministry of Defence to develop Married Quarters, of which a first phase was completed. The remaining part of this site was disposed of by the MoD in 2012 to the HCA.
- 7.61 In August 2011 the Solent Local Enterprise Partnership (LEP) successfully bid for the Daedalus site to become an Enterprise Zone. The focus for the Solent Enterprise Zone at Daedalus, as it is known, is to be advanced manufacturing cluster including aviation, aerospace and marine creating up to 3,700 additional jobs by 2026.
- 7.62 One of the key objectives of Enterprise Zones is to allow areas with real potential to create significant new business and employment opportunities to deliver benefits across a wider area. Key measures include lower tax levels and the potential for simplified planning measures such as a Local Development Order (LDO).
- 7.63 An LDO for part of the Daedalus site is being considered. LDOs remove the need to apply for planning permission, thereby providing greater levels of certainty to the developer as well as not bearing the expense of a planning application (i.e. fee and supporting material).

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<sup>69</sup> SEEDA ceased to exist after April 2012.

- 7.64 However there will be parts of the site or types of development that cannot be covered by an LDO and consequently a planning application will need to be submitted in the normal way. This includes development that affects listed buildings and their setting; or types of development that could have a significant impact on internationally important habitats.
- 7.65 A local planning authority can choose to restrict the potential scope of an LDO<sup>70</sup> such as excluding certain types of development. It may also choose to specify conditions or limitation within the LDO which will apply to the proposed development. Once adopted, prospective developers should inspect the LDO to ascertain whether the proposal is within the scope of the LDO and therefore does not require a planning application.
- 7.66 The Borough Council has produced a Supplementary Planning Document for the site<sup>71</sup> which was adopted in September 2011<sup>72</sup>. The SPD will help inform any future LDO on the Gosport part of the site as well as guidance for developers on the parts of the site not covered by the LDO. The SPD sets out the Council's vision, development strategy and an outline of key development considerations. The SPD covers the Daedalus site within Gosport Borough.
- 7.67 In March 2012 outline planning applications submitted by SEEDA were approved by Fareham and Gosport Borough Council subject to the signing of a Section 106 agreement. This included provisions for an employment-led mixed use site with almost 70,000 sq.m of employment floorspace, hotel, leisure and other commercial uses, and 200 dwellings. The application did not include the former MoD Married Quarters site (phase 2) and consequently there is scope for additional development. Further provision for significant employment floorspace was made in the Fareham part of the site.
- Co-ordinated delivery of an employment-led mixed site (Point 1 of LP5)
- 7.68 Gosport and Fareham Borough Council have been working closely together to ensure a successful comprehensive redevelopment of the site including the '*Joint Planning Statement for Daedalus*' in April 2006, which sets out a series of aspirations for the site. It recognised that the two authorities would work together to ensure that the site is planned comprehensively.
- 7.69 The two Borough Councils have agreed a whole-site plan to ensure the comprehensive development of the site including requiring that there is sufficient infrastructure to serve the whole site which is reflected in Fareham's adopted Core Strategy and the proposals set out in Policy LP5 above. The two authorities have, and will continue to, work closely on cross-boundary planning applications that come forward. The Borough Council will also work closely with Hampshire County Council as the Highway Authority for on-site and off-site transport improvements.
- 7.70 More recently there has been close working relationships with PUSH and the Solent Local Enterprise Partnership to successfully bid for Enterprise Zone status. This work is now continuing to deliver the Enterprise Zone objectives and could include the preparation of an LDO covering both the Gosport and Fareham parts of the site.

<sup>70</sup> Government Circular DCLG 01/06 provides further details on LDOs.

<sup>71</sup> The SPD is currently linked to saved Policy R/DP4 of the Adopted Gosport Borough Local Plan Review but once this Local Plan (Gosport Borough Local Plan 2011-2029) is adopted the SPD will be attached to this policy.

<sup>72</sup> [www.gosport.gov.uk/daedalus-spd](http://www.gosport.gov.uk/daedalus-spd)

### **Proposed uses (Point 2 of Policy LP5)**

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

### Employment (Point 2a of Policy LP5)

- 7.72 The Solent LEP and the Government has clearly recognised the business opportunities at Daedalus through the designation of an Enterprise Zone. The site has also been identified by PUSH as a Strategic Employment Site<sup>73</sup> and consequently is considered to have a significant role in delivering the total net additional employment floorspace required for the South Hampshire Strategy.
- 7.73 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. The site will provide a variety of modern business premises. It represents a significant opportunity to enhance existing clusters of businesses that can utilise the Borough's traditional strengths in marine, aviation, aerospace and advanced manufacturing sectors and this is reinforced by the priorities of the Enterprise Zone. There is also the potential to diversify the local economy and develop new sectors, for example environmental technologies. Daedalus also has the potential to accommodate start-up and move-on type premises for local businesses.
- 7.74 The latest estimates demonstrate that 79,300 sq.m. (gross) floorspace could be accommodated<sup>74</sup> in the Gosport Borough part of the site. <sup>75</sup> There should be flexibility regarding the type of employment floorspace to be accommodated on the site but it is clear that the site should maximise the opportunities at Daedalus to create a dynamic and innovative employment area.
- 7.75 The site has a number of advantages that make it attractive to a variety of sectors including:
- Access to the airfield with the potential to attract businesses within the aviation and aerospace sectors including both advanced manufacturing and service businesses;
  - The waterfront location with the potential to attract marine industries;
  - Its seafront location on the Solent makes it an attractive location that can be an important choice for certain types of businesses; and
  - The large area of land available which provides flexibility for a variety of building types to be accommodated.
- 7.76 In order to achieve the Council's ambitions for the site it is considered that a long-term management arrangement needs to be secured for the future of the airfield. This would continue to give priority for the MCA but would provide greater certainty to aviation businesses and their ability to use the runways.

<sup>73</sup> Including in its Business Plan 2008-2011

<sup>74</sup> 69,995sq.m as part of the approved planning application and an estimate of 9,300sq.m on the former Married Quarters site. This represents approximately 55,000 sq.m net when taking into account existing, albeit underused, employment floorspace on the site.

<sup>75</sup> A further 50,000 sq.m of employment floorspace within Fareham Borough has been granted planning permission.

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

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

Community Uses (Point 2d of Policy LP5)

- 7.78 From the numerous consultations with the local community and stakeholders, it is clear that there appears to be demand for a variety of community uses on the site. Consideration will need to be given to those where there is significant demand and whether they could be accommodated through the re-use of existing buildings or whether there is the need for purpose-built facilities. Potential facilities could include education, health, child care, skills and training uses and buildings to be used by community groups.
- 7.79 It is considered that the site is not suitable for significant retail as this is more appropriately placed in main centres, primarily Gosport Town Centre, with facilities serving Lee residents to be located within the Lee-on-the-Solent District Centre. However a limited amount of retail such as a small convenience store to serve the site may be considered appropriate. The Council's latest evidence<sup>76</sup> is that a small convenience store of approximately 200 sq.m. net is likely to be acceptable in this location to serve the needs of new residential and employment communities, without significantly adversely affecting the vitality and viability of Lee-on-the-Solent District Centre.
- 7.80 Certain niche shopping may also be appropriate to serve specialist needs generated by site users. Proposals for retail and other town centre uses will need to accord with the National Planning Policy Framework and more detailed retail policies included in the Local Plan (LP29). In the light of the latest retail evidence, the Borough Council will require an impact assessment for any retail proposal of over 200 sq.m.

Residential (Point 2e of Policy LP5)

- 7.81 It is considered important to have an element of residential development which could increase activity on the site and assist with blending the site with neighbouring residential areas. Many buildings in the historic core of the site are appropriate for residential use. An element of residential development will ensure that a genuine mixed use development is created. It will be important to ensure that dwellings on the site include affordable housing and a mix of sizes and types to meet local requirements.
- 7.82 500 dwellings were originally allocated in the Gosport Borough Local Plan Review (2006) for the Daedalus site. 148 of these dwellings have already been built as MoD married quarters leaving 352 dwellings outstanding<sup>77</sup>. It is considered that the provision of 350 additional dwellings is an appropriate level of housing on an employment-led site. The majority of this allocation is considered appropriate for the historic part of the site.

<sup>76</sup> Gosport Retail Study: Partial Update (GVA Grimley September 2011)

<sup>77</sup> 152 of these previously had outline planning permission for Married Quarters which expired in 2009. An application to renew this consent was refused by the Borough Council in February 2011 as there was insufficient evidence to support the need for the Married Quarters. Instead the site should be considered with the rest of the Daedalus site to ensure it is planned comprehensively.

- 7.83 In exceptional circumstances it may be appropriate to include some flexibility and consider a limited higher residential figure in order to achieve the Council's key objective of maximising employment opportunities particularly within the advanced manufacturing, aviation, aerospace and marine sectors. Developers that propose to exceed the allocated residential figure will need to provide a clear rationale of why additional dwellings are required in relation to design and viability considerations. The Borough Council will require an 'open book' approach regarding the proposed quantum of residential units and a robust justification relating to the economic benefits of the scheme.

**Development Considerations (point 3 of policy LP5)**

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

- 7.84 It will be important to foster a distinctive identity for Daedalus based on its heritage, through the restoration of existing buildings and the creation of high quality new buildings which complement the Daedalus Conservation Area and historic buildings.

- 7.85 Significant work has been carried out regarding the important historic features of the Daedalus site including the Council's Daedalus Conservation Area Appraisal as well as a number of other studies. The SPD includes detailed design principles to ensure the built heritage is preserved and/or enhanced.

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

- 7.86 It will be necessary to ensure that the site is easily accessible to make it attractive to new investment. The SPD for the site includes detailed information regarding the necessary improvements to the local road network, public transport services and routes for pedestrians and cyclists.
- 7.87 The primary access point will be through a new road access from Broom Way (in Fareham Borough Council area) to form the fourth arm of a signal controlled junction with Cherque Way. Heavy goods vehicles will be routed to this access point. A secondary access north of Ross House is also proposed.
- 7.88 Where appropriate other former access points will be re-opened which will increase the connectivity of the site with neighbouring areas for buses, cars, cyclists and pedestrians.<sup>78</sup>

Nature Conservation (Point 3e of Policy LP5)

- 7.89 The site is within 100 metres of the mudflats at Hill Head which form part of the Solent and Southampton Water Special Protection Area (SPA) and Ramsar site which are of international importance for wading birds.
- 7.90 It will be necessary to ensure that development does not have a detrimental impact on the features of the European sites either alone or in combination with other plans and projects. If there was such an impact the proposal would not be in accordance with the Council's planning policies and would be refused<sup>79</sup>. 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).

<sup>78</sup> Full details are set out in the Daedalus SPD

<sup>79</sup> Unless it could be shown that the project was of overriding public interest and could secure any necessary compensatory measures in accordance with the Habitats Regulations 2010.

- 7.91 The Habitats Regulation Assessment for the Local Plan<sup>80</sup> 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 in the Solent Disturbance and Mitigation Strategy<sup>81</sup>.
- 7.92 When considering the outline planning application for the site the two Borough Councils and Natural England have agreed in principle the creation of a significant informal recreational area within the north east corner of the Daedalus site (within Fareham Borough) to provide a suitable accessible natural greenspace (often referred to as a SANG). It is intended that this area will deflect recreational pressure particularly from dog walking away from the sensitive sites at Hill Head by attracting at least the equivalent number of households created by the Daedalus development who would otherwise have visited the Hill Head site. In addition the recreational improvements within the Alver Valley as part of the Country Park will become increasingly attractive to a larger number of dog walkers from the wider area.
- 7.93 In order to minimise recreation disturbance, access towards Hill Head will require careful management and recreational access towards the south and the east of the site should be promoted and maximised including the Lee-on-the-Solent Clifflands and beach, and the Alver Valley.
- 7.94 A project level HRA<sup>82</sup> will be required at the planning application stage for development outside the scope of the outline planning application (which has been agreed in principle by the two local planning authorities) and any potential LDO.
- 7.95 In addition several European and nationally protected species have been recorded within Daedalus, including badgers, bats and birds (barn owl and skylark). Consequently the necessary ecological surveys and assessments will be required to protect these species. Future developments should also recognise the ecological potential of the site, including the need to retain important features on the site such as mature trees. Measures to enhance biodiversity should be incorporated into detailed development design at the planning application stage including the planting of indigenous species. The use of sustainable drainage systems has the potential to enhance biodiversity on the site.<sup>83</sup>
- Flood risk and other environmental considerations (Point 3f of Policy LP5)
- 7.96 Whilst the risk from tidal flooding at the Daedalus site is minimal (the site is in Flood Zone 1) a flood risk assessment will be required given the size of the site and scale of development in order to address issues such as surface run-off. Other issues such as the consideration of contaminated land will need to be fully addressed through more detailed stages of the planning process.
- Infrastructure requirements (Part 3g of Policy LP5)
- 7.97 The strategic infrastructure requirements to serve the site such as transport (highway, public transport and cycle/pedestrian routes) and utilities will need to be considered on a whole-site basis in both Gosport and Fareham.

<sup>80</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>81</sup>

[www.solentforum.org/forum/sub\\_groups/Nature\\_Conservation\\_Group/Disturbance%20and%20Mitigation%20Project/](http://www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Disturbance%20and%20Mitigation%20Project/)

<sup>82</sup> often referred to as 'an appropriate assessment'

<sup>83</sup> Further details are identified in the Daedalus SPD

Requirements will be considered in relation to the type of development and the respective development plan policy. More detail is contained in the Council's latest Infrastructure Assessment Report<sup>84</sup> and Delivery Plan<sup>85</sup>. Key requirements include:

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

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

**Further information:**

Assessing the Impact of the Harbour Authorities LDF Proposals on the Strategic Highway Network,( Peter Brett Associates August 2009);

Daedalus Conservation Area Appraisal (GBC 2007);

Daedalus Supplementary Planning Document (GBC 2011);

Employment Land Review (GBC 2012);

Gosport Borough Council Infrastructure Assessment Report (GBC 2012);

Solent Waterfront Strategy (SEEDA 2008);

Strategic Flood Risk Assessment (GBC 2012);

Strategic Housing Land Availability Assessment (GBC 2012).

<sup>84</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>85</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

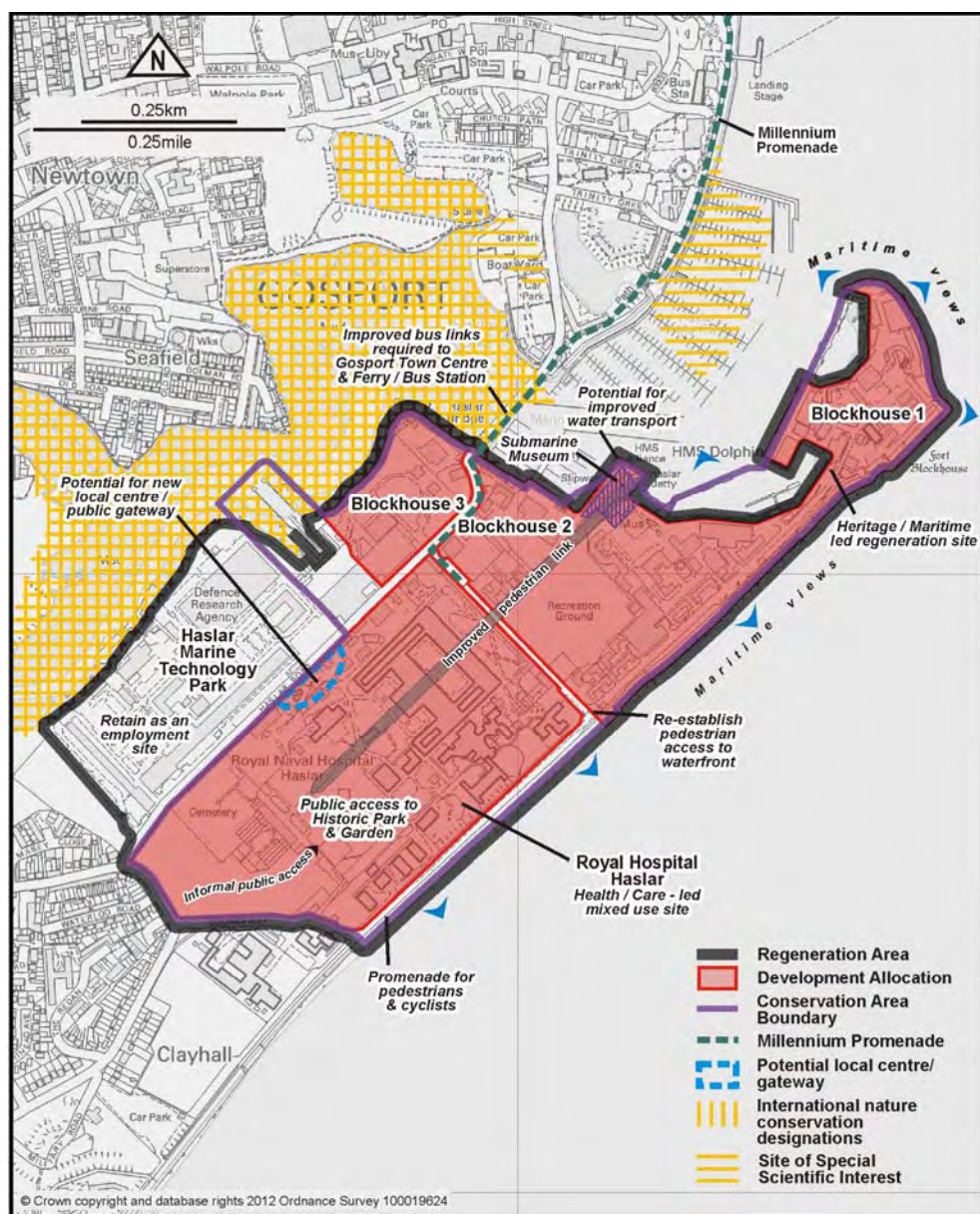


## REGENERATION AREA 3: HASLAR PENINSULA

## INTRODUCTION

- 7.99 The Haslar Peninsula, is a significant area of change and consists of three large sites:
- Royal Hospital Haslar;
  - Blockhouse; and
  - The Haslar Marine Technology Park including Qinetiq.
- 7.100 Policy LP6 below sets out general principles for all parts of the Haslar Peninsula as well as specific considerations for each of the sites.

### ***Plan 6: Haslar Peninsula Regeneration Area***





## **POLICY LP6: HASLAR PENINSULA**

### **General principles**

- 1. Planning permission will be granted for development provided that:**
  - a) the distinctive built heritage and setting of the Haslar Peninsula is preserved and enhanced, and opportunities are taken to interpret the historic significance of Royal Hospital Haslar and Blockhouse;**
  - b) it accords with the principles set out in Policy LP46 on flood risk including the need to undertake a Flood Risk Assessment with the appropriate flood defences and mitigation measures;**
  - c) measures to avoid and mitigate any impacts on internationally important habitats are taken. Proposals should preserve and enhance biodiversity in the vicinity including protected species and important habitats;**
  - d) opportunities to improve public transport services and cycling/pedestrian access to and from the site are taken as appropriate;**
  - e) any additional traffic generated by the development shall be within the capacity of the existing road network and should not compromise safety of existing roads; and**
  - f) contamination issues are addressed.**

### **Royal Hospital Haslar**

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

### **Blockhouse**

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

### **Haslar Marine Technology Park**

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

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

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

- 7.101 The Haslar Peninsula contains significant built heritage in an attractive coastal setting adjacent the Solent and at the mouth of Portsmouth Harbour. Most of the Peninsula is within the Haslar Peninsula Conservation Area and the Council's Conservation Area Appraisal sets out the historic development of the Peninsula and its heritage value.<sup>86</sup>
- 7.102 The protection and enhancement of the historic buildings and the park and grounds are a key priority and consequently it is important that the buildings are re-used appropriately at an early stage to prevent them falling into disrepair. Further investigations will need to be conducted in order to understand the archaeology and historical development of the site including a landscape assessment. It will be necessary to include some form of interpretation of the history of the Haslar sites.

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

- 7.103 Flood risk will be a major consideration for development proposals on the Peninsula particularly in relation to Blockhouse which is mainly within Flood Zone 3. Significant flood defence infrastructure is likely to be required on the

<sup>86</sup> See the Haslar Peninsula Conservation Area Appraisal (GBC March 2007)

Peninsula with the precise nature and scale still to be determined. This would include improvements to sea walls on the Solent frontage of Royal Hospital Haslar and Blockhouse. The emerging River Hamble to Portchester Castle Flood and Erosion Study<sup>87</sup> will provide further details.

7.104 Most of the Royal Hospital Haslar site is within Flood Zone 1 but is surrounded by higher risk areas. There is one small area in the south west corner (which will be retained as open space) within Flood Zone 2. The areas proposed for re-use and potential redevelopment meet the sequential test as they are within Flood Zone 1 and consequently the exception test is not required. An assessment of sea-level rise over the next century indicates that areas of proposed development (i.e not the area to be retained as historic park and garden) would still be within Flood Zone 1. Therefore the risk of tidal (as well as fluvial flooding) is considered to be low.

7.105 However the Flood Risk Assessment (FRA) for the site will need to address a number of issues including:

- the potential of overtopping of the Solent sea wall flood defences (particularly for the eastern edge of the site) over the next century;
- evacuation issues, as the site could potentially be surrounded by tidal floodwater in an extreme flood event; and
- the capacity of the existing sewer network which drains surface water run-off and whether it is satisfactory to meet the needs of the new development and changing climatic conditions. The use of sustainable drainage systems may have a role to help reduce any impact and measures for their long-term management will need to be considered.

7.106 The flood risk issues at Blockhouse will be a determining factor on the location, type and scale of uses within the site as significant parts of Blockhouse are within Flood Zones 2 and 3. Consequently the Flood Risk Assessment will need to consider whether it is appropriate to locate vulnerable uses (as defined by the NPPF) on certain parts of the site. Issues that need to be addressed by a Flood Risk Assessment include:

- the condition of the existing Solent seawall defences and the risks of defence failure;
- whether the sea defences are adequate to deal with future climatic condition and what improvements would be required;
- the potential of overtopping of sea defences;
- Evacuation arrangements, particularly as parts of the site that are within Flood Zone 1 are surrounded by areas in higher risk areas;
- The capacity of the site to deal with surface water and whether sustainable drainage systems can assist.

7.107 Early discussions with the Environment Agency and the Eastern Solent Coastal Partnership will be necessary.

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

7.108 The Haslar Peninsula is adjacent internationally important habitats (Portsmouth Harbour SPA and Ramsar Site). Consequently it will be necessary to assess proposals for the sites in terms of their potential impact on the important habitats in combination with other proposals.

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<sup>87</sup> The River Hamble to Portchester Castle Flood and Erosion Study is being prepared by the East Solent Coastal Partnership

- 7.109 The Habitats Regulation Assessment for the Local Plan<sup>88</sup> recognises that development on the Haslar Peninsula has the potential to have a detrimental impact on the internationally important habitats. Consequently it will be necessary to ensure proposals avoid and mitigate any impacts on internationally important habitats (or areas outside of the designated sites known to be of importance to the internationally important species). A number of measures should be considered including those highlighted in the HRA Report as well as those identified in the Solent Disturbance and Mitigation Strategy<sup>89</sup>.
- 7.110 A project level HRA<sup>90</sup> is likely to be required at the planning application stage depending on the location and the nature of the proposal on the Haslar Peninsula. It will be necessary to ensure that development does not have a detrimental impact on the features of the European sites either alone or in combination with other plans and projects. If there was such an impact the proposal would not be in accordance with the Council's planning policies and would be refused<sup>91</sup>.
- 7.111 Particular consideration will need to be given to the potential impact of development on Haslar Lake. There will need to be careful management to prevent access onto the intertidal area, with sufficient screening to ensure dog walkers and cyclists do not disturb birds within the SPA/Ramsar.
- 7.112 Part of the Royal Hospital Haslar site has been identified as a Site of Importance for Nature Conservation (SINC) due the presence of important plant life. There is also evidence of badgers and nesting birds on-site and the potential for bats and reptiles. Consequently it will be necessary to undertake all the relevant on-site ecological assessments. The site also contains a number of mature trees which are protected by Tree Preservation Orders. It will be a requirement to take steps to preserve and enhance Haslar for biodiversity particularly in relation to national and local Biodiversity Action Plan habitats and species.
- Accessibility: (Points 1d-e of Policy LP6)
- 7.113 The Haslar Peninsula is connected to Gosport Town Centre by Haslar Road which passes over Haslar Creek on a 200m long single lane bridge. It is signal controlled to allow traffic travelling in each direction to use the bridge alternately.
- 7.114 The Haslar Peninsula Regeneration Area is also served from the south-west by Clayhall Road, a residential distributor road and by Fort Road, which provides direct access to Stokes Bay, which in part is a narrow winding lane. Neither road is of suitable character to carry significant volumes of additional traffic.
- 7.115 In view of the limitations of the existing access roads and the finite capacity of the bridge Hampshire County Council as the Highway Authority consider that proposed development on the Haslar Peninsula should not result in significantly more traffic than that arising when the proposed sites were fully occupied by the Ministry of Defence.

<sup>88</sup> [www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)

<sup>89</sup> [www.solentforum.org/forum/sub\\_groups/Nature\\_Conservation\\_Group/Disturbance%20and%20Mitigation%20Project/](http://www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Disturbance%20and%20Mitigation%20Project/)

<sup>90</sup> often referred to as 'an appropriate assessment'

<sup>91</sup> Unless it could be shown that the project was of overriding public interest and could secure any necessary compensatory measures in accordance with the Habitats Regulations 2010.

- 7.116 To improve accessibility, proposals will need to include a range of measures to accommodate and encourage non-car trips and consequently Travel Plans will be required. By working with the Highway Authority and transport providers opportunities should be sought and implemented to improve public transport and cycling to the Haslar Peninsula.
- 7.117 There may be opportunities for dedicated mini-bus services to serve proposed care, health or residential institutional and educational uses. Consideration shall also be given to water based transport from Blockhouse.

Contamination (Point 1f of Policy LP6)

- 7.118 Due to the long-term military and medical uses of the sites it will be necessary to ensure that any contamination issues are satisfactorily mitigated in accordance with Policy LP48. It will also be necessary to ensure that any land disturbance does not create a pathway which could have an impact on coastal waters including the adjacent internationally important habitats.

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

**Background**

- 7.119 The Royal Hospital Haslar closed as a military hospital in 2007 and the NHS ceased operating from the site in July 2009. The Ministry of Defence held an Enquiry by Design workshop<sup>92</sup> to identify uses on the site which has helped inform the Local Plan. Subsequently the site has now been sold to private developers.
- 7.120 The site which overlooks the Solent is approximately 23 hectares and has been designated as a Grade II Listed Park on English Heritage's Register of Parks & Gardens of Special Historic Interest. The site includes a number of Listed Buildings and other important historic buildings. Construction begun in 1745 and was the first purpose-built naval hospital for the sick and wounded in England. The site also includes significant areas used for burial. The key characteristic of the Hospital site is the formality of the layout and the form of the buildings and grounds with the subservient scale of buildings to the main hospital. More details can be found in the Conservation Area Appraisal<sup>93</sup>.

**Site Uses (Point 2 of Policy LP6)**

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

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

- 7.122 The Royal Hospital Haslar site includes specialist medical facilities and it is considered that the re-use of these facilities should be fully investigated in any proposals that are brought forward. The site is suitable for a range of medical and health uses including public medical and health facilities, private healthcare and specialist practices. The site could also include preventative treatment and facilities such as a health club/spa uses and a gym.

<sup>92</sup> Royal Naval Hospital Haslar EbD [Enquiry by Design] Workshop Report (The Prince's Regeneration Trust (January 2009))

<sup>93</sup> [www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/](http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/)

- 7.123 The site is suited to care facilities including opportunities for a veterans care facility with all the relevant associated facilities and/or a Continuing Care Retirement Community (CCRC) as well as extra-care facilities. The site has the potential to play an important role in meeting the demands of an increasingly ageing population.

Employment Uses (Point 2b of Policy LP6)

- 7.124 There are also opportunities for other types of employment including office and workshop type uses, (particularly in the north-west part of the site) including those linked to medical uses, but also those linked with other important business clusters in the Borough as well as knowledge based industries. It is estimated the site could accommodate approximately 2,500 sq.m of employment floorspace (B1 uses).

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

- 7.125 It is considered that buildings close to the existing main entrance of the site could include community facilities and a convenience store to serve the site and the immediate local community. This would represent a new public gateway to the site.
- 7.126 It is anticipated that a limited retail need will arise as part of any development to meet the requirements of new residents. Such provision should however only come forward as supporting floorspace and should be localised in nature serving the immediate residential/employment catchment for everyday and small-scale shopping needs as suggested by the Borough Council's latest evidence<sup>94</sup>. Depending on the nature of the rest of the development a small amount of specialist shops/services may also be appropriate on the site for example relating to health uses. Similarly food and drink uses are likely to be appropriate to serve the uses of the site including visitors to the Historic Park and promenade.
- 7.127 Any retail proposals will need to accord with the policy tests set out in the National Planning Policy Framework and more detailed policy elements contained elsewhere in the Local Plan (LP29).
- 7.128 The site is considered suitable for hotel/conferencing uses. A hotel is considered appropriate for this site as it 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.

Residential (Points 2e of Policy LP6)

- 7.129 In order to ensure a health/care-led scheme is viable, open market housing is likely to be required. Residential use may also represent the best use of particular historic buildings. It is considered that around 300 dwellings could be accommodated on the site. The enabling role of any dwellings will need to be clearly demonstrated by a developer.

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<sup>94</sup> Gosport Retail Study: Partial Update (GVA Grimley Sept 2011)  
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/evidence-base-for-ldf/retail/>

- 7.130 It will be necessary to ensure that associated parking bin/cycle storage associated with new dwellings do not detract from the character of Listed Buildings and Historic Park.

**Development Considerations (Point 3 of Policy LP6)**

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

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

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

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

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

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

Infrastructure Requirements (Point 3c of Policy LP6)

- 7.135 Detail is contained in the Council's latest Infrastructure Assessment Report<sup>95</sup> and Delivery Plan<sup>96</sup>. Key requirements include:
- Provision of on-site care and health facilities;
  - Travel plan measures to reduce car travel on the Haslar Peninsula;
  - Provision of community facilities to serve the needs of the site;
  - Suitable flood evacuation measures;
  - Provision of adequate utility infrastructure including measures to improve the local foul sewer capacity as well as the necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies;
  - Public space, green infrastructure and public access to the Solent frontage;
  - Recreational open space; and
  - Other requirements as appropriate for the type of development proposed.

**BLOCKHOUSE (Points 4 and 5 of policy LP6)**

**Background**

- 7.136 The MoD has notified the Borough Council that it intends to release the Blockhouse sites although timescales and details are not known at this stage. Whilst the site has been identified as a mixed use allocation on the Policies Map due to the limited details available at this stage no quantum of

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<sup>95</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>96</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)



development has been set out and consequently the site does not currently contribute to the housing and employment figures set out in Policy LP3. However it is important to recognise the potential of this site for delivering regeneration benefits and its linkages with the Royal Hospital Haslar site.

7.137 The site is adjacent to the mouth of Portsmouth Harbour and has a frontage with the Solent and Haslar Lake. A blockhouse or fortified tower is known to have been located on this spit of land from 1417 and the site has been developed considerably since then. It contains significant historic buildings including two scheduled ancient monuments (Fort Blockhouse and Haslar Gunboat Yard).

7.138 The Blockhouse site occupies three land parcels known as Blockhouse 1, 2 and 3.

- Blockhouse 1 (former HMS Dolphin) includes a Submarine Escape Training Tank and 33 Field Hospital as well as MoD administration, training, living accommodation and sports and welfare facilities.
- Blockhouse 2 includes the RN Submarine Museum and the Joint Services Adventurous Sailing Training Centre (JSASTC). The Museum is a popular visitor attraction that will be retained on the site.
- Blockhouse 3 (former HMS Hornet) is separated from Blockhouse 1 and 2 by Haslar Road and is used jointly by the JSASTC and the Hornet Sailing Club primarily as a boatyard.

7.139 The intensity of use on the whole site is considerably lower than when the site was used as a submarine base. It currently employs almost 400 people, whilst in 1986 it employed just under 2,500 people<sup>97</sup>.

#### **Site Uses (Point 4 of policy LP6)**

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

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

7.141 The site has a number of features which are potentially attractive to the marine, marina and associated sectors including deep and sheltered water close to the Solent, a cluster of marina and other technology businesses close by (such as the Haslar Technology Park) as well as on-site assets which may be suitable for re-use (such as the diving tank). The site also has the potential to expand its training and skills potential particularly as the JSASTC is likely to be retained on the site. The marina itself will offer enhanced visitor opportunities and potential for linked employment uses.

7.142 Given its strong heritage features including the existing Submarine Museum, the site will be an attractive location for residents and visitors to spend time and consequently has the potential for a number of tourism/leisure uses including hotel/conferencing facilities, arts/craft studios, food and drink establishments and heritage interpretation attractions. It will be important to ensure that the uses on the site bring genuine regeneration benefits enhancing the local economy.

<sup>97</sup> University of Portsmouth 2008 - The Impact of the Defence Sector on the Economy of Gosport



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

Residential (Point 4d of Policy LP6)

- 7.144 It is acknowledged that housing will assist bringing forward the employment objectives for this site. A developer will need to demonstrate that the proposed level of residential development is required to: help facilitate the delivery of employment generation on the site; protect heritage assets; or represents the most appropriate re-use of an existing building. Consideration will need to be given to the risk of flooding on parts of the site and appropriate evacuation measure when necessary (see Point 1c).

- 7.145 It is recognised that a number of blocks used by service personnel on the site could be converted to some form of accommodation either institutional types (Class C2) or private residential (C3).

**Development Considerations (Point 5 of policy LP6)**

- 7.146 It will be important to protect the character and appearance of the site's built heritage and bring forward proposals in order to ensure that the site does not become derelict and under-used. In addition to the considerations set out in Point 1- relating to heritage, flood risk, nature conservation and accessibility it will be necessary to consider other specific issues outlined below.

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

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

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

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

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

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

Infrastructure Requirements (Point 5d of Policy LP6)

- 7.150 Detail is contained in the Council's latest Infrastructure Assessment Report<sup>98</sup> and Delivery Plan<sup>99</sup>. Key requirements include:

- Flood defences and other flood risk measures;
- Measures to reduce car travel on the Haslar Peninsula;
- Provision of adequate utility infrastructure including measures to improve the local foul sewer capacity as well as the necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies;
- On-site public space and green infrastructure;
- Community and education facilities where appropriate; and

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<sup>98</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>99</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

- Other requirements as appropriate for the type of development proposed.

#### **HASLAR MARINE TECHNOLOGY PARK (Point 6 of policy LP6)**

7.151 This site includes a cluster of hi-technology research and development and specialist engineering marine businesses. The Borough Council wishes that this site is retained for employment purposes with the focus remaining on its current strengths. There may be scope to provide linkages and synergies with Blockhouse and the Royal Hospital Haslar site. The site has been allocated on the Policies Map as an 'Existing Employment site' and will be protected as such. If they arise, opportunities should be taken to improve public access along the waterfront.

##### **Further information:**

Assessing the Impact of the Harbour Authorities LDF Proposals on the Strategic Highway Network (Peter Brett Associates August 2009);

Employment Land Review (GBC 2012);

Haslar Peninsula Conservation Area Appraisal (GBC 2007);

Infrastructure Assessment Report (GBC 2010);

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

Strategic Flood Risk Assessment (PUSH/Atkins);

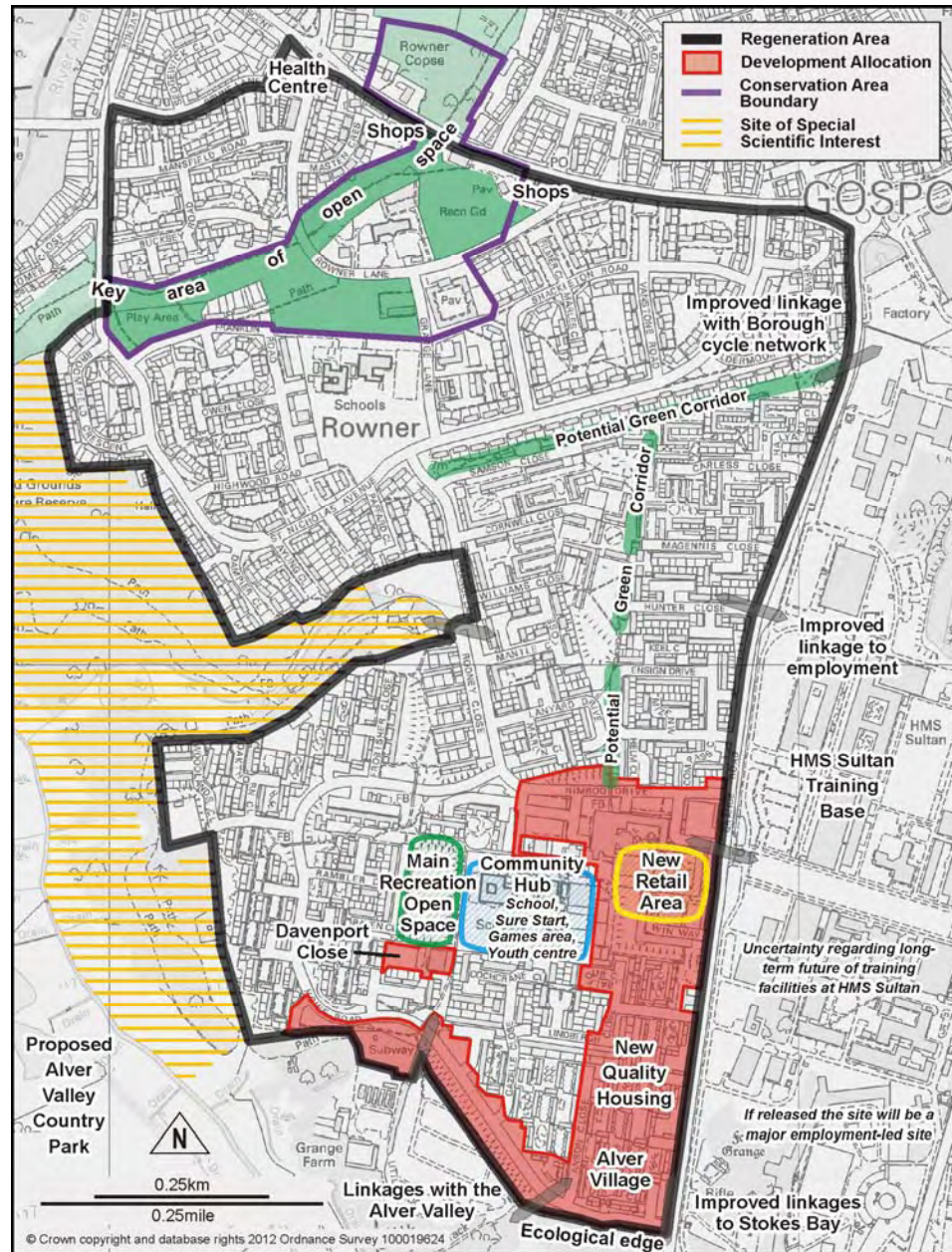
Strategic Flood Risk Assessment (GBC 2012);

Strategic Housing Land Availability assessment (GBC 2012);

Town Centres: Retail, Office and Leisure Study (GVA Grimley 2007 and 2011 Refresh).

## REGENERATION AREA 4: Rowner Regeneration Area

### Plan 7: Rowner Regeneration Area



## **POLICY LP7: ROWNER**

- 1. The redevelopment of the Rowner Regeneration Area will create a range of high quality new homes served by a good range of quality and accessible community facilities including education, health and recreational facilities.**
- 2. The Alver Village Site will include:**
  - a) up to 700 dwellings with approximately 200 net additional dwellings (as defined on the Policies Map); and**
  - b) 2,250 sq.m. (net) of total retail floorspace with an enhanced local centre with improved facilities (as defined on the Policies Map).**
- 3. The Davenport Close site will include approximately 15 dwellings.**
- 4. Planning permission will be granted for the refurbishment and redevelopment of other parts of the Rowner Regeneration area provided that:**
  - a) it enhances the quality of the local environment;**
  - b) strong pedestrian and cycling linkages are created with surrounding areas;**
  - c) opportunities are taken as appropriate to improve public transport as well as other measures to reduce car usage;**
  - d) sufficient quality open space is provided on-site and opportunities are taken to access the Alver Valley Country Park;**
  - e) it accords with the principles set out in the National Planning Policy Framework (or other latest Government guidance) relating to flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measure;**
  - f) it fully considers any implications on important nature conservation features in the vicinity and that opportunities are taken to improve biodiversity;**
  - g) it will be served by sufficient levels of infrastructure as required by other policies in the Local Plan.**

## **EXPLANATION OF POLICY LP7**

### **Background**

7.152 Rowner is an established residential estate built in the 1960s for the MoD. The site is located between the Alver Valley to the west and south, HMS Sultan to the east and other residential areas to the north. The Rowner Regeneration Area is adjacent significant areas of change as the Alver Valley is currently being created as a Country Park for the Borough and the HMS Sultan site has an uncertain future as a MoD training facility after 2020.

7.153 Part of the Rowner housing area was sold by the MoD in the 1980s and has since been sold on to a variety of private owners or housing associations. Due to a lack of maintenance by private owners the estate developed significant economic, social and environmental problems. The Rowner Estate was within the top 20% most deprived areas in England<sup>100</sup>. The site is within Grange Ward which has a very youthful population with 41% aged under 18 years (one of the highest in England) and significant child poverty issues.

<sup>100</sup> Indices of Multiple Deprivation 2010

7.154 Some parts of the estate have been redeveloped with a mix of modern dwellings including a number of housing association homes. New facilities have also been developed including a community centre, Sure Start facility and youth centre. These are clustered close to the primary school.

7.155 However significant areas remained which were in poor condition including 'The Precinct' which comprised of mainly high rise units with a central block of up to nine storeys and a neglected neighbourhood centre. Not only were the buildings in a poor state of repair but the area also suffered from community safety problems and consequently the regeneration of this area was a priority for both the Borough and County Council.

Regenerating Rowner (Point 1 of policy LP7)

7.156 In order to address these issues the Rowner Renewal Consortium<sup>101</sup> was formed to deal with part of the Regeneration Area around 'The Precinct' which has been identified as a housing and retail allocation on the Policies Map. This area is now referred to by the developers as Alver Village which will include a mix of quality housing and a new retail centre within a pleasant environment.

7.157 The Rowner Regeneration Area itself includes a wider area to allow the opportunity for additional residential led mixed-use projects to be brought forward in the future. It is considered that the Alver Village project will act as a catalyst for the continuing regeneration of the whole Rowner area. The area has a number of assets which can help provide a focus for regeneration including the proximity of the Alver Valley, the historic core around Rowner Church, attractive open space with mature trees, and a cluster of services including a local centre, school, medical and other community facilities.

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

7.158 The Alver Village is now being delivered through the implementation of the approved planning permissions for the site which includes the required levels of infrastructure. Due to complex arrangements that need to be carried out to re-house residents to other properties whilst redevelopment occurs, the project will need to be phased over a significant number of years. The outline planning permission sets out a phasing programme which seeks completion by 2017/18.

7.159 The final proposal includes up to 700 new residential units (a net gain of 200 dwellings), a new superstore with smaller units for retail, food and drink and other services appropriate for a local centre. The new centre will be integrated with existing community facilities including Siskin School, the new Sure Start Facility, youth centre and multi-use games area.

Davenport Close (Point 3 of policy LP7)

7.160 The site is located in close proximity to the much larger Alver Village project. It is currently a disused swimming pool which has fallen into disrepair and significantly detracts from the local vicinity. These leisure facilities have now in effect been replaced with the development of the Gosport Leisure Park as well as outdoor recreational improvements in the adjacent Alver Valley. The site is considered suitable for approximately 15 dwellings and should take

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<sup>101</sup> This Consortium was launched in 2007 and is a partnership between Gosport Borough Council, Hampshire County Council, the Homes and Communities Agency, First Wessex Housing Association and Taylor Wimpey. As a result of significant consultation, the Consortium prepared the Rowner Renewal Project.



account of the wider Alver Village regeneration proposals. There is an existing planning permission for 14 units.

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

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

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

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

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

Provision of open space and links with the Alver Valley (Point 5d of policy LP7)

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

Flood Risk (Point 5e of policy LP7)

- 7.166 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 may be required.

Nature Conservation (Point 5f of policy LP7)

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

Infrastructure requirements (Point 5g of policy LP7)

- 7.168 Detail is contained in the Council's latest Infrastructure Assessment Report<sup>102</sup> and Delivery Plan<sup>103</sup>. Key requirements include:

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

**Further information:**

Planning Application K17671 Supporting Material [www.rownerrenewal.com](http://www.rownerrenewal.com);

Infrastructure Assessment Report (GBC 2012);

Open Space Monitoring Report (GBC June 2010);

Strategic Flood Risk Assessment (GBC 2012).

<sup>102</sup> [www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)

<sup>103</sup> [www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)





## **POLICY LP8: ALVER VALLEY**

- 1. The promotion of the Alver Valley as a Country Park will be a major area of green infrastructure within the Borough offering community, education, health and nature conservation benefits. It will offer a range of formal and informal recreational opportunities as well as limited associated commercial uses which will need to be appropriate within its setting outside the urban area.**
- 2. Planning permission will be granted for country park facilities and complementary commercial uses in the area around Grange Farm as shown on the Policies Map;**
- 3. Proposals associated with the Country Park will be granted planning permission provided that:**
  - a) they protect and enhance biodiversity including safeguarding a range of important habitats;**
  - b) they are carefully designed to take account of its sensitive location and have regard to its heritage assets;**
  - c) stronger pedestrian, cycling and public transport linkages with the surrounding areas are created;**
  - d) vehicular access and parking arrangements are sensitively designed to respect the local environment;**
  - e) they accord with the principles set out in the National Planning Policy Framework (or other latest Government guidance) on flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures;**
  - f) contamination issues are considered and mitigated in consultation with the Environment Agency; and**
  - g) they will be served by appropriate infrastructure as required by other policies in the Local Plan.**

## **EXPLANATION OF POLICY LP8**

### **Background**

- 7.169 The Alver Valley forms a significant undeveloped gap between Gosport and Lee-on-the-Solent. Part of the Alver Valley has been used for gravel extraction and subsequent restoration works have largely been completed. The Alver Valley encompasses a great diversity of habitats and landscapes including a range of wetlands, woodlands and grasslands. It is an important corridor linking the open land to the north with the coast and includes Gosport's highest point (Sandhill).
- 7.170 There are a number of important open spaces already accessible to the public, including the Wildgrounds Nature Reserve (by permit) and Carter's Copse. Other areas offer opportunities for informal recreation such as walking and horse riding as well as a popular BMX track, an adventure play area and fishing lakes (operated by a local club).
- 7.171 A significant part of the area is now in the ownership of the Borough Council and during the Plan period the Borough Council will seek to acquire additional areas within the Valley.

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

- 7.172 The Country Park is located within the Regeneration Area for Green Infrastructure. The Borough Council has considered that the most appropriate use for the area is for recreation purposes retaining its open undeveloped nature and managed as a Country Park with a range of formal and informal opportunities. Proposals were originally set out in the Alver Valley Masterplan<sup>104</sup>.
- 7.173 The Country Park represents the largest element of green infrastructure in the Borough with potential linkages to other strategic open areas such as the coastal areas of Stokes Bay, Browndown and the Lee-on-the-Solent seafront. It will also be able to link to the wider countryside areas within Fareham Borough between Gosport, Fareham, Stubbington and Lee-on-the-Solent.
- 7.174 The Alver Valley is currently under-utilised for recreational purposes and there is significant potential to increase the number of visitors. The Country Park will be important for providing a range of recreational opportunities to local residents and thereby reduce the need for residents to travel out of the Borough to access similar facilities and therefore reduce car trips and lengths of journeys. It will also promote healthy living which can potentially reduce certain health problems evident within the Borough. By providing a facility in this location the proposal will reduce recreational disturbance on more sensitive habitats in other parts of the sub region. It will be necessary to ensure important habitats within the Alver Valley are appropriately managed for visitors. The Alver Valley is identified by PUSH as being of sub-regional significance representing a strategic element of the South Hampshire green infrastructure network.
- 7.175 Gosport Borough has recognised shortages of open space and the provision of the Alver Valley Country Park will help the Borough meet Natural England's 'Accessible Natural Greenspace Standards'.
- 7.176 The Borough Council intends to continue to manage existing and newly acquired areas within the Alver Valley by providing a range of informal and formal recreational opportunities for the public in appropriate locations compatible with the objectives of protecting wildlife and enhancing habitats. The proposed recreational uses include picnic areas, trails, footpaths, cycleways, bridleways and interpretative facilities. The provision of formal recreation facilities, primarily in the form of sports pitches is also important. This provision is required to meet expanding demand for sports activities in the locality.
- 7.177 In association with a sensitively located visitor centre and car parking there will also be scope for a café to serve visitors as well as an appropriately sized garden centre. It will be necessary for such commercial uses to be well-designed and not detract from the appearance or function of the country park. The proposed location for such facilities is shown on the Policies Map as 'Country Park Gateway Facilities.'
- 7.178 The area shown within the proposed Country Park boundary includes areas not currently owned or managed by the Borough Council. This includes the Browndown Common area which is owned and managed by the Ministry of Defence and is used extensively by the public with strong linkages with the

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<sup>104</sup> Prepared in 2003 by the Borough Council in liaison with Groundwork Solent following significant public consultation. This is currently being reviewed.

Borough Council owned land. There are also two privately owned areas including a large area on the west side of the river which is used by a gun club and a smaller area just south of Shoot Lane. Neither of these areas is open to the general public. It is the longer term ambition of the Borough Council in liaison with the current owners to incorporate these areas within the Country Park for the benefit of local people as well as preserving and enhancing any nature conservation interests.

### **Development considerations**

#### Nature Conservation (Point 3a of policy LP8)

- 7.179 The site contains significant important habitats including the Wildgrounds SSSI and Local Nature Reserve, which will continue to be managed on an 'access by permit' basis, as well as a number of Sites of Importance for Nature Conservation (SINCs) including the Carters Copse Local Nature Reserve. The protection and enhancement of biodiversity within the Country Park and allowing appropriate public access for the public to enjoy such areas will be a key objective in the management of the Alver Valley. Large tracts of the Alver Valley benefit from Higher Stewardship funding which is being managed for nature conservation which requires biodiversity targets to be met.

#### Design and built heritage (Point 3b of policy LP8)

- 7.180 Good design will be imperative to ensure the park is attractive, well managed and safe. The provision of quality ancillary buildings will need to be appropriate to their sensitive surroundings and create a sense of place. Consideration will need to be given to light and noise issues.
- 7.181 It is important to protect the site's heritage including the character and setting of the site's Scheduled Ancient Monument (Castle Mound) and Listed Building (Grange Farmhouse). This is one of the most important areas for archaeology in the Borough and schemes will need to consider this issue in liaison with the County Archaeologist.

#### Accessibility (Points 3c and d of policy LP8)

- 7.182 Currently bus services in close proximity to access points to the Alver Valley are very limited. The Borough Council will discuss opportunities for amending routes with local operators to serve the Alver Valley and adjacent communities. The Borough Council will also continue to enhance its cycle network with improved linkages to the Alver Valley from other parts of the Borough as well as routes through the Park including links between Alver Village and Daedalus.
- 7.183 It is recognised that the Country Park will generate additional car trips and consequently appropriate provision will need to be made to accommodate car parking but it will be necessary to ensure that such provision will be sensitive to its location and well-designed in terms of size, lay-out, surfacing and landscaping.

#### Flood risk (Point 3e of policy LP8)

- 7.184 Large parts of the Alver Valley are within Flood Zones 2 and 3. The Alver Valley represents a major area of green infrastructure and has the potential to store significant floodwater thereby reducing flood risk elsewhere including residential areas. A new balancing pond has been created to reduce flood risk within the new Cherque Farm residential development and will be a recreational resource in the Alver Valley Country Park with the potential to enhance local biodiversity.

Contamination (Point 3f of policy LP8)

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

Infrastructure requirements (Point 3g of policy LP8)

- 7.186 Detail is contained in the Council's latest Infrastructure Assessment Report<sup>105</sup> and Delivery Plan<sup>106</sup>. Key requirements include:

- Visitor attractions appropriate for a Country Park;
- Improved vehicular access and car parking;
- Improved pedestrian and cycle links from other parts of the Peninsula;
- Network of routes for walking, cycling, horse riding and those with disabilities;
- On-site Sports pitches and children's play facilities;
- Management of habitat and other on-site infrastructure.

**Further information:**

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

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

Infrastructure Assessment Report (GBC 2012);

Open Space Monitoring Report (GBC 2012);

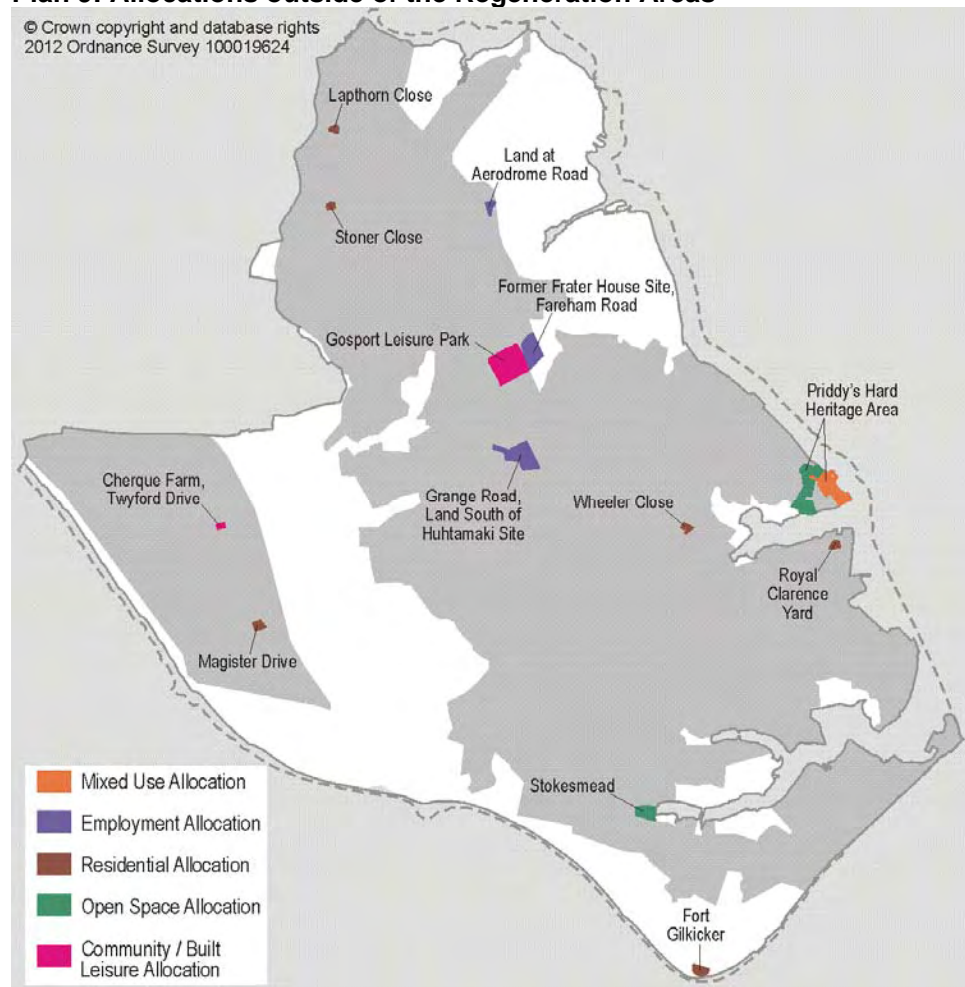
Strategic Flood Risk Assessment (GBC 2012).

<sup>105</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>106</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

## ALLOCATIONS OUTSIDE OF REGENERATION AREAS

### Plan 9: Allocations outside of the Regeneration Areas



### Introduction

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

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

- design and sustainable construction issues;
- heritage;
- flood risk;
- nature conservation;
- environmental concerns including contaminated land, air quality, noise and light pollution;
- amenity issues;
- transport issues; and

- ensuring the development is served by the appropriate infrastructure and services.

7.189 Policy LP9 is divided into a number of sub-policies reflecting different uses (mixed use, employment, residential and leisure/community/open spaces). Each part of the policy sets out the proposed use for each site, estimated quantum and key site-specific development considerations which need to be addressed in addition to other policy requirements set out in the Local Plan. A summary of each site is outlined below with further consideration of the options for each site contained within the Sustainability Appraisal<sup>107</sup>.

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

##### **1. Priddy's Hard Heritage Area**

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

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

- a) accord with the National Planning Policy Framework on internationally important habitats;**
- b) incorporate public access along the waterfront;**
- c) accord with the principles set out in Policy LP46 on flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures;**
- d) address on-site contamination issues;**
- e) preserve and enhance the Priddy's Hard Conservation Area and accord with national and local policies regarding Listed Buildings and other important heritage assets**
- f) incorporate good design that is appropriate to this sensitive coastal site; and**
- g) ensure that the Explosion Museum is retained for public use.**

#### **EXPLANATION OF POLICY LP9A**

##### **Priddy's Hard Heritage Area**

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

7.191 The Heritage Area is adjacent Portsmouth Harbour to the east and Forton Lake to the south and is bounded to the west by a residential development completed in 2007. The site has the potential for a further 100 dwellings and a range of commercial uses to complement the Explosion Museum and benefit from the Harbour side setting such as hotel/conferencing, food and drink outlets, small offices, craft workshops, education and/or community uses. The site is now owned by the Portsmouth Naval Base Property Trust,

<sup>107</sup> Where planning permission has yet to be granted.

which operate the historic dockyards in Portsmouth. Boat trips link the Heritage Area to the Historic Docks in Portsmouth and the Royal Naval Submarine Museum in southern Gosport. There is therefore considerable scope to expand the tourism potential of this site. Any proposal will therefore need to fully incorporate the Explosion Museum.

- 7.192 Proposals will need to preserve and enhance the Conservation Area and be designed to respect the Listed Buildings and their setting in accordance with other policies in the Local Plan.
- 7.193 The site is adjacent the Portsmouth Harbour Special Protection Area, Ramsar site and Site of Special Scientific Interest. Consequently any development will need to ensure that the nature conservation interests of these sites are not harmed and that the appropriate avoidance and mitigation measures are incorporated as part of any development proposal in accordance with the Habitats Regulations.
- 7.194 The Borough Council aims to ensure that the public can enjoy the views across the Harbour and therefore public access along the waterfront should be improved. Proposals will need to fully consider the potential impact on the international habitats and incorporate measures which reduce disturbance on the over-wintering birds, as undertaken in other parts of Priddy's Hard. Further consideration will need to be given to this issue as part of the appropriate assessment of any planning application.
- 7.195 It is proposed to create a new public open space within the Ramparts at Priddy's Hard which respects the heritage assets of the site as well as making provision for any important nature conservation interests. An evaluation of both heritage assets and nature conservation will need to be undertaken.
- 7.196 Given the site's historic use as an ammunition manufacturing facility there are a number of contamination issues which will need to be addressed. Earlier studies are likely to be of assistance but further advice will be required from the Environment Agency and the Council's Environmental Health Department.
- 7.197 Development proposals will need to be accompanied with a site-specific flood risk assessment to demonstrate how the proposal deals with the small part of the undeveloped site which is within Flood Zones 2 and 3. It will be necessary to ensure the location of vulnerable use such as residential uses is in accordance with the NPPF and associated guidance.
- 7.198 Flood risk matters to consider include an assessment of defence standards, defence failure scenarios and overland flood flow to ensure the necessary mitigation and safety of the development is addressed throughout its lifetime. The issue of surface water runoff and the appropriateness of sustainable drainage systems will also need to be addressed.
- 7.199 Measures that could be considered which have been used in other parts of the Priddy's Hard development include raising the existing harbour wall to 3.9m above Ordnance Datum (AOD) with a 1metre high splashwall and a collection channel. In addition a sewer to store storm water and the floor levels of the residential blocks to have a minimum level of 4 metres AOD. Any applicant will need to seek further advice from the Environment Agency.

**POLICY LP9B: ALLOCATIONS OUTSIDE THE REGENERATION AREAS:  
EMPLOYMENT SITES**

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

**Employment sites**

**1. Grange Road, Land south of Huhtamaki site**

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

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

**2. Former Frater House site, Fareham Road**

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

- a) ensure buildings are well-designed to enhance this prominent location;
- b) ensure that the setting of the adjacent Fort Brockhurst is not harmed;
- c) ensure safe access from the existing main road network which does not impede the flow of traffic;
- d) ensure a sports pavilion is re-provided to serve the adjacent sports ground;
- e) ensure a car parking strategy is in place to ensure users of the adjacent sports pitches can use parking within the employment site;
- f) proposals will need to accord with the requirements of Defence Munitions Safeguarding Area (see Policy LP15); and
- g) protect and enhance biodiversity features in accordance with policies LP43-45.

**3. Land at Aerodrome Road**

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

- a) ensure buildings and the use of land accord with the requirements of the Defence Munitions Safeguarding Area (see Policy LP15); and
- b) protect and enhance biodiversity features in accordance with policies LP43-45.



## EXPLANATION OF POLICY LP9B

### **Land at Grange Road, south of Huhtamaki**

- 7.200 The site offers potential for new employment floorspace with access off Grange Road and has the potential to be linked with the Huhtamaki site to the north or employment uses on the HMS Sultan site to the south.
- 7.201 It is considered that a small wooded area to the south of the site should be retained. It will also be necessary to provide a pedestrian/cycle link through the site which links the Rowner area with the Borough's strategic cycle network and Brune Park school.

### **Land at Former Frater House site, Fareham Road**

- 7.202 The site is located on the Fareham Road/Heritage Way junction. The site is a former MoD site and forms part of a larger site with the adjacent sports ground which remains outside the urban area boundary. It is considered that the land within the urban area boundary is appropriate to develop for employment uses.
- 7.203 The Borough Council considers that the open space outside the urban area should be protected to provide much-needed sports facilities particularly given the good quality of the current pitches. However a small part of the sports ground has been included within the employment allocation to make the site more developable. Consequently the existing sports pavilion on the site will need to be re-provided within the adjacent sports ground to serve the needs of the users of the retained sports pitches. Similarly arrangements will need to be put in place to allow the dual use of car parks to allow usage of the sports pitches.
- 7.204 Due to the site's prominent location, the buildings should be well-designed and ensure that the setting of the adjacent Fort Brockhurst, which is a scheduled ancient monument, is not harmed (see Policy LP11). It will be necessary to have regard to the requirements of the Defence Munitions Safeguarding requirements (Policy LP15) as a large proportion of the site is within the defined Safeguarded Area. Consequently early discussions with the DIO will be required.
- 7.205 The site will require a suitable road access that does not unreasonably impede the traffic flow along the two adjacent main roads.
- 7.206 In accordance with policies LP43-45 it will also be necessary to undertake appropriate ecological studies of the site and ensure that development does not have a detrimental impact on features of ecological importance. This including other habitats in the vicinity such as those areas outside of designated sites known to be of importance for protected species (such as Brent Geese and waders).

### **Land at Aerodrome Road**

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

- 7.208 Further consideration will also be required to the ecological importance of the site and consequently any proposals will need to accord with policies LP43-45. Whilst the site has not been designated as an internationally, nationally or locally important site there is evidence<sup>108</sup> that this site forms part of a much 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 characteristics of the site.

#### **POLICY LP9C: ALLOCATIONS OUTSIDE THE REGENERATION AREAS: RESIDENTIAL SITES**

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

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

<b>1.</b>	<b>Royal Clarence Yard</b>	<b>80 dwellings</b>
<b>2.</b>	<b>Fort Gilkicker</b>	<b>26 dwellings</b>
<b>3.</b>	<b>Stoner Close</b>	<b>17 dwellings</b>
<b>4.</b>	<b>Wheeler Close</b>	<b>16 dwellings</b>
<b>5.</b>	<b>Laphorn Close</b>	<b>14 dwellings</b>
<b>6.</b>	<b>Magister Drive</b>	<b>13 dwellings</b>

#### **EXPLANATION OF POLICY LP9C**

##### **Residential sites (between 10 and 99 units)**

- 7.209 Policy LP9C includes those sites above 10 dwellings with outstanding planning permission together with a number of other potential suitable housing sites identified. Additional sites may come forward during the Plan period including a number of the sites identified in the Borough Council's latest Strategic Housing Land Availability Assessment (SHLAA).
- 7.210 The allocation at Royal Clarence Yard (a former Royal Navy victualling yard) represents a small element outstanding as part of a much larger mixed use site which is being developed. The Fort Gilkicker redevelopment has received planning permission and involves redeveloping this prominent historic site in Stokes Bay. The other sites are small residential sites on underused land within the urban boundary.

<sup>108</sup> as part of the Brent Goose and Waders Study (Hampshire and IOW Wildlife Trust 2010)

**POLICY LP9D: ALLOCATIONS OUTSIDE THE REGENERATION AREAS:  
LEISURE COMMUNITY USES AND OPEN SPACES**

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

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

**EXPLANATION OF POLICY LP9D**

**Gosport Leisure Park**

- 7.211 Planning permission<sup>109</sup> has been granted for a new leisure park at the site of the former Holbrook Leisure Centre. The proposal will include a new major public leisure centre with associated outdoor play and sport facilities and a number of commercial leisure uses including a hotel and pub/restaurant. Construction of the new leisure centre is almost complete with the commercial elements taking place in a later phase. In the future there may be opportunities for additional leisure facilities with complementary commercial uses.

**Cherque Farm (Twyford Drive)**

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

**Stokesmead**

- 7.214 The field occupies a very prominent location in the Anglesey Conservation Area and adjoins a site currently used for community facilities. It is well placed to serve the local area and enables the opportunity to provide a green area which can be utilised for recreation purposes. There is currently a deficiency of local play facilities within this part of Gosport. The Borough Council will

<sup>109</sup> Planning application references K17660, K17660/1 & K17660/2

seek to acquire Stokesmead Field for public open space uses through negotiations with the owners.

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

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

**Further information:**

Employment Land Review (GBC 2012)

Infrastructure Assessment Report (GBC 2012)

Open Space Monitoring Report (GBC 2012);

Strategic Housing Land Availability Assessment (GBC 2012)

Town Centres: Retail, Office and Leisure Study and subsequent refresh (GVA Grimley 2007 & 2011)

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

### Vision: Enhancing sense of place

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

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

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



### INTRODUCTION

- 8.1 This section sets out the importance of design in preserving, sustaining and enhancing a sense of place within Gosport Borough and ensuring that it is a place where people want to live, work, visit and invest. The Council recognises the importance of the Borough's historic environment in contributing to its distinctive character and the need to ensure the design of new development enhances the Borough's sense of place, not reduces it.

8.2 Preserving, enhancing and creating a sense of place includes appreciating those characteristics that make the area special; it is understanding aspects of a place for which people have an attachment or sense of belonging. Aspects that contribute to a sense of place can include the landscape, building traditions and materials, patterns of local life and other factors that make one place different from another.<sup>110</sup>

8.3 The section includes the overarching policy for design and heritage in the Borough (LP10) followed by more detailed policies relating to protecting heritage assets and areas of special character (LP11-14). The policy relating to safeguarded areas is included within this section as its implications are primarily related to design issues.

#### **Local Context**

8.4 The historic character of Gosport has largely been determined by the strategic defence significance of the Peninsula. The focus of the Borough's townscape relates largely to its waterfront including:

- Its harbour frontage with superb views across the historic Portsmouth Harbour with creeks that penetrate into the built-up areas;
- The special character of Lee-on-the-Solent's Marine Parade and traditional beachfront; and
- The informal open space of Stokes Bay.

8.5 In addition the Alver Valley possesses natural qualities of strategic importance as a recreational open space and provides a settlement gap between Gosport and Lee-on-the-Solent. It also includes historic features with its layout influenced by medieval Cistercian monks.

8.6 Gosport Town Centre and its immediate surrounds have a more traditional urban form with dense development and numerous historic buildings. Other parts of the Borough are characterised by several small settlements (Alverstoke, Brockhurst, Elson, Forton, and Hardway), many with historic features, merging into a larger urban form that now includes more recently developed areas such as Bridgemary, Peel Common and the expansion of Lee-on-the-Solent at Cherque Farm.

8.7 Significant naval heritage is evidenced across the Borough, most notably at Royal Clarence Yard, Royal Hospital Haslar and Priddy's Hard. Additionally, the military legacy has left a series of ramparts from the 17th to 19th centuries, together with barrack blocks and several coastal and inland forts. The mid Victorian line of Palmerston Forts defines the outer edge of the succession of key military defences and is a prominent reminder of the historic and strategic importance of the area.

8.8 The Borough has a strong association with victualling, the manufacture and supply of military ordnance, naval aviation and a rich legacy of connections with gunboats, motor torpedo boats and submarines. These heritage sites retain numerous unique buildings which are gradually being released by the Defence Infrastructure Organisation and for which new uses are being found. These sites are also associated with a number of nationally important historic engineers, architects and inventors. Royal Hospital Haslar has a particularly rich history, both in its buildings and people connected with the site.

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<sup>110</sup> By Design - Urban Design in the Planning System: Towards Better Practice (CABE/DETR 2000)  
[www.cabe.org.uk/files/by-design-urban-design-in-the-planning-system.pdf](http://www.cabe.org.uk/files/by-design-urban-design-in-the-planning-system.pdf)

- 8.9 The key local issues relating to creating a sense of place are summarised below.

**Box 8.1: Summary of key issues**

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

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

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

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

## DESIGN PRINCIPLES

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

### POLICY LP10: DESIGN PRINCIPLES

1. The Borough Council's overall approach in relation to design is as follows:

- a) Planning permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions;
- b) New development should be well-designed to respect the character of the Borough's distinctive built and natural environment including its heritage assets and their setting;
- c) Proposals for development must be based on sound supporting evidence.

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

**Development form**

- a) it has a high quality appearance which respects the area's particular characteristics in terms of scale, setting, layout, massing, landscaping, and appearance including details and materials;

**Public realm and open space**

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

**Ease of movement**

- f) it takes opportunities to improve accessibility to all users;
- g) it is accessible for pedestrians and cyclists and is well connected to public transport routes and local facilities;
- h) it is easy to move through with safe and recognisable routes, intersections and landmarks;

**Safe and high quality neighbourhoods**

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

**Adaptability**

- k) it minimises its impact on climate change and is resilient and adaptable to its effects;
- l) it meets the Borough Council's requirements for sustainable construction set out in Policy LP38;
- m) it takes opportunities to promote flexibility to deal with future social, technological and economic requirements;

**Comprehensive development**

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

**EXPLANATION OF POLICY LP10**

**Overall approach (Point 1 of policy LP10)**

- 8.11 The National Planning Policy Framework (NPPF) is very clear that poor design which fails to improve the character and quality of an area should be refused. It is important that new development promotes character in the townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture. This includes the Borough's maritime and military heritage associated with its waterfront location on Portsmouth Harbour and the Solent.
- 8.12 The Council's understanding of local character will be informed by relevant studies and strategies including:
- the Borough Council's Conservation Area Appraisals;
  - design-related supplementary planning documents (SPDs);
  - landscape and townscape appraisals (produced by Hampshire County Council and the Borough Council);
  - detailed appraisal of individual sites including potential site specific SPDs; and
  - local historical studies.
- 8.13 The term 'heritage assets' embraces all features that contribute to creating the unique sense of place including Listed Buildings, Conservation Areas, Listed Parks & Gardens, Scheduled Ancient Monuments, Locally Listed



Buildings, Parks & Gardens of Local Historic Interest and areas of archaeological interest.

- 8.14 It will be a key priority for the Borough to preserve and sustain its heritage assets and where possible enhance them. Consequently as historic military buildings or sites are released it is necessary to find viable uses for them that respect the wider historic/aesthetic value of the site and the wider neighbourhood.
- 8.15 The NPPF<sup>111</sup> sets out specific guidance for development management purposes relating to the need to safeguard heritage assets. These policies will be used for development management purposes and supplemented where necessary by other Local Plan policies contained within this section.
- 8.16 In relation to sound supporting evidence the Borough Council has produced a 'local list'<sup>112</sup> of requirements to support various types of planning applications. It is now a statutory requirement in many instances to include a Design and Access Statement with a development proposal. It will be necessary to ensure that the statement addresses the criteria set out in the above policy.
- 8.17 The Borough Council, in conjunction with the other Local Planning Authorities in Hampshire and the Isle of Wight, has produced guidance on preparing Design and Access Statements<sup>113</sup>.
- 8.18 The Statements should provide a site analysis describing the concepts behind the proposal and how it has evolved, how the proposal relates to its surroundings in both design and access terms. Further advice on preparing Design and Access Statements is set out in Government guidance<sup>114</sup>. In preparing Design and Access Statements developers should have regard to the *Building for Life*<sup>115</sup> criteria which is a national standard for well-designed homes and neighbourhoods produced by CABI at the Design Council, Design for Homes and the Home Builders Federation. The criteria comprise a series of questions used to evaluate the quality of new housing developments relating to integrating it into 'the neighbourhood', 'creating a place', and 'streets and home'.
- 8.19 On major development sites the Borough Council will work with developers and stakeholders to devise design principles to guide development either by agreeing design principles as part of an approved masterplan/development brief; or through the development of a Design Code. A Design Code is a set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan and development framework for a site or area.

Design Principles (Point 2 of policy LP10)

- 8.20 Whilst this policy primarily applies to proposals within the urban area there may be exceptions in line with policy LP3 that would allow some forms of development outside of the urban area. In these instances the criteria stated in policy LP10 would also apply.

<sup>111</sup> Or equivalent national Government guidance will apply

<sup>112</sup> <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

<sup>113</sup> [www.gosport.gov.uk/sections/your-council/council-services/planning-section/requirement-for-design-and-access-statements](http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/requirement-for-design-and-access-statements)

<sup>114</sup> Circular 01/2006: *Guidance on Changes to the Development Control System* and CABI's guidance *Design and Access Statements*

<sup>115</sup> <http://www.designcouncil.org.uk/our-work/cabi/sectors/housing/building-for-life/>

- 8.21 It is considered important that new development contributes to or creates a sense of place, emphasising what makes that particular locality distinctive. The policy aims to ensure that all development has regard to key design principles in order to support the Borough Council's vision for high quality development which will assist the regeneration of the Borough including a vibrant waterfront. The Borough Council will apply this policy in conjunction with the latest Government guidance and best practice manuals including:
- *By Design Urban Design in the Planning System Toward Better Practice;*
  - *By Design Better Places to Live;*
  - *Climate Change Adaptation By Design: A Guide for Sustainable Communities;*
  - *Safer Places The Planning System and Crime Prevention;*
  - *Manual for Streets: and*
  - *Access for Disabled People: A Good Practice Guide.*
- 8.22 The detailed heritage and design policies (LP11-14) and the forthcoming Design SPD will provide more detailed guidance regarding the principles outlined in Policy LP10 and specific design issues. In addition site specific SPDs will also set out design criteria to guide future development.
- 8.23 Brief details of each criteria (Points 2a-2m of LP10) are set out below and will be expanded upon within the Borough Council's Design SPD. Many of the elements outlined below, including development form, public realm and ease of movement, are set out in *By Design Urban Design in the Planning System Toward Better Practice* (CABE) and supplemented by other design guidance on particular issues and referenced accordingly. Each criteria (2a-m) will need to be addressed as part of a Design and Access Statement which accompanies any planning application.
- 8.24 **Development Form** (2a of policy LP10): The layout, landscape, density, scale and appearance of new development are critical elements to ensure both the short- and long term success of a development. Proposals for new development will therefore need to:
- consider the site's landform and character;
  - ensure new development is integrated into the Borough's urban and landscape setting which reduces its impact on the natural environment and reinforces local distinctiveness;
  - consider the existing layout of buildings, streets and spaces to ensure adjacent buildings relate to one another, streets are connected and spaces complement one another;
  - respond to local building forms and patterns of development in the detailed layout and design of development;
  - use local materials, building methods and details to enhance local distinctiveness;
  - ensure the scale, massing and height of proposed development is considered in relation to adjoining buildings, the topography, the general patterns of heights in the area and views, vistas and landmarks;
  - ensure public and private spaces are clearly distinguished;
  - resist the inappropriate development of residential gardens, for example where development would cause harm to the local area.

8.25 **Public Realm<sup>116</sup> and Open Space** (2b-e of policy LP10): Issues to consider include the need to:

- incorporate and link to a network of accessible open and green spaces that respect natural features and protect and enhance biodiversity<sup>117</sup>;
- ensure that well-designed public space relates to the buildings around it;
- ensure that streets and spaces are overlooked which improves natural surveillance and makes the area feel safer and are generally safer;
- take into account the micro-climate and the predicted effects of climate change; and
- demonstrate that the proposed development does not have a detrimental impact on important public views of landscape and townscape features and where possible opportunities are taken to create new attractive public vistas.

8.26 **Ease of movement** (2f-h of policy LP10): The convenience, safety and comfort with which people go to, and pass through buildings and spaces play a large part in determining how successful a place will be<sup>118</sup>. Important considerations when assessing new development include the need to ensure:

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

8.27 **Safe and quality neighbourhoods** (2i-j of policy LP10): It is important that the design of new development preserves and enhances the overall environmental quality of the area and that the amenities<sup>119</sup> of existing and future residents are respected. Key considerations include the need to ensure:

- development proposals are designed to minimise the potential for criminal activity and anti-social behaviour including creating defensible spaces and facilitating natural surveillance;
- residential development has regard to the guidance that will be set out in the Design SPD relating to space standards for residential development both within and outside the home;
- issues of loss of light, privacy and outlook are considered in relation to local amenities; and

<sup>116</sup> See Glossary

<sup>117</sup> <http://www.communities.gov.uk/publications/planningandbuilding/planningbiodiversity>

<sup>118</sup> *By Design Urban Design in the Planning System Toward Better Practice* (CABE)

<sup>119</sup> See Glossary

- noise, light pollution, vibration smell and air pollution is fully considered (see also Policy LP47).
- 8.28 Where planning permission is granted, the Borough Council may impose conditions and/or use legal agreements to ensure any impact from the development is minimised.
- 8.29 **Adaptability** (Point 2k-m of policy LP10): New development should be adaptable at every scale from the individual building to the whole development and consider how it can deal with major trends such as climate change, an ageing population, restructuring of the economy, reduced public expenditure, advances in new technology and reduced supplies of fossil fuels. These challenges will require a holistic approach to design. Consequently development proposals should:
- adapt to the potential impacts of climate change and mitigate against its effects. This includes:
    - the use of green infrastructure within new developments to deal with issues such as increased surface water run-off (caused by heavier storms), increased incidence of tidal flooding (sea-level rise) and the need to provide increased street trees and other planting (to ameliorate the effects of hotter summer temperatures).<sup>120</sup>
    - the design of new houses and other buildings need to maximise energy efficiency and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption and CO<sub>2</sub> emissions. Developments should incorporate principles of solar passive design and maximise the use of renewable energy and low carbon technology where possible, as well as consider the suitability of green roofs and walls.
  - incorporate Lifetime Home standards to ensure residential buildings can be adaptable to meet the changing needs of occupants over a lifetime;
  - ensure buildings are designed to allow flexibility for a variety of possible future uses to adapt to some of the changing economic, technological and social trends identified above. This could include adaptable ground floors on busy streets to allow for different uses to be accommodated over time or allow for greater opportunities for multiple uses and shared floorspace; and
  - should incorporate infrastructure<sup>121</sup> which takes account of potential changes in demand as well as being adaptable to technological changes.
- 8.30 Development will need to incorporate the design implications of meeting the Code for Sustainable Homes and BREEAM standards for non-residential development as set out in Policy LP38. Such measures include incorporating energy and water saving measures in the design of the building as well as numerous other considerations including the potential to generate renewable energy, the use of materials, noise insulation, surface water drainage and lifetime homes.
- 8.31 **Comprehensive development** (Point 3n of policy LP10): It will continue to be important to ensure that development proposals do not prejudice the comprehensive development of a site or adjoining land to make the most efficient use of land. It will also be important to ensure opportunities for

<sup>120</sup> <http://publications.naturalengland.org.uk/publication/35033?category=49002>

<sup>121</sup> including water supply, sewerage, drainage, gas, electricity, cable, telephone, road/footpaths/cyclesways, and open spaces.

creating viable well-planned sustainability developments are taken. Development proposals should be prepared on a comprehensive and co-ordinated basis and this should be reflected in the Design and Access Statement.

## HERITAGE ASSETS

- 8.32 Box 8.2 lists the various types of heritage assets having regard to the Government's definition of 'designated heritage assets'. These features are key elements which contribute to a unique sense of place and are an irreplaceable resource. It is therefore necessary to conserve them in a manner appropriate to their significance.

### Box 8.2: What are heritage assets?

Heritage assets comprise of the following:

#### Designated Heritage Assets

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

#### Locally Important Heritage Assets

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

#### Unidentified Heritage assets

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

### Local Context

- 8.33 The Borough has approximately 500 Listed Buildings and 100 Locally Listed buildings. There are 16 Conservation Areas, which are designated to preserve and enhance the special character of the area. There are 14 Scheduled Ancient Monuments, the majority of which are related to Gosport's military fortifications. The grounds of Royal Hospital Haslar are a Grade II Registered Historic Park of National Importance (23ha). There are also seven Parks & Gardens of Local Historic Interest (33.1ha).
- 8.34 It is a key priority for the Borough to preserve and sustain its heritage assets and where possible, enhance them. There are many former and existing Ministry of Defence (MoD) sites in the Borough that are of significant heritage value. As sites are released, the buildings, landscape and setting are potentially at risk. It is important to find viable uses for historic buildings, which are appropriate to the site's character and respect the wider historic and aesthetic value of the site and area. It is essential to plan for any potential future release of existing MoD sites.
- 8.35 The Local Plan area contains a number of important and distinctive archaeological sites, many reflecting the areas naval and military heritage spanning hundreds of years. As well as above ground features, there are a number of below ground remains which may be of local or national importance. However, only a small proportion of sites are protected as Scheduled Ancient Monuments (these being Designated Heritage Assets).

The Archaeological and Historic Buildings Record (AHBR)<sup>122</sup> maintained by Hampshire County Council is a useful source of information. In liaison with the County Council an 'Archaeological Alert Map'<sup>123</sup> has been prepared and identifies areas in the Borough most likely to contain archaeological remains.

**POLICY LP11: DESIGNATED ASSETS: LISTED BUILDINGS, SCHEDULED ANCIENT MONUMENTS AND REGISTERED HISTORIC PARKS & GARDENS<sup>124</sup>**

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

**EXPLANATION OF POLICY LP11**

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

- 8.36 The Borough Council has a positive approach to promoting Gosport's unique historic character by engaging with local people, developers and heritage organisations to ensure that this special character is preserved and enhanced whilst ensuring the Borough has a vibrant economic future. The Council has had years of experience working positively and constructively with key partners, including on challenging sites of national heritage value and this will continue to be a priority.

<sup>122</sup> <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

<sup>123</sup> See Hampshire CC for further details

<sup>124</sup> This policy would also apply to world heritage sites and protected wrecks if designated within Gosport Borough

- 8.37 This experience has meant that the Borough Council places high value on early discussions at pre-application stage, so that those seeking to develop a site are fully informed of the issues that they are required to address, and so that a positive strategy can be developed to assist with the most expedient delivery of appropriate proposals.
- 8.38 The Borough Council places high value on the input of the many local people and organisations with detailed knowledge of the Borough's heritage assets including the Gosport Society, and statutory consultees such as English Heritage. Working in partnership with such interests, the Council will continue to develop effective and positive strategies to preserve, sustain and enhance the Borough's many heritage assets: both designated and undesignated.
- 8.39 A key area of concern will continue to be the identification and monitoring of 'Buildings at Risk'. These are designated heritage assets which are falling into disrepair and 'at risk' of serious deterioration or loss. Gosport's extensive military legacy, much of which by its very nature is obsolete, has raised particular challenges but on sites like St George Barracks or Royal Clarence Yard, has been integrated successfully into new developments. This approach will be replicated for any new sites that become available.
- Appropriate evidence to support planning applications (point 2 of Policy LP11)
- 8.40 The NPPF is clear on the need to ensure proposals are appropriately informed with background research required proportionate to the significance of the asset or site. The developer will be required to describe the significance of any heritage asset affected including any contribution made by its setting. The historic context of a site, its sense of space, its special architectural or historic interest as part of a group or in isolation, and its archaeological interest, all inform the decision making process.
- 8.41 In many cases, the historic significance of an asset may not be entirely obvious due to a lack of readily available information. The asset may have developed over hundreds of years and elements of earlier phases may exist within the external structure or below ground level.
- 8.42 The Borough Council strongly encourages the use of the Archaeology and Historic Buildings Record<sup>125</sup> and the Archaeological Alert Map<sup>126</sup>. These important sources of information are regularly updated as new information becomes available. Although non statutory the Archaeological Alert Map aims to broadly identify areas more likely to contain archaeological remains based on the many historic maps of the Borough. Gosport is poorly provided with definitive histories of the development of the area so archaeological and historic background information is considered important. Other local historic information sources include the Gosport Local Studies Centre. Where necessary, applicants may need to engage appropriately qualified historic building consultants or archaeologists.
- 8.43 Advice on the information likely to be required in support of an application can be sought from the Borough Council at pre-application stage and careful thought will be given to the proportionate level of information that may be required.

<sup>125</sup> <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

<sup>126</sup> For details see Hampshire CC

Determining proposals affecting designated assets (points 3-5 of Policy LP11)

- 8.44 The Borough Council will determine planning applications affecting designated assets including Listed Buildings, Registered Parks & Gardens and Scheduled Ancient Monuments, as well as applications for Listed Building consent, in accordance with national guidance, including the NPPF and the Local Plan policies. Proposals which involve the carrying out of works to a Scheduled Ancient Monument require Scheduled Ancient Monument Consent from the relevant Government department.
- 8.45 Proposals which harm the significance of a designated asset will not be permitted including proposals which have a detrimental impact on the historic and architectural character of the building or structure. This could include the removal, repair, replacement or alteration of internal and external features of a building which affect its character.
- 8.46 In many cases the most appropriate use for a historic building is that for which it was originally constructed and this should, where possible, be retained. However in many cases this use will no longer be practical or viable and a new use will have to be found. New uses should avoid the need to remove architectural or historic features, should respect the integrity of the built form and quality of spaces within the building, and avoid or minimise the introduction of new structural features.
- 8.47 The setting of an historic asset often forms an important part of the character of a historic structure including landscaped grounds, the walls and outbuildings, the historic plan form of a military complex or a broader layout of an historic settlement. New development will need to pay particular attention to its impact on a setting and justify how it preserves or enhances the setting.
- 8.48 In relation to the Borough's Registered Park & Garden particular regard will be given to protecting the unique historic landscape in development proposals. Where proposals are made for restoration it will be necessary for the applicant to show that the work proposed would not detract from the character and significance of the landscape.
- 8.49 In certain cases planning permission may be granted for proposals which affect the character and setting of a designated asset and would normally be considered contrary to policy. Such proposals would be assessed in accordance with English Heritage's guidance on 'enabling development'<sup>127</sup> which recognises that the proposal would secure the future conservation of a heritage asset and that the benefits of such a scheme outweighs the disbenefits of departing from the national and local policies.
- 8.50 When assessing proposals the Borough Council recognises that new development can make a positive contribution to a historic asset in a number of ways. For example a poor quality modern development or gap in a town centre location could be significantly enhanced by new build which respects the proportioning and layout of an historic streetscene. Another example would be where a new build is located to create a high quality landmark that may respect an historic layout but not necessarily be 'pastiche' in design. New and exciting design can add significantly to a streetscene and enhance heritage assets and such proposals will be positively considered.

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<sup>127</sup> <http://www.english-heritage.org.uk/publications/enabling-development-and-the-conservation-of-significant-places/>



## **POLICY LP12: DESIGNATED ASSETS: CONSERVATION AREAS**

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

### **EXPLANATION OF POLICY LP12**

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

- 8.51 The Borough will endeavour to provide up to date information about the significance of Conservation Areas, their local distinctiveness and character, and identify features of interest. The Borough Council has produced detailed appraisals for many of the Borough's Conservation Areas which provide detailed information relating to significant features<sup>128</sup>. From time to time the Borough Council will consider identifying additional Conservation Areas where evidence suggests that this is appropriate. The Borough Council will ensure that an area justifies such status because of its special architectural or historic interest.

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

- 8.52 In determining planning applications for new development including changes of use within designated Conservation Areas the Borough Council will pay special attention to whether a proposal preserves or enhances the character or 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.

<sup>128</sup> Details of the Borough's Conservation Areas can be found at <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation-areas/area-appraisals/>

- 8.53 Where a development proposal is likely to have a significant impact on a Conservation Area, the applicant should provide the Borough Council with an appropriate detailed assessment of the special interest of the area and how a proposal would preserve, sustain and enhance the area.
- 8.54 In assessing the potential impact of proposed development in a Conservation Area the guidelines set out by English Heritage in their Policy Statement on Enabling Development will be adopted.
- 8.55 The character of a Conservation Area is most often created by its buildings and spaces, so the loss of either a single building or a small group (whether listed or not) can have a significant and often disproportionate impact on the area's appearance. Any proposals to demolish a building should consider the contribution it makes to the character and appearance of the Conservation Area and the likely impact of demolition on the preservation or enhancement of the Conservation Area.
- 8.56 The Borough Council will aim to retain existing buildings within Conservation Areas where they have been identified as contributing to the character or appearance of the area, and will periodically review the identified buildings which make this contribution. There are occasionally cases where demolition could, as a last resort, be accepted. A full assessment will be required against the criteria set out in the NPPF and the latest Government best practice note<sup>129</sup>. Where the loss of a whole or part of a building is permitted by the Borough Council it will be necessary to ensure that new development will proceed after the loss has occurred as set out in the NPPF.
- 8.57 The Borough Council will treat favourably proposals for new development in a Conservation Area or its setting which enhance or better reveal their significance.

#### **POLICY LP13: LOCALLY IMPORTANT HERITAGE ASSETS**

- 1. The Borough Council will aim to preserve and enhance locally important heritage assets and will consider revisions to the Local List of Heritage Assets dependent on any new information.**
- 2. Planning permission for a development which affects a locally important heritage asset will be permitted provided that:**
  - a) the location, form, scale, massing, density, height, layout, landscaping, use and external appearance of the proposal preserves or enhances the asset; and**
  - b) an appropriate historic desk based study, or field evaluation in the case of archaeological interest, has been carried out demonstrating how the proposal will preserve or enhance the locally important heritage asset.**
- 3. Planning permission will only be granted where a proposal could result in harm to, or the loss of, a locally important heritage asset if it:**
  - a) can be demonstrated that the benefits of the development outweighs the asset's historical, architectural or archaeological significance;**
  - b) demonstrates that any new development would proceed within**

<sup>129</sup> Currently PPS5 Historic Environment Planning Practice Guide

- 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 LP13

#### Overall approach (Point 1 of Policy LP13)

- 8.58 Locally important heritage assets include Locally Listed Buildings, Parks & Gardens of Local Historic Interest, archaeological sites that are not of national importance and other features of the historic landscape.
- 8.59 The Locally Listed Buildings are considered by the Borough Council to be of local historic or architectural interest or make a particular contribution to the appearance of an area by way of their location within the townscape. In each case their preservation or enhancement warrants special consideration in determining any proposals relating to them.
- 8.60 There are also a number of important historic parks or landscapes in the Borough including Parks & Gardens of Local Historic Interest which have been identified on the Hampshire Register of Historic Parks & Gardens<sup>130</sup>. These add significant value to the sense of place and often form the setting of Listed Buildings or are located within Conservation Areas.
- 8.61 The latest Local List of Heritage Assets includes Locally Listed Buildings and Parks & Gardens of Local Historic Interest is included on the Council's website<sup>131</sup>. 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 2. These additional heritage assets will be covered by Policy LP13.
- 8.62 In appropriate cases the Borough Council will consider the use of Article 4 Directions to remove permitted development rights where this would safeguard features of importance.
- 8.63 Archaeological sites are identified on the Archaeology and Historic Buildings Record (AHBR) and selection for inclusion is subject to the agreement of the County Archaeologist.

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

- 8.64 Heritage assets are a finite and valuable resource and the presumption will remain in favour of preserving, sustaining or enhancing a heritage asset. Although Locally Important Heritage Assets do not enjoy the protection of statutory listing, the Borough Council will afford considerable and appropriate weight to the desirability of preserving or enhancing buildings or structures contained on the Local List. Applications affecting an asset included on the Borough Council's Local List of Heritage Assets will be advertised in the same way as for a Listed Building.
- 8.65 Some assets should be preserved due to their unique interest and value to Gosport, and by their very nature some 'redundant' features, including for

<sup>130</sup> based on research carried out by Hampshire County Council and the Hampshire Gardens Trust.

<sup>131</sup> Currently the Local Listed Buildings can be found at <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-guide/gosport-list-of-buildings-of-local-interest/>  
A combined 'Local List of Heritage Assets' will be available later.

example areas of historic defences, may not have obvious economic value but will be of significant historic value to the area and the sense of place.

- 8.66 Development proposals which may affect archaeological sites and monuments that are not statutorily protected (i.e. local important heritage assets) will be carefully assessed to ensure that the impact on such sites is minimised. Where there is evidence, for example from historic maps, that archaeological remains may exist, the Borough Council will require applicants to arrange for the carrying out of a field assessment prior to the application being determined in consultation with the County Archaeologist.
- 8.67 There are inevitably sites with archaeological interest in the Borough that are not currently designated as scheduled monuments, but which are found to be, through further evidence, of demonstrably equivalent significance. Such sites will be treated as if they are designated heritage assets.
- 8.68 Where the physical preservation of archaeological remains is not considered possible or feasible the Borough Council may require applicants to make provision for investigating and recording. Recording of locally important archaeology will be required where they are to be harmed or lost. Planning permission will be refused where applicants have not sought to accommodate archaeological requirements.
- 8.69 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.
- 8.70 Research and documentation should be deposited with the AHBR and relevant Record Office, subject to advice of the County Archaeologist.
- 8.71 When determining planning applications which affect Locally Important Heritage Assets the Borough Council is required to have regard to the scale of any harm or loss and the significance of the heritage asset. When considering proposals the following factors will be taken into consideration:
- the particular contribution of the asset to the special character of the area and sense of place;
  - its value, whether it forms part of an important group of buildings, or a key phase in the historic development of Gosport;
  - the importance of the asset in terms of its rarity, archaeological or historic interest;
  - the degree of harm proposed;
  - whether the nature of the asset prevents all reasonable use and whether marketing has demonstrated that it is not viable in the medium to long term; and
  - the benefits (economic, environmental and/or social) of a proposal outweigh the significance of the asset.
- 8.72 There may be some circumstances where enabling development may be acceptable. In these instances the proposal would be contrary to policy but it would secure the future conservation of the heritage assets and consequently the benefits would outweigh any potential harm. The Borough Council will

use English Heritage's guidance on enabling development<sup>132</sup> to assess such proposals.

8.73 Where a loss of a locally important heritage asset is proposed and the developer has provided clear evidence in relation to the above criteria, the Borough Council will only consider such a loss if:

- the proposed scheme is of high quality which enhances the local setting; and
- that the new development will proceed within a reasonable and agreed timescale.

## OTHER DESIGN POLICIES

### POLICY LP14: MARINE PARADE AREA OF SPECIAL CHARACTER

**1. Within the Marine Parade Area of Special Character (as shown on the Policies Map) development proposals will be permitted subject to the following criteria and the guidance set out in the Marine Parade Area of Special Character SPD:**

- a) new development schemes reflect the scale and layout of nearby development;**
- b) a high standard of design and layout is achieved that reflects the townscape qualities and visual appearance of the seafront;**
- c) there is proper and adequate protection given to the residential amenities of adjoining properties; and**
- d) 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 maintains road safety;**
  - ii) there would be no significant increase in traffic flow; and**
  - iii) it would not be detrimental to the overall character and design of the new scheme.**

### EXPLANATION OF POLICY LP14

8.74 When viewed in its entirety, the seafront at Lee-on-the-Solent forms one of the most distinctive stretches of urban coastline on the Solent. It is characterised by detached 2 to 3 storey buildings with some higher development of 4 and 5 storeys set in regular plots and forming a continuous urban edge behind the Promenade and clifflands.

8.75 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).

8.76 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

<sup>132</sup> <http://www.english-heritage.org.uk/publications/enabling-development-and-the-conservation-of-significant-places/>



Supplementary Planning Document (SPD). Although there are a few examples of late Victorian seaside architecture, the buildings are of more value as a group. Given their combined townscape quality and visual prominence along the seafront and from the Solent, the Borough Council regards the overall appearance and character of the seafront area as meriting special consideration in determining proposals for development.

- 8.77 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.
- 8.78 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.
- 8.79 These are all important qualities which define the area's built form and can help guide potential development and detailed guidance is contained within the SPD. In addition the Daedalus SPD sets the design context for development proposals along Marine Parade frontage within the Daedalus site.
- 8.80 The issues relating to vehicular access are further detailed in the Marine Parade Area of Special Character SPD.

#### **POLICY LP15: SAFEGUARDED AREAS**

- 1. The Borough Council will consult appropriate organisations before granting planning permission for certain types of development which fall inside the identified Safeguarded Areas.<sup>133</sup>**
- 2. The construction of new buildings and structures should not interfere with broadcast and telecommunications services.**

#### **EXPLANATION OF POLICY LP15**

##### Identified safeguarded areas (point 1 of policy LP15)

- 8.81 These are a number of safeguarded areas within the Borough which have design implications for proposed buildings within these areas. There may also be restraints on particular uses in some instances. As the boundaries of these areas can be subject to change at short notice the Borough Council has

<sup>133</sup> The latest safeguarding maps provided by the appropriate agencies are shown at [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

not shown them on the Policies Map. Instead the latest areas are shown on the Council's website.<sup>134</sup> Under the provisions of the Government Circular 01/05: *Safeguarding aerodromes, technical sites and military explosives storage areas* the Borough Council is required to consult the relevant organisation regarding development proposals for buildings, structures and works within the safeguarded areas. The types and characteristics of each safeguarded area are set out below.

- 8.82 Defence Munitions Safeguarded Area: This area covers Bedenham and Frater as well as parts of Hardway and Elson and the precise boundaries are subject to change. The Defence Infrastructure Organisation (DIO) will need to be consulted in this instance who will advise developers on issues such as buildings materials and construction techniques for proposals within this safeguarded area.
- 8.83 Aerodrome Safeguarding Area for Daedalus: The outer boundary of this safeguarded area covers most of the Borough and may have implications for building heights. The inner zones have the most stringent safeguards. The Civil Aviation Authority and airfield operator are the relevant organisations for consultation in this instance where height specifications are exceeded<sup>135</sup>.
- 8.84 Fleetlands Safeguarded Area: There are various height and construction material restrictions associated with different zones around this helicopter services facility as well as the requirement to consult on particular types of uses which could increase bird activity.
- 8.85 Southampton Airport Safeguarded Area: This covers the whole Borough and the relevant authorities must be consulted on any applications for wind farm proposals within a 30km radius of the airport due to the potential for interference with radar signals, and disruption to air traffic control systems.

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

- 8.86 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:**

Access for Disabled People: A Good Practice Guide (ODPM 2003)  
[www.communities.gov.uk/publications/planningandbuilding/planningaccess](http://www.communities.gov.uk/publications/planningandbuilding/planningaccess)

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

By Design- Better Places to Live (CABE 2001)  
<http://www.communities.gov.uk/publications/planningandbuilding/betterplaces>

By Design - Urban Design in the Planning System: Towards Better Practice (CABE/DETR 2000) [www.cabe.org.uk/files/by-design-urban-design-in-the-planning-system.pdf](http://www.cabe.org.uk/files/by-design-urban-design-in-the-planning-system.pdf)

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

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

<sup>134</sup> [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>135</sup> Details set out with map [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Enabling Development and the Conservation of Significant Places (English Heritage June 2012) [www.english-heritage.org.uk/publications/enabling-development-and-the-conservation-of-significant-places/](http://www.english-heritage.org.uk/publications/enabling-development-and-the-conservation-of-significant-places/)

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

Local List of Heritage assets (GBC-on-going)

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

Marine Parade Area of Special Character SPD (GBC May 2007)

Safer Places The Planning System and Crime Prevention (ODPM 2004)  
<http://www.communities.gov.uk/publications/planningandbuilding/saferplaces>

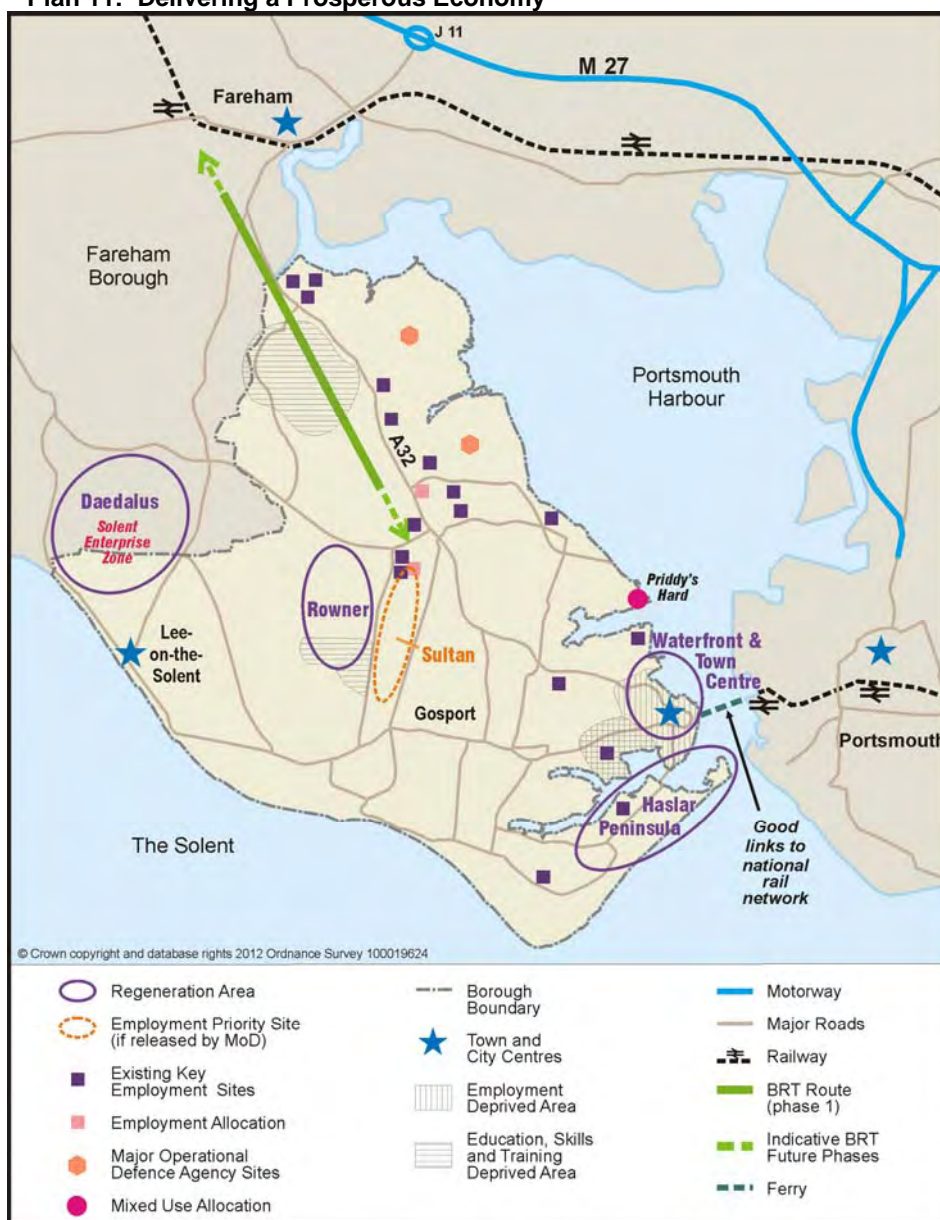
## 9.0 DELIVERING A PROSPEROUS ECONOMY

### Vision: Delivering a prosperous economy

Gosport's local economy will be thriving and diverse. There will be a good choice of jobs on the peninsula and people will have the opportunity to work close to home. The economy will build on its strengths in the marine, aviation, aerospace and advanced manufacturing sectors. Key employment assets will be protected and utilised for new employment opportunities. The tourism sector will be promoted.

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

### Plan 11: Delivering a Prosperous Economy



## INTRODUCTION

9.1 There are a number of factors that make Gosport a good place to attract new businesses including:

- Good skill levels in a number of high-tech industries;
- A cluster of businesses in a number of sectors including aviation, aerospace, marine and advanced manufacturing with linked employment assets and benefits of being located in close proximity to each other;
- The traditionally lower land values in this part of Hampshire may make the site attractive for emerging sectors and businesses that need to keep costs low particularly whilst becoming established;
- Relatively low housing costs in Gosport compared to other parts of the South East;
- The coastal location offers a good quality of life; and
- Relatively good access to the motorway compared with many areas of the UK, particularly off-peak.

9.2 There are however economic issues facing the Borough which need to be addressed. These are summarised in the box below<sup>136</sup>. Addressing these problems have shaped the Spatial Strategy (Section 6) and directed the development objectives of each of the Regeneration Areas (Section 7).

### Local Context

#### **Box 9.1: Summary of key economic issues<sup>137</sup>**

- Significant loss of local employment over the last 30 years due to release of MoD sites and the loss of other manufacturing jobs.
- The Borough has the lowest job density in the South East.
- Increased out-commuting on restrained 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.

<sup>136</sup> Further detail in the Employment Background Paper.

<sup>137</sup> Further detail in the Employment Background Paper and the various evidence studies identified therein.



9.3 This section focuses on five elements which relate to the need to increase the number of jobs and ensuring modern business can operate effectively thereby helping to increase productivity. Each has a related policy which is set out separately below:

- The need to ensure there is sufficient land for employment floorspace as well as making the best use of key employment assets in order to attract new employment (Policy LP16)
- The need to ensure that there is an increase in local skill levels which meet the demands of new investors (Policy LP17);
- The need to develop the local tourism industry to make the most of Gosport's waterfront setting and naval history (Policy LP18);
- The need to ensure any further marina and other coastal development, which can enhance the local economy, is suitably sited in relation to environmental and other considerations (LP19); and
- The need to ensure business is served by modern telecommunications technology (Policy LP20).

#### **POLICY LP16: EMPLOYMENT LAND**

- 1. The Borough Council will ensure provision is made for at least 84,000 sq.m. of net additional employment floorspace.**
- 2. The Borough Council will ensure that new employment land is provided by identifying:**
  - a) major development sites (as shown on the Policies Map) that have opportunities for significant employment creation including the Gosport Waterfront and Town Centre (LP4), Daedalus (LP5), and the Haslar Peninsula (LP6);**
  - b) other Employment Allocations (as shown on the Policies Map) (LP9B); and**
  - c) HMS Sultan as an Employment Priority Site (as shown on the Policies Map) if opportunities arise (LP3).**
- 3. Employment assets (such as the waterfront access, airfield access or specialist on-site facilities) will be protected.**
- 4. Existing employment land (as shown on the Policies Map), will be safeguarded for employment purposes (B1, B2 and B8). Planning permission for other types of economic development<sup>138</sup> on existing employment land will be granted if it can be demonstrated that:**
  - a) the use will generate similar or higher levels of employment than the existing use;**
  - b) the use is compatible with neighbouring uses within the employment site; and**
  - c) the relevant tests in Policy LP29 regarding town centre uses are met.**
- 5. In exceptional 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**

<sup>138</sup> See definition in Box 9.2  
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**employment uses or other types of economic development; and  
b) the overall proposed development will achieve employment densities equal to or greater than recent employment densities on site.**

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

## **EXPLANATION OF POLICY LP16**

### **Overall approach**

- 9.4 It is clear that Gosport's out-commuting and congestion problems together with the presence of significant pockets of deprivation has led the Borough Council to conclude that an employment led approach, which will deliver urban regeneration and provide local job opportunities is the most appropriate solution. The employment led strategy includes the need to identify major sites for employment and protect key assets.
- 9.5 The development of existing business clusters (including marine, aviation, aerospace and advanced manufacturing sectors) will be encouraged as well as the promotion of new sectors. It is therefore important to build upon existing strengths and assets in Gosport to support these key clusters. The development of existing clusters and/or the emergence of new ones will impact on the level of demand for new employment floorspace and the type of premises required. Some of these businesses will require that premises have particular locational attributes. In many cases individual businesses enjoy benefits of being located within an area where there are other businesses within a cluster. These benefits include the use of specialised facilities, being part of a specialised supply chain, benefiting from a positive local reputation, sharing knowledge and expertise, and the ability to lobby for mutual interests. In addition such clusters support other local businesses including a range of service industries (e.g. catering, retail, business services such as accountancy) which may develop their own linked specialism.
- 9.6 The PUSH Economic Development Strategy<sup>139</sup> has identified that the office and business service sectors will be one of the key areas of employment growth over the next twenty years and consequently growth in this sector in the Borough should be facilitated. It is recognised that this sector is currently limited in the Borough and that whilst other locations in South Hampshire will be more attractive for office growth, such as the city centres, there are parts of the Borough that are particularly suitable for this type of development. It is considered that office development should be located primarily on sites within and on the edge of Gosport Town Centre or sites with relatively good public transport access. It is considered that there are potential opportunities on Gosport Waterfront for offices overlooking the harbour. These would have the benefit of being sited in an accessible location adjacent to the Town Centre with all the relevant facilities as well as good transport connections including bus services and regular ferry connections to the national rail network.
- 9.7 Sites for other employment purposes will be on land with access to the Borough's main road network, with good public transport access and will be compatible with the character and amenities of the local area.

<sup>139</sup> PUSH Economic Development Strategy (DTZ - October 2010)  
December 2012

- 9.8 To compensate for the significant loss of jobs in the Borough over the past few decades caused by Ministry of Defence rationalisation it is important that employment sites are maintained and developed most effectively, generating significant job opportunities. It will therefore be important to encourage medium to high density employment uses<sup>140</sup> 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<sup>141</sup>. Consequently the Borough will have a limited demand for large scale strategic warehousing. Instead this sector is likely to occur in connection with manufacturing businesses in the Borough or be on a smaller scale with more intensive employment levels serving a local market.

Employment Floorspace Targets (Point 1 of policy LP16)

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

Proposed Employment Sites (Point 2 of policy LP16)

**Allocations**

- 9.10 The allocations to contribute to the above target include a number of strategic mixed-use sites and a number of smaller employment allocations which are shown on the Policies Map. New employment opportunities will generally be located on brownfield sites within the urban area.
- 9.11 The three strategic sites with significant potential for employment are Daedalus (Policy LP5), Gosport Waterfront and Town Centre (LP4), and the Haslar Peninsula (LP6) which have been identified as mixed-use sites. Daedalus has been identified as an Enterprise Zone and is of sub-regional significance with a focus on marine, aviation, aerospace and other advanced manufacturing clusters (see paragraphs 7.61-7.66). Gosport Waterfront has the potential for marine employment with new office development in both the Town Centre and Waterfront areas. Royal Hospital Haslar has the potential for health related employment with Blockhouse having assets which are appropriate to the marine sector. In addition smaller employment allocations have been identified (see Policy LP9B) which contribute to the overall proposed quantum. Smaller sites include the former Frater House site and land on Grange Road, south of Huhtamaki.

**Employment Priority Site**

- 9.12 The HMS Sultan site has been identified as an employment priority site in order to ensure that if the site is released by the MoD it retains its role as a major employment site in the Borough.
- 9.13 HMS Sultan employs large numbers of people primarily linked to its role as a training base. It employs almost 2,600 people (including approximately 1,350

<sup>140</sup> Medium to high employment densities are considered to be within the range 15-40sq.m per employee

<sup>141</sup> PUSH Property Requirements for distribution and Logistics ( Roger Tym & Partners 2008)

trainees, 450 service personnel and 800 civilians)<sup>142</sup>. The Borough Council strongly supports the retention of this important function at Sultan and will encourage opportunities to expand its role. The site also accommodates advanced engineering training to private sector companies and consequently there may be further opportunities in this sector. The site relates well to the Borough's existing strengths in advanced manufacturing and aerospace clusters.

- 9.14 There is uncertainty regarding the future of this site as the MoD reviews its strategic land needs and training estate. Following the Strategic Defence and Security Review 2010 it remains unclear whether the MoD will retain the site for other defence purposes. If released it will be imperative that the site is re-used for new employment to at least replace the lost employment but also take the opportunity to increase employment densities. The re-use of the specialist training facilities as well as the use of premises for advance manufacturing, marine and aviation businesses are considered to be key opportunities. Due to the uncertainty it is not appropriate to include the site as part of the current employment land supply but ensure that such sites are used for employment if released. The Council's priority would be to continue to argue for its retention as an MoD centre of excellence for training.

Employment Assets (Point 3 of policy LP16)

- 9.15 The Borough Council considers that it is important to protect employment assets that have the potential to attract new employment opportunities. The importance of waterfront access has been outlined by the Solent Waterfront Strategy (SEEDA 2007) which identifies significant stretches of the Gosport Waterfront as having potential for marine businesses. Other identified employment assets include access to the runways at Daedalus and could also include specialised marine facilities on Blockhouse if released. It is important that options to use such assets are fully explored for employment opportunities before being released for other uses.

Protecting existing employment sites (Point 4 of policy LP16)

- 9.16 The Employment Land Review (ELR) assessed the appropriateness of existing employment sites and recommendations have been made regarding which sites should be protected for employment use. These sites are identified on the Policies Map. The ELR will be periodically reviewed to determine if the allocated sites are still appropriate.
- 9.17 It is considered that employment sites should be predominately for B1, B2, and B8 uses, however it is accepted that in certain instances in order to generate new employment opportunities and contribute towards genuine sustainable communities other economic uses (as defined in Box 9.2) could be accommodated on employment sites.

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<sup>142</sup> The Impact of the Defence Sector on the Economy of Gosport (University of Portsmouth 2008)  
December 2012

**Box 9.2: What is economic development?**

For the purposes of policy LP16, economic development includes:

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

This definition does not apply to housing development.

9.18 This approach is very much in accordance with Government policy which aims to ensure that local authorities avoid designating sites for single or restricted use classes. In such instances it will be necessary for a developer to demonstrate the following criteria are met.

- *Alternative uses and employment levels:*  
When proposing non B1, B2 or B8 uses the applicant would need to demonstrate that the proposal would create at least the same number of jobs than the existing premises has achieved over the past three years. This period is considered a reasonable length of time within the business cycle to provide a fair understanding of the potential levels of employment that can be achieved on the site.
- *Compatibility:*  
When determining the appropriateness of a non B1, B2 or B8 use on a site it will be necessary to ensure the use will not have a detrimental environmental impact on neighbouring businesses and vice versa.
- *Alternative sites and meeting relevant tests:*  
It will be necessary to consider whether a proposed non B1, B2 or B8 use can be more suitably located elsewhere in the Borough and whether sites or premises are reasonably available. In particular town centre uses should meet the tests set out in Policy LP29. Similarly other uses such as community facilities should firstly be located in existing centres or within neighbourhoods in accordance with other policies in the Local Plan. If no such sites are available the use may be appropriate on the employment site if it is compatible with other employment uses on the site and sufficient jobs are generated.

9.19 The Borough Council will continue to safeguard employment sites and will consider a wide range of employment uses. The Borough 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.

9.20 Residential uses will not normally be considered as there is sufficient brownfield land already identified to meet more than the Borough's housing target. However there may be exceptional circumstances where the development of dwellings on part of the site could be considered acceptable to the Council. Primarily this is when the proposed residential development would enable the refurbishment and/or redevelopment of older industrial buildings in order to create new employment premises. In such cases the



applicant would need to demonstrate that the new employment site would create at least the same number of jobs that the existing premises has achieved over the past three years and that it is not viable to redevelop the whole site for employment purposes. The applicant would also need to provide evidence regarding financial viability and that the proposed level of housing is required to refurbish or redevelop the rest of the site. The applicant will also have to demonstrate how the existing premises have been marketed for employment uses.

Live/work units (Point 5 of policy LP16)

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

## **POLICY LP17: SKILLS**

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

## **EXPLANATION OF POLICY LP17**

- 9.22 The need to improve the skills of the local population is considered one of the most critical issues for the Borough's economy and its residents. The need to address this issue has heightened due to the recession as competition for work intensifies and there is an increasing requirement for re-training.
- 9.23 The PUSH Economic Development Strategy<sup>143</sup> recognises that South Hampshire 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. It is recognised that there are numerous barriers for residents to overcome in order to gain access to employment opportunities including poor health, low skills and family responsibilities. Improving the skills base will help residents to retain employment and progress with greater prospects for higher wages. Appropriate training and support can ensure more people can gain employment and thereby help improve social and economic well-being. Developing the local skills base is necessary to help attract investment, provide new job opportunities and reduce the need to out-commute. The alternative of relying on workers from outside the Borough will not ease local

<sup>143</sup> PUSH Economic Development Strategy (DTZ October 2010)  
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deprivation and represents a missed opportunity to improve skills at the same time as regenerating the Borough's brownfield sites.

- 9.24 There are a range of measures which can enhance access to jobs including: training to develop skills and achieve qualifications; lifelong learning; apprenticeships; advice to help apply for jobs; guaranteed interviews; training/work experience; childcare provision; and transport measures.
- 9.25 There are a number of initiatives at sub regional and local levels to increase the educational attainment and skills in the area and reduce barriers to learning and employment. This includes measures to improve local access to training. The Borough Council recognises that there are a number of agencies working in partnership to increase skill levels and reduce barriers to work and will continue to work with these organisations.
- 9.26 The Borough Council recognises that initiatives will need to:
- Meet the anticipated growth in demand for workers with qualifications of NVQ Level 2 and above (i.e. those with equivalent of 5 GCSEs A-C Grade);
  - Reduce the number of young people not in education, employment or training (NEETs);
  - Deliver inclusive learning opportunities in community and workplace settings, targeting those with no qualifications or NVQ Level 2 and below;
  - Address skill shortages in priority sectors (e.g. marine<sup>144</sup>); and
  - Assist in retaining people in employment and encourage progression.

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

- 9.27 Where appropriate the Borough will negotiate with a developer to secure training opportunities as part of the development of a site. The Borough Council has produced its own practice guide outlining the process for securing training and employment in relation to major development which relate to local priorities<sup>145</sup>. Key measures the Borough Council will seek include:
- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Work placement (14-16 yrs &amp; 16-19 yrs)</li> <li>• Career advice</li> <li>• Work trials and Interview guarantees</li> <li>• Vocational training</li> <li>• Leadership and management training</li> <li>• Support with transport, childcare and work-equipment</li> <li>• Financial contributions towards relevant training schemes within the area</li> </ul> | <ul style="list-style-type: none"> <li>• Curriculum Support Activities</li> <li>• Pre-employment training</li> <li>• Apprenticeships</li> <li>• Supervisor training</li> <li>• Health and safety</li> <li>• Construction skills certificate scheme</li> </ul> |
|---|---|
- 9.28 This policy applies to major generating developments including retail, leisure and office development greater than 1,000 sq. m; industrial development greater than 2,000 sq. m; warehouse development greater than 4,000 sq. m

<sup>144</sup> As recognised by SEEDA's Solent Waterfront Strategy.

<sup>145</sup> See GBC practice guidance

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

(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<sup>146</sup>.

- 9.29 Measures will be negotiated to be appropriate to the specific development and secured by a legal agreement in the form of a training and employment plan. It is envisaged that for most commercial developments the Borough Council will seek to secure 'in-kind' measures rather than financial contributions, which will only be sought where it is not possible to secure 'in-kind' measures. For residential developments of 40 or over the Borough will seek to secure training measures relating to the construction industry as well as a financial contribution towards training schemes in the area which in principle could be accessed by residents of the new housing.

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

- 9.30 It is important for the Borough Council to facilitate the creation of improved and new facilities to enable training and learning. This can be achieved by ensuring that sufficient land is made available in accessible locations.
- 9.31 The Borough has had a strong tradition for training the armed forces which is still evident at HMS Sultan and Blockhouse. However the contraction of the MoD presence in the Borough and uncertainties regarding the future training function at HMS Sultan could potentially reduce this role. It is important that significant training assets including specialist facilities such as the Diving Tank at Blockhouse and specialist engineering facilities at HMS Sultan are retained unless it can be demonstrated that they are no longer required by alternative training providers.
- 9.32 It is considered that if or when these sites are released by the MoD it will be important to assess whether any of the specialist training facilities and support facilities (for example classrooms, catering and accommodation) could be utilised by other organisations for training purposes. It will also be appropriate to safeguard other premises used for training in the Borough which are not related to military use. There may be scope on certain sites for new facilities to be built to meet modern training requirements for other sectors.
- 9.33 The Daedalus site has the potential to include training facilities to support local clusters. The provision of skills and training facilities at Royal Hospital Haslar, particularly for medical and care sectors will be supported as well as any high-tech training in connection with uses at the Haslar Marine Technology Park.
- 9.34 Any additional training sites will be permitted provided they accord with the other Local Plan policies.

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<sup>146</sup>See GBC practice guidance for further explanation of how these thresholds were derived.

## **POLICY LP18: TOURISM**

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

### **EXPLANATION OF POLICY LP18**

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

9.35 Tourism opportunities as referred to in the policy can include:

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

9.36 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 potential taking advantage of its coastal location, including its marinas and maritime heritage. Further development should complement both the significant heritage attractions in Portsmouth, particularly the Historic Dockyard, as well as sites such as the Spinnaker Tower and Gunwharf Quays. This will include working with partners on a cross-harbour basis.

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

#### Location of tourism opportunities (Point 2 of policy LP18)

9.38 Brownfield sites adjacent the Solent and Portsmouth Harbour will be a key focus for the development of tourism opportunities including Gosport Waterfront and Town Centre (LP4), Daedalus (LP5), Royal Hospital Haslar and Blockhouse (LP6), Priddy's Hard and the Gosport Leisure Park (LP9D). These sites have attributes that offer the potential to develop a range of facilities that will enhance the tourism sector. Whilst some of these sites are town centre or edge of centre sites it is acknowledged that certain proposed sites are further from the Town Centre. However these are considered acceptable locations for hotel and other tourism proposals in order to make good use of the tourism assets of the immediate locality such as the

waterfront and historic setting. Proposals on these sites will either make best use of a historic building or add to the overall viability of a mixed use development.

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

Safeguarding existing tourism accommodation (Point 3 of policy LP18)

- 9.40 Evidence<sup>147</sup> demonstrates a need for new hotels in the Borough. These new hotels together with the existing accommodation are considered critical for developing the local tourism industry and bringing additional multiplier effects into the wider economy. There is currently limited tourist accommodation in the Borough and consequently the loss of just one hotel for redevelopment would represent a loss of a large proportion of its tourist bedspaces. Consequently the Borough Council, supported by Tourism South East will protect existing hotels and other tourist accommodation from redevelopment to other uses.

- 9.41 Tourism South East advise that experience elsewhere has shown that operators may deliberately over-price accommodation, under market-it or allow a facility to become run-down as a pre-cursor to applications for redevelopment, using arguments such as 'poor performance' and 'lack of demand'. Consequently any proposals that would result in the loss of tourist accommodation would need to be accompanied with sufficient evidence to demonstrate that there is no demand for the accommodation. These measures would apply to hotels, bed and breakfasts, tourist static caravan and camping facilities. As a guide the following information will be sought where applicable:

- a marketing report covering at least 6 months to show that the property was marketed at a competitive and realistic price and through appropriate media and mainstream tourism publications; and
- evidence of a clear and demonstrable lack of demand based on evidence of the preceding three years occupancy rates where applicable as well as any other relevant factors such as previous marketing or business plan.

- 9.42 Whilst six months is considered a reasonable length of time to market a property it is acknowledged that in some cases it may be more appropriate to consider a longer marketing period particularly if it is a large premises or site. There may also be circumstances where a shorter marketing period may be acceptable. Further advice should be sought from the Borough Council on this matter.

- 9.43 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.

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<sup>147</sup> PUSH Hotel Study (Hotel Solutions April 2010)  
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## **POLICY LP19: 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 Queen's Harbour Master in that it does not have a detrimental impact on the movement of marine traffic in the Harbour and surrounding waters;**
  - c) is supported by adequate on-shore facilities;**
  - d) does not harm the distinctive landscape and heritage assets of the coastline;**
  - e) incorporates designs that are appropriate to existing and proposed sea defences; and**
  - f) does not constrain further development of the waterfront or access to other sites with the potential for development.**

### **EXPLANATION OF POLICY LP19**

#### Extension of marinas and mooring (Point 1 of policy LP19)

- 9.44 The Borough Council recognises the importance of marinas for the local economy which supports a wider sailing community and supply chain and can bring visitors to the Borough. The Borough currently has three marinas (Gosport, Haslar and Royal Clarence) as well as a number of sizeable areas of moorings including those linked to the Ministry of Defence. Proposals for new marinas or extensions to marinas and moorings must meet the criteria set out in Policy LP19 and detailed below.

#### Nature conservation (Point 1a of policy LP19)

- 9.45 The detailed considerations in relation to this issue are set out in Policy LP43.

#### Marine Traffic considerations (Point 1b of policy LP19)

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

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

- 9.47 Marinas and mooring often require the provision of additional on-shore facilities such as long term car parking, a boat compound for winter lay-up and storage of trailers. It may also be appropriate for the development of associated uses such as a chandlery, administrative facility, and leisure uses such as cafés and restaurants.

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

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

Flood defence issues (Point 1e of policy LP19)

- 9.49 It is important that any proposals do not compromise the integrity and continuity of the sea walls and consequently it will be necessary to consult with the Environment Agency and the East Solent Coastal Partnership. Consideration will need to be given to Government advice in the NPPF and reflected in Policy LP46.

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

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

**POLICY LP20: INFORMATION AND COMMUNICATIONS TECHNOLOGY**

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

**EXPLANATION OF POLICY LP20**

Promoting new ICT technology (Point 1 of policy LP20)

- 9.51 Information and Communication Technologies (ICT) includes high speed broadband and 3<sup>rd</sup> and 4<sup>th</sup> generation telecommunication technology (often referred to as 3G and 4G) for laptops, wireless modems, smart phones and other mobile devices. It is a constantly advancing area of technology which often requires rapid changes in infrastructure.
- 9.52 ICT is commonly recognised as the most significant driver of economic, social and cultural change in the past twenty years and in an increasing globalised society this trend is set to continue, if not accelerate. Such technology can help deliver a number of benefits including:

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

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

Telecommunication masts (Point 2 of policy LP20)

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

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

9.56 Where new sites are required they should be sympathetically designed and not detract from important heritage, townscape and nature conservation interests. Equipment should be designed and sited to avoid adverse impact on the character of the area and the appearance of any building. The height of the proposed mast/antenna, the nature of ancillary equipment and the scope of landscaping and screening will be considered. In some instances the impact of these masts may be lessened by use of camouflaging. Proposals must have regard to areas of landscape prominence and environmentally sensitive areas, such as settlement gaps, Conservation Areas, the coast and harbour and areas of nature conservation value. All telecommunications

development is subject to the normal statutory procedures in so far as Listed Building consent is concerned. In addition to planning considerations, all mast proposals must comply with the prevailing technical and industry standards. Where appropriate, provision is made for the reinstatement of the site after it is no longer required for telecommunication purposes.

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

**Further Information:**

Employment Background Paper (GBC 2012)

Employment Land Review (GBC 2012)

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

[http://www.push.gov.uk/pos-101109-r02-bto-amm-appendix\\_b.pdf](http://www.push.gov.uk/pos-101109-r02-bto-amm-appendix_b.pdf)

PUSH Hotel Study (Hotel Solutions April 2010)

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

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

Solent Waterfront Strategy (SEEDA 2007)

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

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

## 10 IMPROVING TRANSPORT AND ACCESSIBILITY

### **Vision: Improving transport and accessibility**

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

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

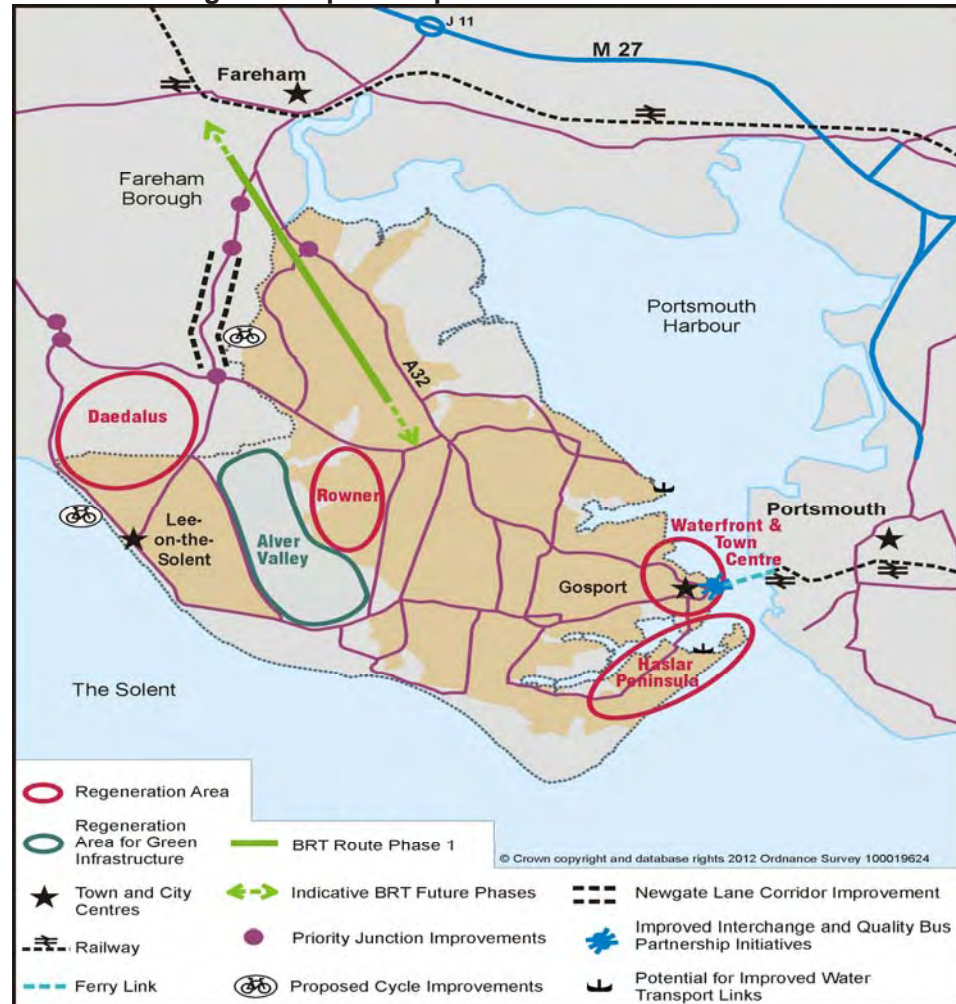
Road access will be enhanced including improvements to strategic routes serving the Borough.

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

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



## Plan 12: Strategic Transport Proposals



## INTRODUCTION

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

### Local Context

10.4 A summary of the issues is set out below.

#### **Box 10.1: Summary of key transport issues<sup>148</sup>**

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

10.5 The Accessibility Plan (Plan 13) provides an indication of the relative accessibility of areas in terms of proximity to shopping centres and bus stops served by varying levels of service. This will be updated in the Council's Annual Monitoring Reports. The most accessible locations are defined as being within 400 metres of Gosport Town Centre, and within 400 metres of a bus stop served by at least 12 buses per hour.

10.6 Hampshire County Council is the Local Highway Authority, and along with Transport for South Hampshire (TfSH)<sup>149</sup> has the powers to develop and deliver transport schemes within the Borough. In the future there may be a specific local transport body which may have these powers to deliver transport schemes.

10.7 TfSH on behalf of the Partnership for South Hampshire (PUSH) has produced the 'Strategic Access to Gosport Study (2010 – 2026) (StAG Report)<sup>150</sup>, which identifies transport measures to improve strategic access to the Gosport Peninsula. The study is consistent with the goals of Delivering a Sustainable Transport System and has informed the third Local Transport Plan (LTP3) and this Local Plan.<sup>151</sup> The StAG Study highlights that journeys under five miles make up over half (57%) of all journeys and therefore there is significant potential to encourage a greater number of trips by walking, cycling and public transport. Encouraging mode shift through education, information and improved services and facilities could reduce congestion and potentially free up some capacity on the strategic access routes.

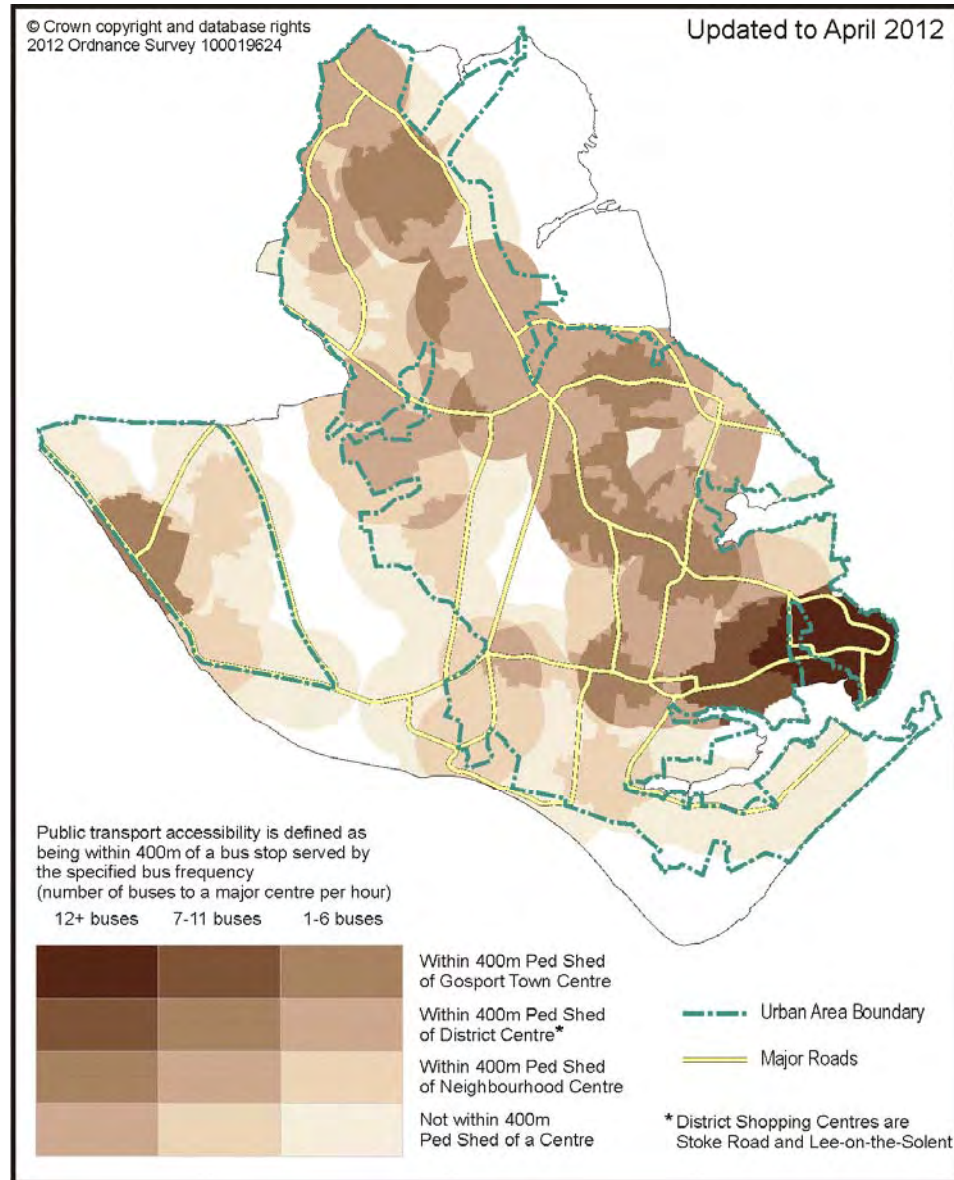
<sup>148</sup> Further detail in the Transport and Accessibility Background Paper and the various evidence studies identified therein

<sup>149</sup> the transport enabling and delivery agency for strategic projects

<sup>150</sup> approved by the TfSH Joint Committee on the 21<sup>st</sup> June 2010

<sup>151</sup> Published by the government in 2007, DaSTS sets the future transport priorities as supporting economic growth, tackling climate change, contributing to better safety, security and health, promoting equality of opportunity, and improving quality of life

**Plan 13: Relative accessibility to public transport services and neighbourhood centres in Gosport Borough<sup>152</sup>**



- 10.8 LTP3 and the associated South Hampshire Joint Transport Strategy promote the concept of Reduce, Manage and Invest, which is also supported within national and sub-regional policies. Policy LP21 reflects this principle, and in common with LTP3, aims to reduce the need to travel, maximise the use of existing transport infrastructure and deliver targeted improvements.
- 10.9 To provide a local supplement to LTP3 Hampshire County Council has produced the Gosport Borough Transport Statement 2012 (The Statement).

<sup>152</sup> Areas lying within 400 metres of a bus stop are considered accessible by public transport. The most accessible locations are served by at least 12 buses per hour. It should be noted that First Bus introduced a revised bus timetable at the end of November 2012. The implication of this revision will be reflected in the next version of the Local Plan.

This document makes reference to the array of transport documents and policies relevant to Gosport and includes a schedule of schemes to meet the needs of Gosport. The Statement informs the policies of the Local Plan. It introduces revised priorities for HCC including:

- Promote economic growth by maintaining a safe and efficient highway network, reducing casualties and tackling congestion on the transport network;
- Improve access to jobs, facilities and services by all types of transport;
- Facilitate and enable new development to come forward;
- Reduce emissions and minimise the impacts of transport on the environment.

10.10 Key proposals to improve transport and accessibility in the Borough are set out in Box 10.2 below<sup>153</sup>:

**Box 10.2: Proposed transport and accessibility improvements for the Borough**

- A number of highway improvements including
  - Newgate Lane Corridor improvements including straightening, widening and signalisation of roundabouts;
  - Junction improvements on the A32
- Improvements to bus infrastructure and services including:
  - further extensions to the Bus Rapid Transit including off-road busway extension to Rowner Road and Fareham Railway Station;
  - development of bus priority on existing and new routes including linkages with the BRT;
  - improvements to the quality, range and frequency of bus services;
- Improved integration of bus, rail and ferry services including integrated ticketing and travel information systems;
- Provision of a high quality convenient transport interchange at the Gosport Waterfront;
- Walking and cycling improvements including:
  - Cycle lanes along Marine Parade;
  - Greater waterfront pedestrian/cycling access on the Haslar Peninsula;
  - Improved links to the BRT corridor and the Gosport Leisure Park;
  - Improvements in and around Gosport Town Centre;
  - Safer routes to schools.

Source: Gosport Borough Transport Statement (HCC 2012) and Strategic Access to Gosport (2010-2026) Study (TfSH 2010)

<sup>153</sup> Further details are set out in the Council's Infrastructure Assessment Report (GBC 2012) and the Infrastructure Delivery Plan (GBC 2012) and updated in subsequent Annual Monitoring Reports  
December 2012

## **POLICY LP21: IMPROVING TRANSPORT INFRASTRUCTURE**

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

### **EXPLANATION OF POLICY LP21**

#### Overall approach (Point 1 of policy LP21)

- 10.11 To deliver improvements to the Borough's transport network, and improve accessibility, a number of organisations need to work together. Hampshire County Council's Strategy to reduce, manage and invest provides the basis for improving transport in the Borough.
- 10.12 The promotion of Smarter Choices<sup>154</sup> and Travel Planning will contribute to the reduce strategy by improving awareness of travel choices and encouraging non car modes. Travel Planning<sup>155</sup> will be promoted to discourage single occupancy car use and to encourage travel by non-car modes. Travel Plans may restrict and / or charge for car parking and encourage walking, cycling, bus and rail use. Car sharing can also make a significant contribution to trip reduction.<sup>156</sup> For occasional drivers car clubs can provide access to a car in their neighbourhood without having to own it. Other methods of reducing the need to travel will be encouraged including increased home working through the application of technology such as broadband and cable networks.
- 10.13 Managing traffic is essential to maximise the efficiency of the existing road network; to improve journey time reliability and support the efficient and sustainable movement of people and goods. A range of traffic management measures, technological advances in traffic control systems and highway improvement schemes to local junctions can help to ensure that the existing network is working to capacity and optimally for all modes.
- 10.14 There will also be the need for further investment in public transport, walking and cycling facilities as set out in Box 10.2. However sustainable modes cannot cater for all trips and there will remain a heavy reliance on the car.

<sup>154</sup> The term Smarter Choices refers to a range of initiatives, also known as 'soft' transport policy measures, which seek to give better information and enhance opportunities for people to reduce their car use and make better use of more sustainable alternatives such as walking, cycling and public transport. Commonly used measures are workplace, school and personalised travel plans; travel planning and awareness campaigns; public transport information and marketing; car clubs and car sharing schemes and teleworking, teleconferencing and home working and shopping.

<sup>155</sup> See [travelgosport.co.uk](http://travelgosport.co.uk)

<sup>156</sup> TfSH 2008- Towards Delivery



Local and strategic highway improvements will also be required to support development and deliver attractive and competitive local employment sites.

- 10.15 **Highways:** The Local Plan seeks to reduce and manage traffic congestion and promote sustainable travel. However there remains a need to improve strategic highway access to address journey time reliability, to support growth within the Borough and to enable proposed local employment sites to compete with other sites within South Hampshire. In particular it is necessary to improve the Newgate Lane corridor to an appropriate standard to accommodate commercial traffic to Daedalus and provide a safer and more attractive route for cyclists between Lee-on-the-Solent and Fareham.
- 10.16 The Borough supports the findings of the TfSH Strategic Access to Gosport Study and this policy reflects the broad scope of measures identified to improve strategic access to the Gosport Peninsula. The measures of most relevance to Gosport are contained in the Gosport Borough Transport Statement (HCC 2012) (see Box 10.2 for summary).
- 10.17 **Public Transport:** Comprehensive public transport networks are a key requirement to reduce the number of car trips and provide access to jobs, shops, education, health and other essential services for people without a car. Improvements in public transport are required to enhance accessibility within the Borough and to provide realistic travel choices to other parts of South Hampshire.
- 10.18 It is the policy of TfSH to work with bus operators to encourage provision of better bus services to make them a more viable alternative to the private car for everyday journeys. A modal shift to public transport will also reduce the carbon footprint and help prevent further congestion and deterioration in journey time reliability on the main routes.
- 10.19 Bus Rapid Transit (BRT) is being promoted by TfSH. Phase1a of a dedicated busway on the disused railway line between Gosport and Fareham has been completed and will form part of a wider quality bus network for South East Hampshire. TfSH envisages additional off-road sections towards Gosport Town Centre as well as a number of future routes extending to, the proposed Fareham Strategic Development Area(SDA), Queen Alexandra Hospital and Portsmouth. It is proposed that these routes will be supported by a range of bus priority measures, high quality vehicles, bus stop infrastructure and information facilities. The viability and the priorities for the future phases of the BRT network are currently being considered by TfSH. The priority for the Borough is to extend the BRT towards the centres of Fareham and Gosport to improve connections with rail, bus and ferry services accessing a wider area beyond the peninsula.
- 10.20 In order to encourage more sustainable travel, the interchange between modes should be made as comfortable and convenient as possible. There is scope to improve the interchange facilities in Gosport Town Centre between the bus and ferry services as part of the regeneration proposals for Gosport Waterfront.
- 10.21 Gosport already has good ferry links with Portsmouth and the cross harbour ferry is a major public transport service. The StAG proposes that new ferry services be considered in the longer term between Portsmouth and

Southampton, serving intermediate communities, to widen travel choice and reduce peak hour congestion.

10.22 **Walking and Cycling:** Cycling is already popular for trips on the Peninsula and to Portsmouth via the ferry, particularly for journeys to work and school. Peak hour congestion and the favourable topography and climate of the Borough provide an incentive for more cycling and walking trips. Further cycle use can be encouraged through improvements in infrastructure and the promotion of travel planning. The Borough Council recognises the importance of providing continuity in cycle facilities and there is a need to fill the gaps in the existing network.

10.23 BRT Phase 1a is a shared bus / cycle route extending the existing off road cycle track towards Fareham and offering an alternative to the A32. There is a need to incorporate improved cycle routes as part of new development including Daedalus, the Gosport Waterfront and the Haslar Peninsula. Cycling infrastructure between Lee-on-the-Solent and Fareham Town Centre via Newgate Lane is a priority, along with the extension of the existing coastal route westward through Lee-on-the-Solent to Daedalus, which would also contribute to the National Cycleway Network, Route 2. There is also potential for developing recreational routes to the countryside which relate well to the initiatives in the PUSH Green Infrastructure Strategy.

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

10.24 New development will need to contribute to achieving the above proposed transport network improvements as appropriate to the scale and type of development and also any transport issues related to the development. Sites will need to be served by a range of transport modes, including public transport, walking and cycling to provide appropriate levels of accessibility and modal choice.

10.25 In most cases the contribution will be in the form of the Community Infrastructure Levy (CIL). However, in addition in some instances for larger developments a Section 106 Agreement or Section 278 Agreement may be required to ensure that there are suitable access arrangements to the site and appropriate on and off-site infrastructure is secured to meet the needs of the development.

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

10.26 If land is required to enable the provision of transport infrastructure it will be necessary to ensure new development does not prejudice the ability to provide it. Major proposals such as further phases of the Bus Rapid Transit are identified on the Policies Map. Development will not be permitted which would have a detrimental impact on the Borough's proposals for pedestrian and cycle network improvements. The Council will seek support in protecting strategic areas for transport improvements outside, but relevant to, the Borough such as the route for the western access to Gosport.

## **POLICY LP22: ACCESSIBILITY TO NEW DEVELOPMENT**

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

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

### **EXPLANATION OF POLICY LP22**

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

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

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

Road improvements (Point 3 of policy LP22)

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

- Manual for Streets 2 (Department of Transport 2010);<sup>157</sup>
- Companion Document to Manual for Streets (HCC 2010) ;<sup>158</sup>

<sup>157</sup> <http://www.dft.gov.uk/publications/manual-for-streets-2/>  
December 2012

- Highway Construction Standard Details (HCC).<sup>159</sup>

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

- 10.30 Where a development is likely to impose additional burdens on existing transport infrastructure the developer will be required to contribute to improvements to enable the travel demands generated by the development to be accommodated. Developer contributions for off-site improvements will be secured either through legal agreements and/or the Community Infrastructure Levy. Planning obligations secured through legal agreements will be particularly applicable for major development schemes<sup>160</sup>. The Borough Council may also require a tariff for certain types of developments in the form of the Community Infrastructure Levy which can contribute towards identified infrastructure requirements within the Borough.

Transport Statements and Assessments (Point 5 of policy LP22)

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

Travel Plans (Point 6 of policy LP22)

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

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<sup>158</sup> <http://www3.hants.gov.uk/hampshire-manual-for-streets.htm>

<sup>159</sup> <http://www3.hants.gov.uk/engineering-services/developer-information/standard-details.htm>

<sup>160</sup> In accordance with the latest statutory tests

## **POLICY LP23: LAYOUT OF SITES AND PARKING**

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

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

### **EXPLANATION OF POLICY LP23**

#### Pedestrian and cycle routes (Point 1 of policy LP23)

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

#### Rights of Way (Point 2 of policy LP23)

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

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

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



Road layout (Points 4-6 of policy LP23)

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

Parking (Point 7 of policy LP23)

- 10.38 A Parking Standards Supplementary Planning Document (SPD)<sup>161</sup> will be prepared which will include guidance on the amount of car parking required. In order to protect the amenity of existing and new residents and protect the function of the highway, parking provision for residential uses will need to reflect the likely levels of car ownership. For non-residential uses, the SPD will indicate where car parking may be reduced, for example in areas displaying higher levels of accessibility to alternative modes, in the interests of encouraging modal shift and making efficient use of land.
- 10.39 Developments will be expected to provide convenient and secure cycle parking which should be integral to the design in accordance with the Parking Standards SPD.
- 10.40 New development may also need to provide parking with electric charging plugs for electric cars where practical in accordance with the guidance that will be set out in the Council's Parking Standards SPD.

Access for disabled people (Point 8 of policy LP23)

- 10.41 Development should be designed to have regard to the latest Government guidance on access for disabled people<sup>162</sup> this includes the design of pavements and parking provision. Further details on parking provision will be set out in the Council's Parking Standards SPD.

**Further information:**

Assessing the Impacts of the Harbour Authorities LDF Proposals on the Strategic Road Network Transport Assessment (PBA 2009) and Transport Assessment Supplement; Assessment of the Impact of Increased Housing in Gosport (PBA 2010)

Local Transport Plan 3 (Transport for South Hampshire (TfSH) 2010)

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

Transport and Accessibility Background Paper (GBC 2012)

<sup>161</sup> Following Hampshire County Council's decision to withdraw their residential car parking standards from the Hampshire Parking Strategy and Standards (2002) document, which formed Appendix E of the Gosport Borough Local Plan Review (2006) the Borough Council has produced a Residential Car Parking Supplementary Advice Note to provide advice to developers pursuant to Policy R/T11 of the Gosport Borough Local Plan Review on an interim basis.

<sup>162</sup> Government guidance is set out in Inclusive Mobility (Department for Transport December 2005) December 2012

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

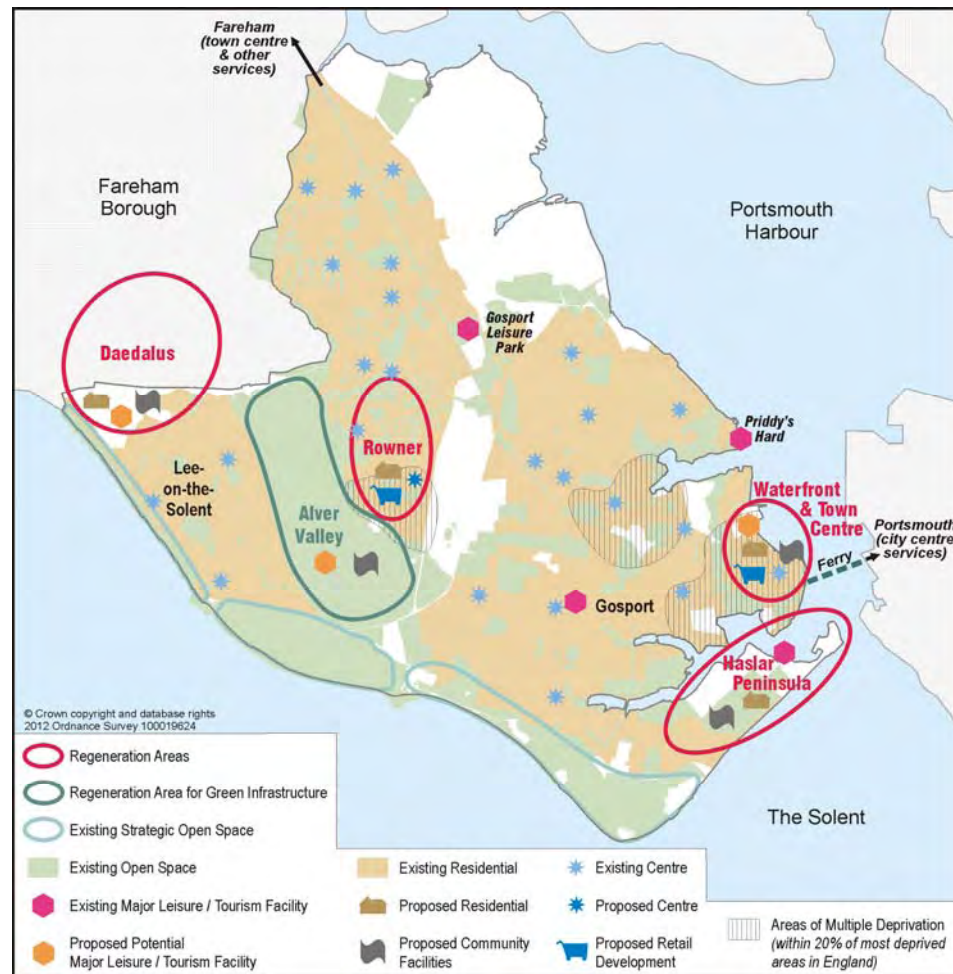
### **Vision: Creating quality neighbourhoods**

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

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

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

## Plan 14: Creating Quality Neighbourhoods



## INTRODUCTION

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

### Housing

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

### Retail

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

### Community Facilities

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

### Open Space

- 11.5 A key feature in creating a quality neighbourhood is the provision of good quality open space. Open space can be provided in many forms and Policies LP34-LP36 aim to ensure that there is a range of multi-function green spaces to serve a variety of local needs.

## **HOUSING**

- 11.6 Access to a choice of good quality housing is a key factor in sustaining and improving the quality of life for the community. It is necessary to ensure that provision is made for an appropriate number of dwellings to provide a range of homes to meet the needs of current and future residents both in terms of market housing and affordable housing. The mix of housing types should accommodate the different needs of a range of households including families, single people, older people and those with disabilities.
- 11.7 The issues connected with housing in Gosport are set out in the relevant background paper and summarised below<sup>163</sup>. Addressing these matters has shaped the Spatial Strategy (Policy LP3) which deals with the supply of housing and informed the proposed development on the Borough's Regeneration Areas (Policies LP4-LP8) and other housing allocations (LP9C) as shown on the Policies Map.

### **Box 11.1: Summary of key housing issues:**

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

<sup>163</sup> Further information is set out in the Issues and Housing Background Papers with references to relevant evidence studies mentioned therein

## **POLICY LP24: HOUSING**

- 1. Proposals for new housing development should include a mix of dwelling types, sizes and tenure to meet the needs of Gosport's current and future population.**
- 2. On development sites proposing 10 dwellings or more the Council will seek to secure 40% of the dwellings to be provided as affordable housing. Where it can be clearly demonstrated that the provision of 40% affordable housing is not economically viable the Council will seek to negotiate a percentage of affordable housing as close as possible to the target level having regard to a site specific economic viability assessment. The mix of affordable housing tenures provided by a development should reflect the latest evidence of need.**
- 3. The priority for new housing development should be the reuse of previously developed land. Planning permission for new housing development will be granted provided that it is built at a density that makes efficient use of land and relates to the context of the area. Locations with very good access to facilities, particularly Gosport Waterfront and Town Centre, are more suited to higher density development. District and neighbourhood centres with good public transport access may be considered for medium to high density developments.**
- 4. In order to provide homes that meet the needs of the community, new dwellings should be built to Lifetime Home Standards<sup>164</sup> unless developers can clearly demonstrate that it is not viable to achieve them. New dwellings should be constructed to meet the appropriate standard for sustainable homes (see Policy LP38).**
- 5. Planning permission will be granted for accommodation to meet the needs of the ageing population including the development of sheltered housing and extra care housing in appropriate locations.**
- 6. Planning permission will be granted for the re-development of poor quality housing with the replacement of new high quality sustainable homes.**

### **EXPLANATION OF POLICY LP24**

#### Housing Mix (Point 1 of policy LP24)

- 11.8 Housing mix will be informed by evidence studies and in particular Strategic Housing Market Assessments and local Housing Needs Assessments.
- 11.9 The Gosport Housing Needs Assessment (2007) recommends that to meet the needs of new and existing households, address stock imbalance and the impact of future demographic and household formation, new developments should provide approximately the following mix of dwellings:

<sup>164</sup> [www.lifetimehomes.org.uk](http://www.lifetimehomes.org.uk)



- Private sector: 60% two bedroom flats and terraced houses and 40% three and four bedroom houses; and
- Social sector: 55% one bedroom, 35% two bedroom and 10% three or four bedroom houses.

11.10 This proportion will be reviewed to take account of the latest available evidence. The Joint Housing Register indicated in October 2012 that in terms of social housing the demand was for 53% one bedroom, 23% two bedroom and 24% three or four bedroom houses. It can be seen the demand for one bedroom units is similar to that in the Housing Needs Study but that the demand for two bedroom units is lower. However it should be noted that as a result of the welfare reforms due to be introduced by the Government in April 2013 it is likely that a proportion of the demand for 3 bedroom units will be transferred to a demand for 2 bedroom units.

11.11 The PUSH South Hampshire Strategy (2012) encourages its Partners to strive for a mix and balance of housing types with 30% of new properties being family homes.

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

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

Affordable housing (Point 2 of policy LP24)

11.14 The housing need assessments<sup>165</sup> supported by the annual monitoring reports<sup>166</sup> have clearly demonstrated that there is an overriding need to provide affordable housing and that the Council would be justified in seeking to achieve a target 40% affordable housing on qualifying sites. The Council's evidence<sup>167</sup> in relation to economic viability of affordable housing provision concludes that in the majority of cases the provision of 40% affordable is economically viable on sites of 10 dwellings and above. Accordingly in order to meet the on-going need for affordable housing the Council will expect all qualifying housing development to provide 40% affordable housing. However, it is recognised that the development industry is subject to the influences of the wider economic cycle. Therefore in some circumstances where development costs undermine the viability of housing delivery on brownfield sites the Council may negotiate a lower level of provision of affordable housing provided it is informed by a site specific economic viability assessment.

11.15 The Council will seek a tenure mix of 65:35 social rented and intermediate housing respectively in line with the PUSH Strategic Housing Market Assessment but recognises that this proportion may change as new evidence comes forward. It is expected that a proportion of the social rented accommodation will be in the form of affordable rented accommodation.

<sup>165</sup> GBC Housing Needs Assessment (DCA 2007)

<sup>166</sup> The housing background paper provides further evidence

<sup>167</sup> GBC Affordable housing viability study (DTZ 2010)

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

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

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

11.18 Due to the highly urbanised nature of Gosport it is important to retain the existing areas of open space for the benefit of the community and therefore priority will be accorded for housing development on previously developed land<sup>168</sup>.

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

11.20 Higher density developments can accommodate more people at locations with good access to employment, shops and education where residents can easily access their needs by walking, cycling or public transport. Plan 13 in Section 10 gives an indication of accessible areas within Gosport. However, high density development that is poorly located or designed can have adverse impacts on the local community, built character, traffic and sustainability. Table 11.1 provides indicative guidance on densities that relate to the accessibility of a location. Regard should be had, within a Design and Access statement, to the accessibility and local character of the location and therefore inform an appropriate density. There may be circumstances where a higher density than implied by the indicative density matrix is appropriate. For example where there is already higher density in the immediate vicinity and the proposed development would not have an adverse effect on the character of the local area or as part of a mixed use development that provides a range of services. It is important that any proposed development provides adequate amenity space and access to open space and has regards to provisions of policy LP10.

11.21 Whilst the table indicates a density range to seek the efficient use of land it is recognised that in some instances there may be good reasons for developments to come forward with a density less than 30 dwellings per hectare. These special circumstances could include where higher density development could harm the setting of Listed Buildings or Ancient Monuments, landscape and nature conservation features or other constraining factors on site, for example the presence of a trunk sewer.

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<sup>168</sup> The NPPF provides a definition of previously developed land.  
[www.communities.gov.uk/publications/planningandbuilding/nppf](http://www.communities.gov.uk/publications/planningandbuilding/nppf).  
December 2012

**Table 11.1 Indicative Residential Density Matrix (dwellings per hectare)<sup>169</sup>**

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

Design (Point 4 of policy LP24)

- 11.22 It is important that new residential developments are well designed and are sustainable. Further guidance is given in Policy LP10: *Design Principles* and Policy LP38: *Sustainable Construction and Use of Resources*. Further design guidance including advice on internal space standards and space between dwellings is to be included in the Council's Design Supplementary Planning Document.

- 11.23 New housing should be built to meet the Lifetime Homes standards drawn up by the Joseph Rowntree Foundation. The Lifetime Homes standards include design features that ensure a new house or flat will meet the needs of most households over a lifetime. It includes built in flexibility that make homes easy to adapt as peoples' lives change (for example for parents with young children, people with disabilities or for older people).

Accommodation for the ageing population (Point 5 of policy LP24)

- 11.24 The population forecasts for Gosport show that the number of elderly people is going to increase substantially. There will be a growing demand for specialist types of housing in addition to those that are capable of adaption through the Lifetime Homes initiative. The provision of sheltered housing and extra care housing can help meet this demand. Further details on Extra Care facilities have been produced by Hampshire County Council in *The Partnership for Extra Care Housing in Hampshire*.<sup>170</sup>

Improvement of housing stock (Point 6 of policy LP24)

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

<sup>169</sup> The frequency of bus services will be regularly monitored and a map showing areas with high, medium and low public transport accessibility will be included in the Annual Monitoring Report.

<sup>170</sup> [www3.hants.gov.uk/extra-care-housing-9.doc](http://www3.hants.gov.uk/extra-care-housing-9.doc)

with the aim of enhancing the local environment and developing the local community.

#### **POLICY LP25: PARK HOMES & RESIDENTIAL CARAVANS**

- 1. Park homes and residential caravans will be permitted in the area designated on the Policies Map.**
- 2. The replacement of Park Homes or residential caravans in these areas with permanent housing will not be permitted.**

#### **EXPLANATION OF POLICY LP25**

- 11.26 The Borough Council recognises that park homes/residential caravans can contribute to the variety of accommodation available. These properties enable people who either cannot afford to buy or rent a permanent dwelling, or do not wish to live in a permanent dwelling, the opportunity to have a home of their own. Park Home sites have been identified on the Policies Map to meet this need and therefore the Council would resist the replacement of park homes or residential caravans with permanent dwellings.
- 11.27 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.

#### **POLICY LP26: GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE**

**Sites for Gypsies and Travellers and Travelling Showpeople will be identified where the Council is satisfied that evidence of need has been demonstrated. Where this is the case, a number of factors will be taken into account in identifying a site or sites for Gypsies and Travellers and /or for Travelling Showpeople. The criteria to be met are as follows:**

- a) the site is accessible to local facilities and services;**
- b) adequate levels of privacy and residential amenity for site occupiers should be provided;**
- c) the site is capable of accommodating both the number of caravans/mobile homes proposed and any associated equipment for business activities; and**
- d) the proposal would not adversely affect the character of the area and the wider landscape or have unacceptable amenity, traffic or other environmental implications.**

#### **EXPLANATION OF POLICY LP26**

- 11.28 The Hampshire Gypsies and Travellers Accommodation Assessment (2007) and the Hampshire Travelling Showpeople Accommodation Assessment (2008) for the Borough indicated that no sites were specifically required in Gosport. This position has been kept under review in accordance with national guidance.
- 11.29 The Borough Council along with a number of other participating local authorities in Hampshire have commissioned a new study looking at the

accommodation needs of members of the Gypsy and Traveller and Travelling Showpeople communities to update the work originally carried out. The findings of this study, when available, will inform this policy.

- 11.30 The criteria based policy seeks to provide guidance if a proposal for a site for Gypsies & Travellers or Travelling Showpeople comes forward. It is important that such a site has due regard to the criteria and with regard to criterion a) that the proposal would not have adverse impact on the amenity of the occupants or existing residents in the immediate vicinity.

**Further information:**

Background Papers (GBC 2012) - Housing, Gypsies, Travellers and Travelling Showpeople and Spatial Strategy

Gosport Borough Council Affordable Housing Viability Assessment (DTZ 2010)

Hampshire and Isle of Wight Gypsy and Traveller Accommodation Assessment (DCA 2007)

Housing Needs Assessment (DCA 2007)

South Hampshire Housing Market Assessment (DTZ 2006)

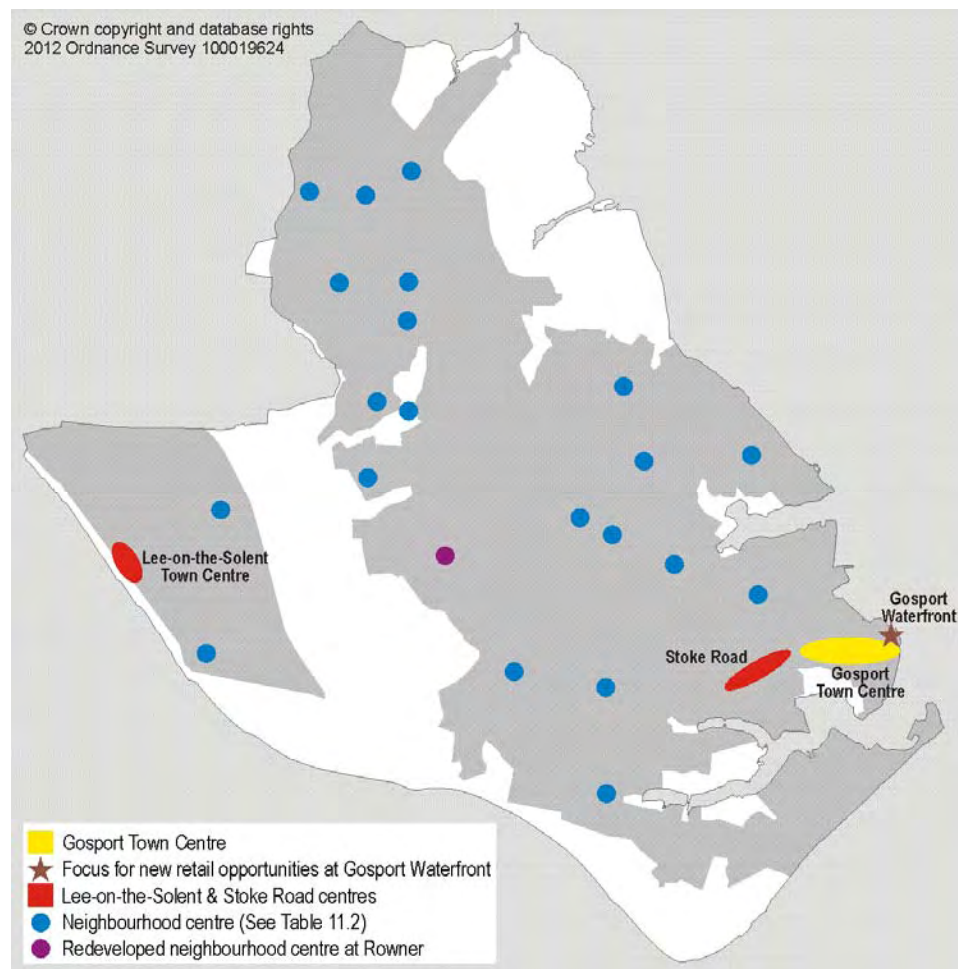
South Hampshire -Sub Regional Housing Strategy: Homes for Growth for 2007-2011 (PUSH 2008)

Travelling Showpeople Accommodation Assessment (Local Authorities of Hampshire, Portsmouth, Southampton and the Isle of Wight 2008)



## PRINCIPAL, DISTRICT AND NEIGHBOURHOOD CENTRES

### *Plan 15: Location of Principal, District and Neighbourhood Centres*



### **Background**

- 11.31 The Borough Council is seeking to provide and promote a range of quality retail and community facilities in locations that are easily accessible to serve all members of Gosport's communities. In order to achieve this objective, a key element of the Local Plan is to retain and enhance Gosport's retail centres. This will allow them to remain the focus for local communities and expand that role, to provide a greater choice to local people including education, health, care, community and leisure functions.

### **Local Context**

- 11.32 Within the Borough, centres range in size and role from Gosport Town Centre to small neighbourhood centres. There are a number of issues facing the Borough's centres and these are summarised in the box below. Addressing these matters have helped shape the Spatial Strategy (Policy LP3) and policies relating to the Regeneration Areas (Policies LP4-LP7).

**Box 11.2: Summary of key issues facing the centres<sup>171</sup>**

Competition from other centres and significant leakage of expenditure out of the Borough by Gosport residents;  
 Tough economic conditions and competition from out-of-town and on-line retailers;  
 Significant opportunity to expand retail and associated facilities at Gosport Waterfront to complement and enhance Gosport Town Centre which will help 'clawback' customer expenditure;  
 The potential to expand the role of neighbourhood centres to provide a wider range of services for the surrounding area particularly those centres with higher vacancy rates;  
 Need to meet the demands of the local residents including an increasingly elderly population;  
 Improve the environment of certain centres.

**POLICY LP27: PRINCIPAL, DISTRICT AND NEIGHBOURHOOD CENTRES**

- 1. The vitality and viability of the Borough's centres, as set out in the hierarchy below, will be maintained and improved:**
  - \* **Principal Centre (Gosport Town Centre)**
  - \* **District Centres (Lee-on-the-Solent, Stoke Road)**
  - \* **Neighbourhood Centres (as set out in Table 11.2)**
- 2. Planning permission will be granted for proposals which contribute towards creating a competitive principal, district and neighbourhood centre environment and which support their viability and vitality. This includes:**
  - a) allowing a greater diversity of uses;**
  - b) supporting markets in relevant centres;**
  - c) enhancing the environment of the centres; and**
  - d) enhancing the evening economy of Gosport Town Centre, Lee-on-the-Solent Centre and Stoke Road Centre.**

**EXPLANATION OF POLICY LP27**

Retail hierarchy (Point 1 of policy LP27)

- 11.33 The established centre hierarchy within the Borough will be maintained and is outlined in Table 11.2 below. It contains one principal centre, two district centres and 22 neighbourhood centres. The boundaries of the centres are defined on the Policies Map with more detailed maps contained in Appendix 4.
- 11.34 The hierarchy reflects the size of individual centres and the range of goods and services provided in each centre. Each type of centre performs a distinct and complementary role. Gosport Town Centre will remain the principal shopping and service centre within the Borough complemented by the District Centres of Lee-on-the Solent and Stoke Road with the neighbourhood centres serving basic requirements of residents in the immediate vicinity. Further information about the principal and district centres is provided below as well as an explanation of the role of the neighbourhood centres.

<sup>171</sup>More details included in the Retail and Community Facilities Background Paper with relevant evidence studies detailed therein including the Town Centres: Retail, Leisure and Office Study (GVA 2007) and 2011 update.  
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**Table 11.2: Hierarchy of Centres within Gosport Borough**

<b>Principal Centre</b>		
Gosport Town Centre		
<b>District Centres</b>		
Lee-on-the-Solent	Stoke Road	
<b>Neighbourhood Centres</b>		
Alver Village <sup>172</sup>	Dartmouth Court, Priddy's Hard	Palmyra Road
Alverstoke Village	Elson Road	Portsmouth Road, Lee
Antice Court, Twyford Drive	Forton Road/Bedford Street	Queens Parade
Beauchamp Avenue	Forton Road/Parham Road	Rowner Lane
Brewers Lane	Forton Road/The Crossways	Rowner Road
Brockhurst Road	Gregson Avenue	St Nicholas Avenue
Bury Cross	Nobes Avenue	Tukes Avenue
Carisbrooke Road		

**Gosport Town Centre (Point 1 of Policy LP27)**

- 11.35 Gosport Town Centre contains a variety of convenience and comparison retail shops including both national multiples and local independents and is the principal focus for shopping and services. It also includes a number of important non-retail functions including the Discovery Centre and the Town Hall. It has a number of strengths including its attractive waterside location adjacent Portsmouth Harbour and neighbouring open spaces. It has an attractive pedestrian environment and a twice weekly street market.
- 11.36 However, the Borough does face significant competition from larger centres with their wider catchment areas such as Portsmouth, Southampton and Fareham. Gosport has a lower position in the sub regional hierarchy than these competing locations and has not attracted the same range of national chains. Whilst it has been acknowledged that a number of indicators show that Gosport Town Centre is relatively healthy, it is clear that it is increasingly vulnerable through competition from neighbouring centres and wider economic and social trends. Key weaknesses in the centre that have been identified include a limited range of non-food stores and a weak evening economy.
- 11.37 The Local Plan will aim to build on the Town Centre's strengths and assets by encouraging new retail, leisure, employment and community facilities. It will support initiatives to:
- increase diversity in the retail and non-retail offer;
  - retain and enhance the Market;
  - undertake environmental improvements;
  - enhance the tourist economy; and
  - improve transport and accessibility.
- 11.38 The Council will take a proactive approach to planning for new retail floorspace in the Borough. It is considered necessary to plan for new retail development in order to clawback significant leakage of expenditure to larger neighbouring centres and where possible increase its market share in a realistic manner which is appropriate for its role within the sub regional retail hierarchy. In order to address this issue approximately 10,500 sq.m. of net

<sup>172</sup> this is the re-provided centre formerly known as Nimrod Drive  
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additional retail floorspace could be provided in the Borough up to 2029. Based on the evidence studies it is considered that the take up of this floorspace will be predominantly in the comparison goods sector. This will be focused within the existing Town Centre and the adjacent Waterfront area (see LP4).

- 11.39 The close proximity of Town Centre to the Gosport Waterfront will provide important opportunities to promote regeneration benefits for both these areas. Strengthening the linkages with the Gosport Waterfront will help to enhance the retail and service provision within the Town Centre, as well as improving the range of activities available to the local community. A variety of uses open throughout the day and the evening will help to enhance the vitality and viability of the Town Centre, improve the local economy and contribute towards reducing the fear of crime and anti-social behaviour. Further information on the scale and location of new retail development is contained in the Spatial Strategy (Section 6)<sup>173</sup> with Policy LP4 relating to the Gosport Waterfront and Town Centre Regeneration Area setting out the overall development proposals envisaged in these areas.

**District Centres (Point 1 of Policy LP27)**

- 11.40 The Lee-on-the-Solent District Centre serves the community of Lee. The Centre has thrived over recent years and consequently has been extended in this Local Plan. There has been a trend of low vacancy rates despite the national economic downturn. It has a good mix of independent retail as well as a small number of national chains. The centre is in close proximity to the seafront and has benefitted from a number of environmental improvements.
- 11.41 The Stoke Road District Centre provides a mix of specialist and local retail and services. Currently it largely consists of independent traders and also includes a national supermarket chain. This centre has experienced a number of vacant units over a period of time and some of the shop fronts are in poor condition. It is therefore proposed in Policy LP28 to distinguish between a primary and secondary frontage to allow greater flexibility of uses in parts of the centre to address vacancy rates.

**Neighbourhood centres (Point 1 of Policy LP27)**

- 11.42 There are also a number of smaller neighbourhood centres which cover a large proportion of the residential areas of the Borough (see Appendix 4 for the frontage details). Each centre provides a range of retail and other services and will therefore be protected to serve the local community. The provision of local services can add vitality to these areas increasing the number of linked trips and providing facilities within easy walking distance and thereby contribute to reduced car trips; whereas the loss of facilities will increase car journeys and contribute to road congestion.
- 11.43 The Local Plan aims to ensure the continued vitality and viability of these centres including allowing new uses, improving their accessibility and enabling environmental improvements to be undertaken. The NPPF acknowledges the need to guard against the unnecessary loss of valued facilities and services particularly where this reduces the community's ability to meet its day-to-day needs. Shops, facilities and services should be able to develop and modernise to improve the business and benefit the community.

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<sup>173</sup> With additional details in the accompanying Spatial Strategy Background Paper, with evidence included within the GVA Grimley Town Centres, Retail, Leisure and Office Study (2007).

- 11.44 A new centre will be built as part of the Alver Village project to replace the run-down existing centre which will provide a focus for the redevelopment. The Alver Village project benefits from planning consent (see Policy LP7).

Measures to enhance centres (Point 2 of Policy LP27)

- 11.45 Planning permission will be granted for proposals which enhance the centres. A number of potential measures relating to building on current strengths and potential weaknesses are outlined below.
- 11.46 **Greater diversity of uses:** It is clear from recent research<sup>174</sup> that the proportion of money being spent on retail in UK town centres has continued to fall with competition from out-of-centre shopping areas and more recently through internet and other non-store sales. In addition there has been significant competition for independent retailers and service providers from the large supermarket chains which have increased the range of goods and services offered in their in-centre and out-of-centre stores. During the latest economic downturn vacancy rates have increased in town centres. Consequently in order for centres to compete they must offer a wider range of uses to attract people to centres. Further details of maintaining a retail core whilst allowing a greater range of uses is set out in Policy LP27.
- 11.47 **Local markets:** Markets make an important contribution to the vitality and viability and local distinctiveness of centres. There is currently a market operating in Gosport Town Centre on a twice weekly basis attracting shoppers and visitors to the town centre and provides up to 60 stalls offering a wide range of goods and produce. As part of securing the vitality and viability of the Town Centre, the Council will seek to retain and diversify the market. It is important sufficient space is retained to allow the continued successful operation of the market. Markets will be supported in other centres.
- 11.48 **The evening economy:** The 'Town Centres Retail, Office and Leisure' study concluded that Gosport Town Centre has a weak evening economy with very few pubs, restaurants and bars. Consequently the Gosport Town Centre is not capitalising on the potential spend from visitors as it becomes quieter as, and after, shops close for the day. By encouraging the development of an evening economy along the Gosport Waterfront there will be opportunities to encourage evening pedestrian footfall in the Town Centre itself.
- 11.49 There may be opportunities to enhance the vitality and viability of Lee-on-the-Solent District Centre and Stoke Road District Centre through the development of evening economy activities. Planning proposals which promote evening economy activities in the principal and district centres will need to take account of the Council's licensing objectives and policies as set out in its Licensing Policy. A copy of this document can be found on the Council's website<sup>175</sup>.
- 11.50 **Environmental Improvements:** The Borough Council will continue to work with local businesses and other partners including Hampshire County Council

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<sup>174</sup> Including The Portas Review (December 2011)

<sup>175</sup> <http://www.gosport.gov.uk/sections/environment/environmental-health/commercial-team/licensing/licensing-policy/>



to improve the quality of centres such as initiatives to improve shop frontages, street furniture, paving, lighting and landscaping.

## **POLICY LP28: USES WITHIN CENTRES**

- 1. The existing network of centres will be protected and only the following uses will be permitted:**
  - a) Within the frontages of the Principal, District and Neighbourhood centres (as defined in Appendix 4) planning permission will be granted for A1 and A2 uses.
  - b) Within the Primary frontage of the Principal and District Centres planning permission will be granted for A3, A4, A5, C1, D1 and D2 uses as well as other appropriate town centre uses provided that these uses do not either individually or cumulatively exceed 33% of the total frontage.
  - c) Within the Secondary frontage of the Stoke Road District Centre planning permission will be granted for A3, A4, A5, C1, D1 and D2 uses as well as other appropriate town centre uses provided that these uses do not either individually or cumulatively exceed 50% of the total frontage.
  - d) Within the Frontages of the Neighbourhood Centres planning permission will be granted for A3, A4, A5, and D1 uses as well as other appropriate town centre uses provided that these uses do not either individually or cumulatively exceed 50% of the total frontage.
- 2. All uses identified above within these frontages will be required to maintain a shop window display that is appropriate to the building.**
- 3. Proposals for residential development will be granted planning permission in appropriate locations within the Principal, District and Neighbourhood defined centres provided that:**
  - a) they are not within the ground floor frontage;
  - b) they do not prevent the servicing of commercial and community units;
  - c) they do not have a detrimental effect on adjoining uses; and
  - d) a separate independent and appropriate access can be achieved to serve residential accommodation.

## **EXPLANATION OF POLICY LP28**

### Safeguarding frontages (Points 1 and 2 of policy LP28)

- 11.51 It is important to ensure each centre has an appropriate and balanced mix of uses to reflect its function in the hierarchy. The Borough Council will use the frontage policies set out above to determine planning applications relating to changes of use. In calculating the proportions of each particular use account will be taken of existing and permitted uses.
- 11.52 Whilst retail (Class A1) and financial and professional services (A2) will remain the significant focus for each centre it is considered that centres need to be flexible and allow greater choice of the services and facilities they can provide in order to make them more responsive to meeting the needs of the

communities they serve. Other 'A' uses restaurants, bars and takeaways also have a role in creating a vibrant centre.

- 11.53 The provision of community facilities appropriate to the character and catchment of a centre will be encouraged. Uses such as crèches and medical facilities will be encouraged as well as other non-residential institutions (Class D1) leisure uses (D2) and hotels and guesthouses (C1) in the Principal, District and neighbourhood centres provided that the thresholds set out in Policy LP28 are not breached. In addition a number of other uses may be appropriate for a centre including those classified as sui generis. This approach will provide the opportunity to combine trips and provide more accessible services to residents in the neighbourhood as well as local employment opportunities.
- 11.54 It is considered that retail uses should remain the predominant use of the centres as these uses are the main attractors for visitors to the centres. A balanced mix of uses as outlined above will ensure the Borough's centres remain vibrant. However it is considered important to include a threshold to ensure these other uses do not become over-dominant as this could have detrimental consequences to the centres such as prominent frontages being unused during the day which can affect the appearance and performance of a centre. Too many non-retail uses can reduce the attractiveness of a centre and reduce overall linked trips. The thresholds used in Policy LP28 are based on existing uses with an element of flexibility to allow a greater diversity of use over times which is required to enable the centres to remain a focus for commercial and community activity.
- 11.55 For the purposes of this policy primary frontages have been defined for Gosport Town Centre, Lee-on-the-Solent District Centre and Stoke Road District Centre (see Appendix 4 for detail). These areas have a strong retail core which the policy will seek to protect. This designation is based on the past and current performance in terms of the proportion of A1 and A2 units. The thresholds for each type of centre and frontage have been established as a result of on-going monitoring and allows for some diversity of the types of uses in centres without significantly diluting the predominant retail role of centres.
- 11.56 Parts of Stoke Road have a significantly lower proportion of retail and financial services and these areas have been defined as secondary frontages and consequently a different threshold will be used to determine change of use applications. The designation of a secondary frontage for Stoke Road will allow greater flexibility and thus encourage greater vibrancy and vitality within this frontage. This approach reflects current retail trends and the need to refocus centres to provide a broader range of services and be a place where people want to meet for a range of purposes.

Residential development (Point 3 of policy LP28)

- 11.57 Residential use can play an important role in ensuring the vitality of centres in appropriate locations. However, it is not considered appropriate at ground floor level fronting onto a shopping street as this could compromise the retail and commercial function of a centre. However the upper floors in these centres are an appropriate location for residential uses, as well as in some cases the rear of commercial and community uses (subject to other policies in the Local Plan). It will be important to ensure that such uses do not have a

detrimental effect on adjoining uses. It is acknowledged some change of use to residential purposes is allowed under permitted developments rights<sup>176</sup>.

#### **POLICY LP29: PROPOSALS FOR RETAIL AND OTHER TOWN CENTRE USES OUTSIDE OF CENTRES**

- 1. Proposals for new retail and other town centre uses outside of a centre will need to accord with the latest Government guidance in relation to:  
a) the sequential test; and  
b) impact assessment.**
- 2. Planning permission will be refused where an application fails to satisfy the sequential test or is likely to have significant adverse impact on the vitality and viability of a centre.**

#### **EXPLANATION OF POLICY LP29**

- 11.58 Protecting and enhancing town centres is a key element of Government policy therefore in considering proposals for new floorspace, the Council will expect to see clear and robust evidence in accordance with the latest national guidance. This includes ensuring that the sequential test for site selection has been followed, and that the necessary impact assessments are carried out.
- 11.59 New retail proposals and development associated with major town centre uses will be focused in Gosport Waterfront and Town Centre Regeneration Area and where appropriate in other centres in the Borough in relation to their scale. However, there may be circumstances where new retail development is considered in out of centre locations providing the relevant tests can be met.
- 11.60 For such applications the Borough Council will apply the sequential test for proposals not in an existing centre or in accordance with allocations set out in this Local Plan. This requires that the applicant demonstrate that first there are no suitable sites in the centres and secondly that there are no suitable sites in edge of centre locations. If the proposed site is allocated for a non-retail use the applicant will need to demonstrate that it is no longer needed for that particular use having regard to the relevant policies in this Local Plan.
- 11.61 When assessing retail, leisure and office development outside of town centres which are not in accordance with the allocations identified in this Local Plan, the Borough Council will generally require an impact assessment if the development is over the following size thresholds:
- 1,000 sq. m for new retail development; and
  - 2,500 sq. m for new leisure and office development.
- 11.62 The threshold for leisure and office development follows the nationally set threshold identified in the NPPF. However the threshold for retail development has been locally set to take account of relevant retail evidence.<sup>177</sup> In some instances where local evidence<sup>178</sup> has been produced it will be appropriate to require an impact assessment at a lower threshold for

<sup>176</sup> Town and Country Planning (General Permitted Development) Order 1995 (as amended)

<sup>177</sup> GVA Rowner Retail Assessment 2007

<sup>178</sup> 2011 Partial Update to GVA retail study

instance it was considered that a convenience store of just 200 sq. m at Daedalus would have an impact on the Lee-on-the-Solent District Centre. In the light of this evidence it is considered reasonable for developers to provide such evidence which is proportionate to the scale of proposal.

11.63 The Impact Assessment should include:

- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
- the impact of the proposal on town centre vitality and viability including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.

**POLICY LP30: LOCAL SHOPS OUTSIDE OF DEFINED CENTRES**

**Development proposals for changes of use of existing shops (A1 use) outside of the Principal, District and Neighbourhood centres (as shown on the Policies Map) will be permitted provided they are vacant and there have been reasonable attempts to let/sell them for retail use.**

**EXPLANATION OF POLICY LP30**

- 11.64 Local shops outside defined centres can play an important role in providing for the needs of adjacent residential areas. However, should these shops no longer be required or they are no longer viable then their change of use to non-retail use would be considered acceptable provided it can be demonstrated that they have been vacant for a period of time and there have been reasonable attempts to let or lease them for retailing uses.
- 11.65 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 for sell and/or let which demonstrates that a retail use cannot be secured at this site. Information required to the satisfaction of the local planning authority includes the length of the marketing period and details of the marketing including advertising methods which are proportionate to the nature of the premises and details of the prices that the properties have marketed at and whether this represents a competitive local 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 vicinity.
- 11.66 It is considered that normally properties should be marketed for a period of at least six months. However it is acknowledged that in some cases it may be more appropriate to consider a longer marketing period particularly where the shop is important to the local community<sup>179</sup>. There may also be circumstances where a shorter marketing period may be acceptable if appropriate justification can be provided.

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<sup>179</sup> for example it is the only convenience store serving a population that is further than 400 metres from a centre  
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## **POLICY LP31: COMMERCIAL FRONTAGES OUTSIDE OF DEFINED CENTRES**

**Existing important ground floor frontages as shown in Appendix 4 will be protected for commercial purposes (Classes A1, A2, A3, A4, and A5, B1a, C1 and leisure uses). Planning permission for a change of use or redevelopment of properties on these frontages from commercial uses will only be permitted provided that there have been reasonable attempts to let/sell the property for a commercial use.**

### **EXPLANATION OF POLICY LP31**

- 11.67 The Borough Council considers that there are a number of commercial-led frontages within the Borough that perform an important economic role in prime locations. These include a variety of commercial type functions at ground floor level which should be safeguarded for economic uses.
- 11.68 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 for sell and/or let which demonstrates that a commercial use cannot be secured at this site. Information includes the length of the marketing period, the methods of marketing, the level and type of interest generated as well as pricing details. Preferred alternative uses would include community uses if a commercial use is not feasible.
- 11.69 Normally it is considered that properties should be marketed for a period of at least six months. However it is acknowledged that in some cases it may be more appropriate to consider a longer marketing period particularly where a commercial frontage forms part of a larger development site that has yet to be completed. Further advice should be sought from the Borough Council on this matter.
- 11.70 The key frontages have been identified on the Policies Map and are set out below (with detail definition included in Appendix 4).
- 11.71 ***Marine Parade Area of Special Character*** – An intrinsic part of the Marine Parade area is its seafront location and its consequent attraction to day visitors. The presence of these day visitors provides a valuable contribution to the local economy. In order to sustain and potentially enhance the local economy it is important to retain the commercial uses along the seafront.
- 11.72 ***Royal Clarence Yard Waterfront*** – This frontage is adjacent the Royal Clarence Marina and forms an important part of a larger mixed use site. The ground-floor frontage is considered important to support the marine economy and once established will add vitality to the site providing leisure opportunities including bars and restaurant to a wider population. It also has the potential to include additional office and retail uses to serve the site and the marina.
- 11.73 ***Martin Snape House, St. George Barracks South*** – This frontage was completed as part of the St George Barracks mixed use site and now contains a number of community-office based functions including the Citizens Advice Bureau and Gosport Volunteer Action offices. It is considered important to retain this ground frontage for commercial/community type uses particularly given its close proximity to Gosport Town Centre.

**Further information:**

Retail and Community Facilities Background Paper (GBC 2012)

Town Centre: Retail, Leisure and Office Study (GVA Grimley 2007) and Partial Update (2011)

## **COMMUNITY AND BUILT LEISURE FACILITIES**

### **INTRODUCTION**

11.74 The Local Plan seeks to provide and promote a range of quality community and leisure facilities in easily accessible locations for residents, workers and visitors. Such facilities include:

- Education: nursery, primary and secondary schools, higher education and specialist vocational training;
- Health: hospitals, GPs and health centres, clinics and specialist practices;
- Care facilities;
- Sport and leisure centres and other indoor facilities;
- Cultural facilities: museums, libraries, theatres and cinemas;
- Youth and children facilities: Sure Start, youth clubs;
- Community halls;
- Places of worship; and
- Cemeteries.

11.75 This section includes an overarching policy on the protection and improvement of community facilities in the Borough (LP32) as well as a policy on cemeteries (LP33) where it is necessary to set out specific criteria.

### **Local Context**

11.76 The provision of good quality community services can enhance the quality of life of local residents and help address particular issues facing the Borough. A summary of key issues are identified in the Box below with a more detailed assessment contained with the relevant Background Papers<sup>180</sup>.

**Box 11.3: Summary of key issues relating to community uses**

- Community facilities will need to meet the needs of all the community with particular attention to an increasingly ageing population with implications for the provision and location of services such as health and care facilities;
- Provision of good education facilities to increase local attainment and skills to improve opportunities for future employment;
- Provision of good and accessible health and leisure facilities to help alleviate health deprivation issues;
- Less public funding requiring alternative arrangements to be made in some cases;
- Need to increase participation in leisure and cultural activities to improve physical and mental well-being;
- Ensure community facilities are located with or adjacent to centres as much as possible.

<sup>180</sup> More details in the Retail and Community Facilities Background Paper with relevant evidence studies detailed therein.



## **POLICY LP32: COMMUNITY AND BUILT LEISURE FACILITIES**

- 1. The Borough Council will support the development of new community and built leisure facilities including those proposed within the Regeneration Areas (LP4-LP7) and other proposed sites (LP9).**
- 2. Proposals for community and built leisure facilities not allocated in this Local Plan which are considered to be a main town centre use will need to accord with the latest Government guidance.**
- 3. Planning permission will be granted for community and built leisure facilities provided that:**
  - a) they have good pedestrian and cycle access;**
  - b) there is good access to bus 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 and built leisure facilities including:**
  - a) the provision of appropriate on-site facilities in relation to the scale and type of development for which a need has been identified; and/or**
  - b) the use of Developer Contributions in accordance with the latest Borough Council standards.**
- 5. Planning permission will not be granted which would result in the loss of existing community and built leisure facilities unless it can be demonstrated that:**
  - a) alternative provision is made of at least equivalent value in terms of quality, quantity and accessibility; or**
  - b) adequate and appropriate alternative facilities are available in the locality; and**
  - c) it can be demonstrated that there are no viable community or built leisure uses for the premises or site and that there have been reasonable attempts to sell/let them for these purposes.**

### **EXPLANATION OF POLICY LP32**

#### New community facilities (Points 1 and 2 of policy LP32)

- 11.77 New facilities are set out in Policies LP4 – LP7 which include land specifically allocated for a community or leisure facility or as part of a mixed use site. These sites are identified on the Policies Map.
- 11.78 Proposals for community facilities that are not allocated in the Local Plan which are defined by Government guidance as a main town centre use such as major leisure and cultural facilities will need to accord with the specific tests included in the latest national guidance i.e. the sequential text and impact test (see paragraph 11.60-11.63).

- 11.79 Where possible, community facilities should be located within or close to an existing or proposed centre. However the Borough Council recognises that some community facilities will have particular spatial requirements and will need different locations.

Development criteria (Point 3 of policy LP32)

- 11.80 It is important that new modern community and built leisure facilities are located in locations which can be reached by pedestrians and cyclists and that Borough-wide facilities are well served by public transport. Buildings should be well-designed, accessible for all, and incorporate flexibility for multiple uses where appropriate. Buildings should incorporate the latest sustainable construction standards (see LP38).

Provision of community facilities in connection with new residential development (Point 4 of policy LP32)

- 11.81 It is important that new residential development contributes towards improving the quality of and accessibility of community facilities including education and health to meet the needs of its occupants. In most cases contributions towards such facilities will be through the Community Infrastructure Levy. However there may be instances, normally major developments (over 100 dwellings) where it may be necessary to provide community buildings or land on the site or close-by to serve the new community. Such measures will be secured by a Section 106 Agreement in accordance with the latest Government guidance. The Borough Council will consider other site requirements and constraints when negotiating such provision.

Protecting existing facilities (Point 5 of policy LP32)

- 11.82 The larger community and built leisure facilities protected by this policy are shown on the Policies Map. However it is important to note that this policy also applies to smaller sites not shown on the Policies Map as well as those that have been developed since the Local Plan has been adopted.
- 11.83 The Council will normally resist any proposal that would involve the loss of existing community and built leisure facilities. Proposals for a change of use or redevelopment of existing facilities will only be considered where the Council is satisfied that appropriate alternative provision is available. Where it is accepted that facilities can be relocated, this provision must be easily accessible to the residents it is intended to serve. Facilities should not be of a lesser standard in terms of quality or quantity to that which is being lost to development. In instances where the re-provision of community facilities is acceptable, the Borough Council will seek to ensure that they are improved and modernised, allowing for flexibility in the level and type of services to be established.
- 11.84 In addition it is clear that in many instances the premises themselves could be used for an alternative community or built leisure use for which there is a local need. Consequently it will be necessary to investigate the possibility of using the building for other community/built leisure uses which are appropriate to the building and its location. If no other community and built leisure uses are proposed and the developer is proposing an alternative change of use or redevelopment to a non-community/built leisure use, the applicant must demonstrate that an appropriate, marketing exercise of at least 6 months has been undertaken to try to secure a community/built leisure use. It is acknowledged that in some cases it may be more appropriate to consider a longer marketing period for example if the site is of particular

community importance or is a complex site. There may also be circumstances where a shorter marketing period may be acceptable if sufficient justification can be provided. Information required includes the details of the marketing including advertising methods which are proportionate to the nature of the premises, details of the prices that the properties have marketed at, and whether this represents a competitive local market rate.

- 11.85 It will also be appropriate in many cases to engage with the local community to ascertain whether there is any local demand for a community organisation use of the building. Consideration will be given to the location and type of facility and the community it serves and whether there are other such facilities in the vicinity. It will also be necessary to consider the provisions of the Localism Act which makes provisions for assets of community value whereby local community groups are given time to develop a bid and raise the money to buy an asset when it comes on the open market.

### **POLICY LP33: CEMETERY PROVISION**

- 1. Development proposals for other uses will not be permitted on existing cemeteries as shown on the Policies Map.**
- 2. Proposals for new cemeteries will be permitted provided that they:**
  - a) are in keeping with the character of the surrounding area;**
  - b) do not have an adverse impact on the amenities of local residents;**
  - c) are appropriately sited in proximity to public transport;**
  - d) have adequate vehicular access and parking arrangements with suitable provision for disabled users;**
  - e) will have no adverse impact on controlled water (ground water or surface waters);**
  - f) do not have an adverse impact on the ecological value of the area; and**
  - g) do not have an adverse impact on archaeological interests.**

### **EXPLANATION OF POLICY LP33**

#### Protection of existing cemeteries (Point 1 of policy LP33)

- 11.86 The Borough's main cemetery is located at Ann's Hill and the Ministry of Defence has a large cemetery at Clayhall Road. There are also a number of smaller cemeteries primarily associated with churches. These cemeteries are well-kept tranquil spaces often with historic monuments which add to the character of the Borough. The Borough Council considers that such sites should be protected for this function and that they form an important element of the urban townscape.

#### New cemetery provision (Point 2 of policy LP33)

- 11.87 The Borough Council is responsible for providing adequate cemetery facilities and ensuring that a continuous supply of land is available for this purpose. It is likely that new provision will be required within the Borough during the Plan period (potentially in 2020). The Borough Council will therefore continue to assess potential sites to determine the most appropriate location for a new cemetery.

- 11.88 When developing a new cemetery the Borough Council will have regard to the criteria in Policy LP33 and more detailed guidance published by the Institute

of Burial and Cremation Administration's (IBCA) on new cemeteries which provides advice on the selection and design of new cemeteries including issues relating to drainage, topography, soil types, site layout and landscaping. The size of any cemetery is an important consideration and will need to be able to accommodate burials for the long term, taking into account average burial rates, local demography and the size of grave spaces.

**Further information:**

Infrastructure Assessment Report (GBC 2012)

Retail and Community Facilities Background Paper (GBC 2012)

## OPEN SPACE

### Introduction

11.89 Open space is an integral part of people's quality of life. It covers a wide range of public and private areas both in historic areas as well as in newer communities and provides a framework for various activities that may change over time. Open space is an essential part of the urban heritage, a strong element in the architectural and aesthetic form of a town. It serves a variety of functions including:

- Defining and separating urban areas;
- Providing linkages between settlements and the countryside;
- Enhancing the quality and visual amenity of urban areas;
- Providing opportunities for formal sports, children's play and other leisure activities;
- Helping to improve people's physical and mental well-being;
- Providing important habitats for flora and fauna;
- Providing a venue for community contact and events;
- Providing flood water storage;
- Reducing the impacts of pollution and noise; and additionally
- Provides a setting that encourages inward investment.

11.90 There are several types of open spaces which are covered by the Local Plan, many of which perform a number of functions and represent the predominant element of the Borough's green infrastructure (see also Policy LP42). This section relates to the following types of open space:

- |  |  |
|--|--|
| • Parks & Gardens;                             | • Allotments;  |
| • Outdoor sports facilities;                   | • Amenity space <sup>181</sup> ;                                 |
| • Cemeteries (see also LP33) and Church Yards; | • Green corridors;   |
| • Provision for children and young people      | • Natural and semi-natural greenspaces (See also LP43-LP44); and |
|  | • Civic space <sup>182</sup>                                     |

### Local Context

11.91 Open spaces in Gosport Borough contribute significantly to the local distinctiveness of the Peninsula with many having a strong relationship with

<sup>181</sup> See Glossary

<sup>182</sup> See Glossary

the adjoining coastal waters of the Solent and Portsmouth Harbour. The Borough has some 615ha of open space (excluding private gardens and incidental amenity areas) including natural/semi-natural greenspaces in the Alver Valley and the extensive coastal areas; formal urban parks such as Crescent Gardens; allotments; a range of sports pitches; and small neighbourhood play areas. The full diversity of the open spaces in the Borough including details of their function, quality, value and size is set out in the Council's Open Space Monitoring Report<sup>183</sup>.

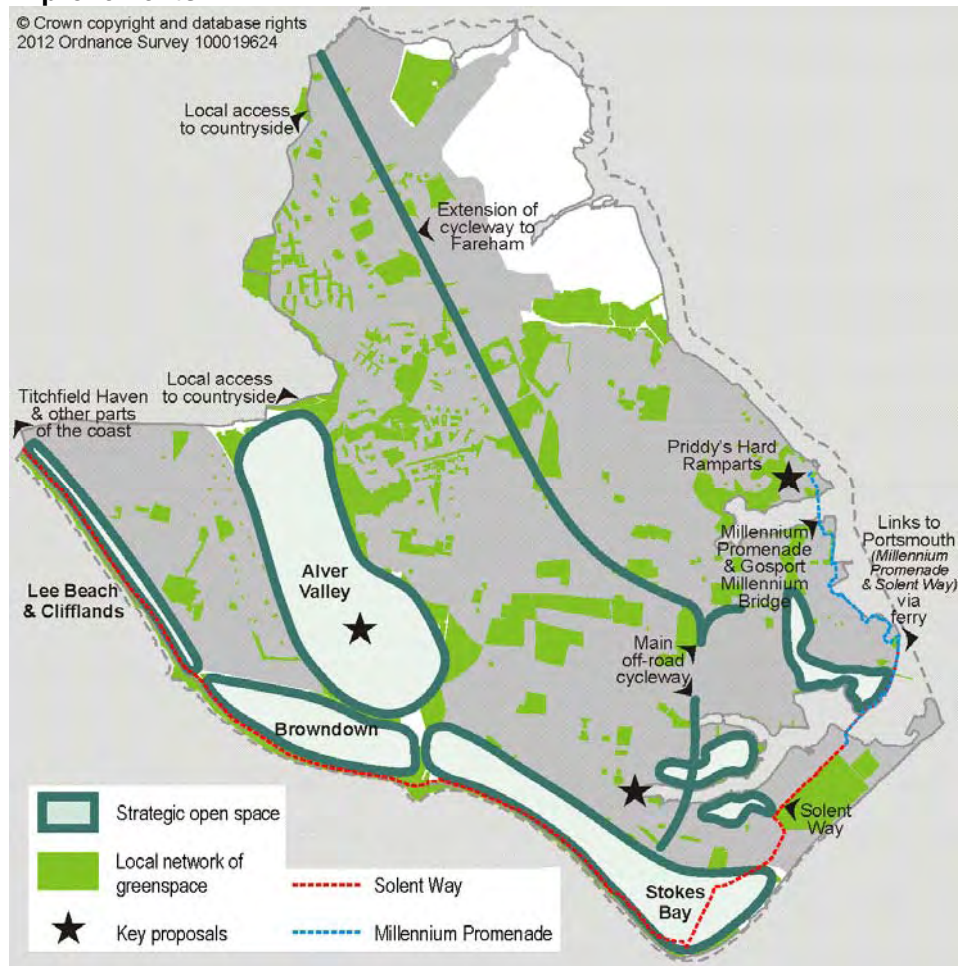
- 11.92 The Borough's open space has an important role to play in enhancing the quality of the environment in order that sustainable growth can be achieved creating a place where people want to live, visit and invest. The Borough's open spaces are highly valued and represent a finite resource that should be protected and enhanced in one of the most densely populated districts in the South East region. It is recognised that many residents have limited opportunities to access the wider countryside, particularly those with restricted access to the car including the elderly, young people and disabled people. Thus it is important to make areas along the coast and the Alver Valley accessible for all to enjoy whilst protecting important habitats. It is also acknowledged that many residents have no gardens or limited private areas to enjoy, highlighting the importance of local multi-functional open spaces. Many open spaces have the potential to be improved and it is essential that new developments are well-served by a range of open spaces that meet the needs of all parts of the community. Key issues relating to open space are summarised below (Box 11.4).

**Box 11.4: Summary of key open space issues**

- Open spaces are highly valued within a dense urban Borough and need to be protected and enhanced;
- Limited opportunities to access the wider countryside, particularly those with restricted access to the car including the elderly, young people and disabled people;
- There are quality and/or quantity deficiencies for allotments, cemetery space, play spaces and outdoor sports facilities;
- There is an identified need to make open spaces more accessible to local residents;
- There is a need to protect and enhance important habitats and increase biodiversity within open spaces;
- Many open spaces have the potential to be improved and it is important that new developments are well-served by a range of open spaces.

- 11.93 This section includes the Council's overall approach to protecting, improving and creating new open space provision (Policy LP34-35). Plan 16 gives an overview of existing and planned provision in the Borough.

## Plan 16: Existing open space network, proposals and potential improvements



### POLICY LP34: PROVISION OF NEW OPEN SPACE AND IMPROVEMENTS TO EXISTING OPEN SPACE

1. Planning permission will be granted for new open space to meet the Council's good quality standard as shown on the Policies Map including:
  - a) the Alver Valley Country Park (LP8);
  - b) the Ramparts Park at Priddy's Hard (LP9D); and
  - c) Stokesmead (LP9D).
2. Planning permission will be granted for proposals to create or improve open space provided that:
  - a) they are designed to achieve the Council's 'good' quality standards;
  - b) they do not have a significant adverse impact on the amenities of local residents;
  - c) they have good access for pedestrians and cyclists from the wider neighbourhood and the open space is accessible to all;
  - d) they do not have an adverse effect on nature conservation features and incorporate measures to enhance biodiversity; and
  - e) if the open space serves a Borough-wide catchment it:
    - i) is appropriately sited in proximity to public transport; and
    - ii) has adequate vehicular access and parking arrangements



**including spaces for disabled people.**

- 4. Planning permission will be granted for residential development 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 1.7 ha per 1,000 people and that this open space should be provided to the Borough Council's 'Good' Standard<sup>184</sup>. Developer contributions should also include provision for the long term management of the open space;**
  - b) in particular circumstances off-site provision may be considered appropriate for sites of 50 dwellings or more provided a financial contribution is secured through a Section 106 agreement. Such funds will be used to improve an existing facility normally within 800 metres of the development site to achieve the Council's 'Good' quality standard;**
  - c) for sites of less than 50 dwellings the developer contribution for improving public open space and associated facilities has been calculated as part of the Community Infrastructure Levy and consequently no further contribution is required. However proposals should include green infrastructure elements (see Policy LP42).**

#### **EXPLANATION OF POLICY LP34**

##### Proposals for new open space (Point 1 of policy LP34)

- 11.94 The Policy identifies the Alver Valley as a major area of open space. The Alver Valley has been identified as a regeneration area in the Local Plan (see Policy LP8 for further details) and forms a primary element of the Borough's green infrastructure. It will provide an excellent recreational resource for Gosport residents and provide a number of protected habitats. It will help reduce the number of trips to similar facilities elsewhere and reduce the recreational disturbance pressures on more sensitive sites in the sub region.
- 11.95 The Borough Council identifies a number of other open space allocations including the Ramparts at the Priddy's Hard Heritage Area and a proposed park at Stokesmead (see Policy LP9D).

##### Creating and improving open spaces (Point 2 of policy LP34)

- 11.96 To achieve the Council's objectives to create a network of high quality of open spaces it is acknowledged that strong partnership working is required between the Borough Council, major landowners, developers and other key stakeholders at both a local and sub-regional level. The PUSH Green Infrastructure Strategy aims to deliver a framework for providing green infrastructure on a sub-regional basis (see Policy LP42). Consequently

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<sup>184</sup> The Good Standard is assessed against the criteria in the Open Space Audit Methodology and is included in the Council's 'Gosport Local Plan: Local Open Space Standards'.  
[www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

cross-boundary working to achieve sub-regional networks of open space on a landscape scale and improving strategic linkages will be critical.

- 11.97 Opportunities to improve open spaces have been identified in the latest Borough Council strategies and evidence studies and it will be important to work with local communities to achieve this. It will also be necessary to work with existing open space providers such as the MoD and schools to increase community usage of their open spaces.
- 11.98 Proposals for new open spaces and improvements to existing open spaces will be required to meet the Council's 'Good' Quality Standards<sup>185</sup>. The Borough Council is aiming to achieve a 'good' rating on all open spaces within the Borough and could use the Community Infrastructure Levy on priority sites.
- 11.99 Proposals for open space which could include essential associated buildings, such as changing rooms, must be well designed and have regard to the character of the area. Outside of the urban area, outdoor recreational uses should reflect and enhance the character of the countryside and coast.
- 11.100 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 LP47 Environmental Quality).
- 11.101 Open spaces should be easily reached by pedestrians and cyclists. Sites should be designed to be accessible for all users including those with wheelchairs and those using pushchairs. The most intensively used public spaces should also be served by public transport and those serving a Borough-wide catchment area should have adequate vehicular access and parking arrangements.

Open space associated with new residential development (Point 3 of policy LP34)

- 11.102 New development places additional demands on the existing inadequate supply and quality of open spaces. It is important that new residential development meet or exceed the standards set out in the Policy LP34 in order to provide adequate open space provision for new residents. If these standards are not achieved the existing deficiencies in quantity, quality and accessibility will be exacerbated. Key elements of the standards are outlined below.
- 11.103 The Borough Council's standard includes three key elements: Public Open Space including local parks, Outdoor Sports Provision and Allotments. These elements are set out in Table 11.3<sup>186</sup>.

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<sup>185</sup> The Good Standard is assessed against the criteria in the Council's, 'Gosport Local Plan: Local Open Space Standards'.  
[www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>186</sup> the relevant evidence contained in the Council's, 'Gosport Local Plan: Local Open Space Standards'  
[www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

**Table 11.3 Gosport Borough Open Space Quantity Standards**

Type of open space	Standard
Public Open Space standard	1.7ha per 1,000 people
To be provided on-site for developments of 50 dwellings or more. For smaller developments this element is covered by the Community Infrastructure Levy	
Outdoor sports provision	1.05ha per 1,000 people
Not provided within a development site and could be funded by the Community Infrastructure Levy	
Allotments	0.44ha per 1,000 people
Not provided within a development site and could be funded by the Community Infrastructure Levy	

11.104 The Borough Council will require for developments of 50 dwellings or more, a total of 1.7 hectares per 1,000 residents or 17m<sup>2</sup> per person of public open space and that this provision should be made on-site. This provision will provide at least one park to serve the development with more required on larger developments. All dwellings should generally be within 400 metres of the park provision. It is considered that the 50 dwellings threshold will enable a useful-sized local park to be provided on-site<sup>187</sup>. The Borough Council will require the on-site provision to achieve the Borough Council's Good Standard<sup>188</sup>. 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<sup>189</sup>.

11.105 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. The developer will be required to contribute towards the maintenance (this includes the replacement of equipment) of the open space to cover a period of twenty five years in accordance with the Council's standards. In addition on-site green infrastructure (LP42) will be required to be provided on-site, much of which can be incorporated as part of the open space provision.

11.106 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 for all or part of the required on-site provision. This could include a new facility or an enhancement to an existing one. This would

<sup>187</sup> It is estimated that 50 dwellings would accommodate approximately 114 residents (based on average of 2.29 persons per household). This multiplied by the 17m<sup>2</sup> standard is 1870sq.m –i.e. approximately 0.18 hectare.

<sup>188</sup> included in 'Gosport Local Plan: Local Open Space Standards'  
[www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>189</sup> Included in the Open Space Audit Methodology and in the included in 'Gosport Local Plan: Local Open Space Standards'. [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

be secured by a Section 106 Agreement and normally be specific with regard to the site it is intended to be allocated to. In such cases the obligation will need to meet the tests of Government legislation and only contributions of a maximum of five sites can be pooled to secure this specific open space. Exceptional circumstances may relate to particular characteristics of the site or that there is an open space facility in close proximity to the development (normally within 800 metres of the development) which would significantly benefit from improvements and help it achieve the Council's 'Good' Standard. In certain cases the particular open space may be further than 800 metres from the development if it has the potential to be of sufficient quality and recreational value to attract residents of the new development.

11.107 The Borough Council recognises that on small residential developments it is neither desirable nor practical to make provision for open space other than certain elements of green infrastructure (see LP42). Consequently the Borough Council in most instances will take a financial contribution in the form of the Community Infrastructure Levy where a proportion of money may be spent on new or enhanced open space provision.

11.108 In relation to outdoor sports provision and allotment provision (see also Policy LP36) where quality and quantity deficiencies have been identified it is accepted that this provision is not normally suitable to be provided on site given the characteristics of these uses. Instead this provision can be funded by the Community Infrastructure Levy and has been calculated by using the standards identified in Table 11.3 to inform the Borough's overall infrastructure requirements<sup>190</sup>.

#### **POLICY LP35: PROTECTION OF EXISTING OPEN SPACE**

**Development proposals will not be granted planning permission on existing open space as identified on the Policies Map except where:**

- a) the redevelopment of a part of the site for recreation and/or community facilities would retain and enhance the existing facilities; or**
- b) alternative provision is made available of equivalent or greater community benefit in terms of quality, quantity and accessibility and that the proposed site cannot be used for an alternative form of open space for which there is an identified need.**

#### **EXPLANATION OF POLICY LP35**

11.109 The Borough Council will resist the loss of existing open space due to local deficiencies and the important role open spaces have in the densely populated urban area. Consequently it will normally refuse development proposals which would result in the loss of the Borough's open spaces as defined on the Policies Map<sup>191</sup>. It is important to note that this policy also applies to those open spaces that have been created since the Local Plan has been adopted.

<sup>190</sup> detailed in the Council's 'Gosport Local Plan: Local Open Space Standards'

<sup>191</sup> The 'Existing Open Space' designation relates to most forms of open space, although the protection of cemeteries and allotments and are dealt with by policies LP33 and LP36 respectively.

- 11.110 The latest Open Space Monitoring Report includes an assessment of the quantity, quality and value of open spaces in the Borough. It has been concluded that no existing open spaces are considered surplus to requirements as there are deficiencies in terms of quantity and quality. It is important to note that existing low and medium value sites have the potential to be enhanced by changing their function to an alternative type of open space, adding a function, or improving their quality. Such measures are likely to increase usage particularly where communities have been closely involved with the improvements. Sites can only be considered genuinely surplus once a full assessment of an individual site's potential has been carried out. In relation to MoD, school or college playing fields or other outdoor sports or recreational facilities no longer required for service personnel or school sports, the Borough Council would wish to see the land continue in recreational use for the benefit of the local community. There are other providers of open space such as the church and similarly the provisions of the policy will apply.
- 11.111 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. Where development is proposed on playing fields, Sport England, as a statutory consultee, will be consulted.
- 11.112 In exceptional circumstances, planning permission may be granted for development at a recreational site, provided that alternative provision of equal or better value can be created to serve the same community. The arrangements of any alternative provision will need to consider the existing site's amenity and recreational value, quality of facilities, ecological characteristics, size and its accessibility to the community it currently serves. When considering whether an open space should be lost to development it will be necessary to consider all the functions that open space can perform and whether the particular site could be used for an alternative open space function for which a need has been identified.
- 11.113 In relation to schools and colleges the Borough Council will consider proposals for the redevelopment of a part of an open space for additional buildings to be used in connection with education, recreational or community uses providing the character and the function of the remaining open space is maintained.

#### **POLICY LP36: ALLOTMENTS**

- 1. Planning permission will not be granted for development which would result in the loss of allotment gardens as identified on the Policies Map.**
- 2. The Borough Council will seek to provide additional allotments where opportunities arise. Sites should:**
  - a) not have a detrimental impact on residential amenities; and**
  - b) not have a detrimental impact on any biodiversity or heritage features.**

## EXPLANATION OF POLICY LP36

### Protection of existing allotments (Point 1 of policy LP36)

11.114 There are approximately 22 hectares of allotments in the Borough. These provide a valuable recreational resource and have an important health and social role as well as being a source of local food production. Over the last decade the demand for allotments in the Borough has grown considerably and consequently the Borough no longer has any vacant plots. Certain sites have been divided into smaller plots to accommodate more users and there are considerable waiting lists in some parts of the Borough<sup>192</sup>.

11.115 Consequently the Borough will resist any proposals which would result in the loss of allotments. Due to the current high demand for allotments the Borough Council will seek opportunities to provide further allotment and community gardens. The only circumstances where a change of use would be considered is if over the Plan period there was evidence of continuing lack of demand for allotment use and the site can be used for alternative open space function. Wherever possible the proposed use should not preclude the reversion of allotments should demand increase again at a future date.

### New allotment provision (Point 2 of policy LP36)

11.116 Due to high demand the Borough Council will continue to seek opportunities for new allotment sites within the Borough. New allotment sites and community gardens could be established on existing open spaces where it is considered that this new function will add recreation value to the open space. This could include amenity open spaces. New allotment provision should not have a detrimental impact on the amenities of adjacent residents nor harm biodiversity and heritage features in accordance with other policies in the Plan. It is important that a site is designed appropriately in order not to detract from the wider landscape setting.

## POLICY LP37: ACCESS TO THE COAST AND COUNTRYSIDE

- 1. The Borough Council will promote public access to the coast and countryside. Planning permission will be granted for appropriate new development provided that:**
  - a) it will not result in the loss of existing public access to the coast and countryside;**
  - b) public access to the coast and countryside is incorporated within new proposals where practical and appropriate; and**
  - c) access does not adversely affect important habitats and species through disturbance of sensitive areas.**

<sup>192</sup> Latest evidence is contained in the latest Annual Monitoring Report  
December 2012



## EXPLANATION OF POLICY LP37

- 11.117 It is one of the Council's Strategic Priorities for the Borough to have a high quality waterfront environment. Public access along the frontage can contribute to enhancing the quality of life for local residents.
- 11.118 Certain parts of the coast have good public access to the shoreline including Stokes Bay and the Lee-on-the-Solent clifflands. The Council has had a successful record in improving the quality of access in recent years with the development of the Millennium Promenade stretching from the Submarine Museum to Priddy's Hard via the Forton Lifting Bridge. The Council aims to extend public access along the coastline as opportunities arise within the Gosport Waterfront regeneration area.
- 11.119 Access to certain coastal areas is constrained by the extensive MoD landholdings at Fleetlands, Bedenham, Frater and the Haslar Peninsula. Where opportunities arise appropriate public access will be sought.
- 11.120 With the improvement of coastal routes and the creation of the Alver Valley Country Park there will be new opportunities to improve linkages to the wider countryside as promoted by the emerging PUSH Green Infrastructure Strategy and Hampshire County Council's Countryside Access Plan for the Solent.
- 11.121 When considering planning applications for appropriate new development having regard to other policies in the plan the Borough Council will aim to ensure that no coastal access is lost and that opportunities to increase access along the coast are incorporated within the development. This includes the potential to improve access along the Solent coast as part of redevelopment proposals on the Haslar Peninsula (see policy LP6)
- 11.122 Careful consideration will be given when improving access along the coast and to the countryside to ensure proposals do not adversely affect important habitats and species, including along the coast and harbour which contain internationally important habitats. Where applicable an 'appropriate assessment' in accordance with the Habitats Regulations will be required and advice sought from Natural England regarding the suitability of avoidance and mitigation measures.

### Further information:

The Open Space Background Paper

The following can be found at [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)  
Assessment of Football Playing Pitch Provision (Strategic Leisure 2011)  
Gosport Children's Play Strategy 2007-2012 (GBC 2007)  
Local Open Space Standards (GBC 2012);  
Open Space Monitoring Report (GBC 2012)  
Sports Facilities Strategy (Strategic Leisure 2008)

Other key documents include  
PUSH Green Infrastructure Strategy (UEA 2010)  
[www.push.gov.uk/push\\_gi\\_strategy\\_adopted\\_june\\_10-3.pdf](http://www.push.gov.uk/push_gi_strategy_adopted_june_10-3.pdf)

Solent Countryside Rights of Way Improvement Plan 2008-2013 (HCC 2008)  
[www.hants.gov.uk/rh/countryside/access/solent.pdf](http://www.hants.gov.uk/rh/countryside/access/solent.pdf)

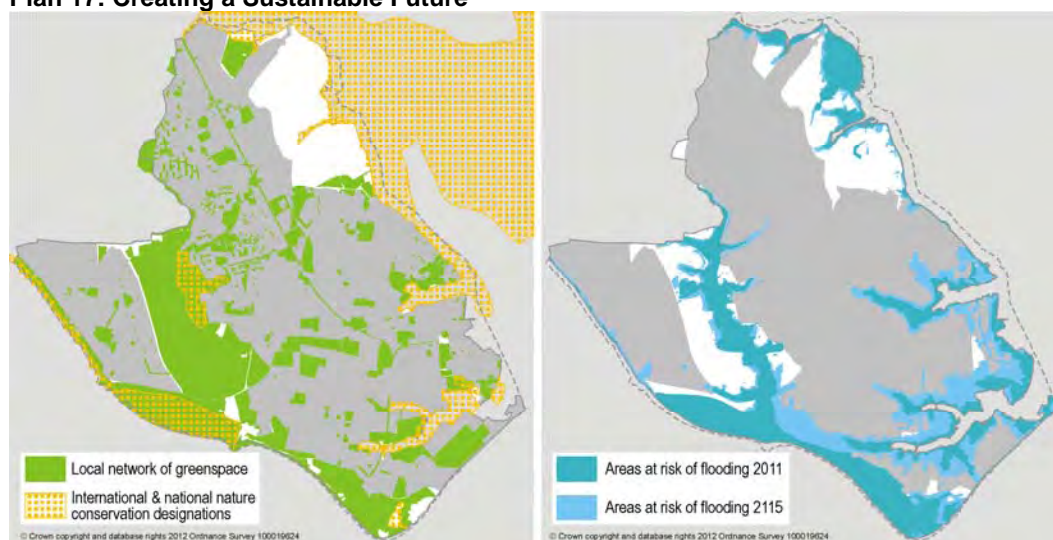
## 12 CREATING A SUSTAINABLE ENVIRONMENT

### Vision: Creating a sustainable environment

The Borough has one of the smallest carbon footprints in the country and will continue to reduce it. The Borough will be more energy efficient with the use of water conservation measures and greater use of recycled materials. Measures will have been taken to avoid adverse impacts of the risks of flooding and climate change on the community and the local environment.

Gosport's environment will be well maintained and attractive. Nature conservation sites will be protected and biodiversity enhanced, in particular along the coastline and within the harbour.

### Plan 17: Creating a Sustainable Future



### INTRODUCTION

- 12.1 The National Planning Policy Framework states that local authorities should adopt proactive strategies to mitigate and adapt to climate change taking full account of flood risk, coastal change and water supply and demand considerations<sup>193</sup>.
- 12.2 Future predictions affecting the UK include higher average temperatures, more extreme weather events, including stormier conditions, and the continued rise in sea level<sup>194</sup>. This will therefore have implications for the way in which buildings and public and private spaces are designed, the provision of available drainage capacity, water and energy resources, and the functioning of ecosystems.
- 12.3 The South Hampshire Strategy (October 2012) recognises that in terms of environmental sustainability issues such as climate change, rising energy prices, the fragility of food supplies and the need to reduce carbon emission are global issues. However in addition it acknowledges that the sub region

<sup>193</sup> In line with the objectives and provisions of the Climate Change Act 2008.

<sup>194</sup> UK Climate Change Risk Assessment (Defra 2012) <http://www.defra.gov.uk/environment/climate/government/risk-assessment/>

has a combination of specific environmental constraints and challenges including: having some of the most vulnerable communities in terms of flood risk particularly coastal flooding; being an 'area of serious water stress'; and having limited capacity to deal with waste water due to environmental constraints such as internationally important habitats.

- 12.4 Gosport is part of a sub-region where significant growth is planned over the next 20 years and this growth needs to take into account the sensitive environment adjacent the Solent and its Harbours and the New Forest and South Downs National Parks. Key issues regarding the use of resources associated with new development are set out below.

**Box 12.1: Summary of key issues relating to the use of resources**

- Whilst Gosport has one of the lowest CO<sub>2</sub> emissions per person in the country there is significant scope to reduce this through a range of measures including greater energy efficiency, use of renewable energy and less use of private cars;
- There is a need to reduce water consumption in South Hampshire to safeguard water levels in local rivers which are important habitats;
- There is a need to improve water treatment capacity in the sub-region to safeguard river and coastal water quality;
- Need to reduce the amount of waste including the amount that goes to landfill;
- Sustainable construction techniques need to incorporate measures which improve energy efficiency and deal with the consequences of climate change;
- The quality of the environment needs to be protected by reducing various forms of pollution.

- 12.5 The policies throughout the Local Plan seek to create a sustainable community. It is important that the key issues affecting climate change are addressed and the quality of the environment is protected. This will need to be done through both adapting to climate change and environmental changes as well as mitigating its effects. The issues outlined above are addressed by a number of policies set out below and these clearly highlight the need to work collaboratively with other organisations.

- Sustainable construction (LP38)
- Energy Resources (LP39)
- Water Resources (LP40)
- Waste and Material resources (LP41)
- Green infrastructure (LP42);
- Biodiversity and geological conservation (LP43-LP44);
- Flood risk and coastal erosion (LP46); and
- Environmental Quality (LP47-LP49).

## SUSTAINABLE CONSTRUCTION

### INTRODUCTION

12.6 It is considered that the use of sustainable construction standards will contribute to further reducing CO<sub>2</sub> emissions and using resources sustainably<sup>195</sup>. It is clear that the substantial development proposed in South Hampshire represents a significant opportunity to build to high standards of sustainable design. Without these measures it is considered that greater pressure would be placed on the sub region's water, land and air resources. The sub region has significant environmental assets to protect which are valued by local residents. These include:

- a sensitive stretch of coastline with internationally important habitats;
- some of the country's most sensitive landscapes including the New Forest National Park, South Downs National Park and the Chichester Harbour Area of Outstanding Natural Beauty; and
- a number of other important habitats including rivers, woodland and downland.

12.7 In order that the environment can be preserved and enhanced it is necessary to ensure that new development is built to very high sustainable standards including measures to reduce water consumption to avoid increasing the already significant pressure on the environment. Details regarding different types of resources are set out in the following policies.

### POLICY LP38: SUSTAINABLE CONSTRUCTION

**Planning permission for new development will be granted provided that upon completion it meets the following standards, unless it can be demonstrated to be economically unviable or technically infeasible:**

**1. All residential development must:**

- a) From 2013 achieve Code for Sustainable Homes Level 4;
- b) From 2016 achieve Code for Sustainable Homes Level 5 incorporating the latest Government definition of Zero Carbon Homes.

**2. All non-residential or multiple-residential<sup>196</sup> use developments over 500 sq. m must from 2013 achieve the BREEAM 'Excellent' standard.**

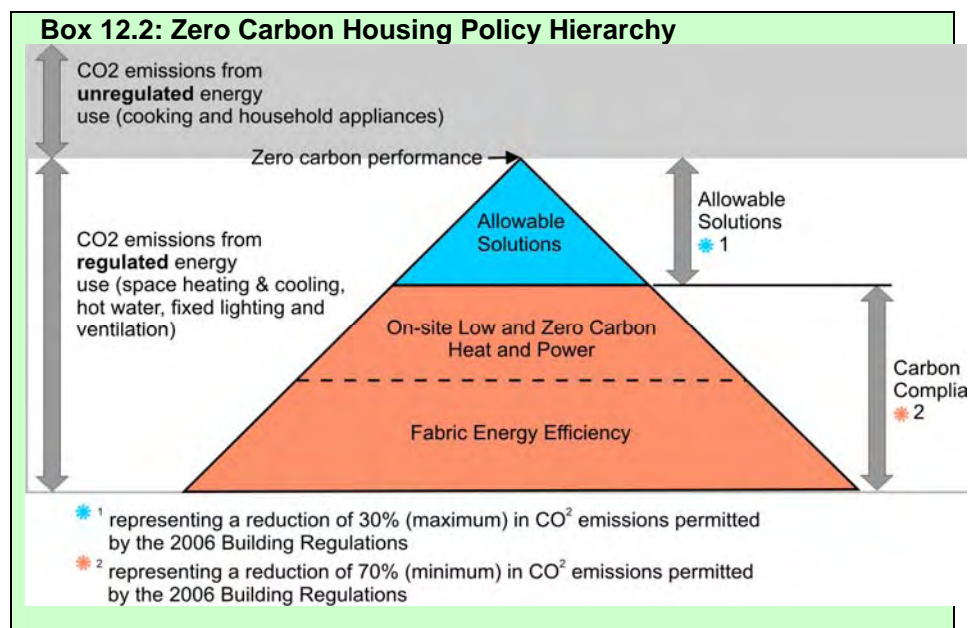
### EXPLANATION OF POLICY LP38

12.8 The NPPF states that local planning authorities should support the move to a low carbon future and when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards. It is the Government's intention that all new homes should be zero carbon by 2016 and that other buildings should be built to zero carbon standards from 2019.

<sup>195</sup> See Sustainable Development and Climate Change Background Paper for further details

<sup>196</sup> Such buildings include those with a mixture of self-contained dwellings or rooms for residential purposes with communal facilities

- 12.9 In 2011 the Government amended the definition of Zero Carbon Homes<sup>197</sup> to exclude 'unregulated emissions' (i.e. emissions from household plug-in electrical appliances) so that the definition only includes regulated energy as covered by Building Regulations. This includes energy used in the home for water heating, lighting and pumps. To meet the Government's proposed new zero carbon standard by 2016, a new home will be required to reduce its regulated emissions by 100%. A large element of this reduction (at least 70%) will need to be met through on-site measures through what is known as 'carbon compliance' with the remaining reduction (a maximum of 30%) to be achieved off-site through 'allowable solutions'. The zero carbon housing policy hierarchy is summarised in Box 12.2.



Source: Based on diagram in 'Allowable Solutions: Evaluating Opportunities and Solutions' (Zero Carbon Hub September 2012)

- 12.10 'Carbon compliance' includes measures such as the energy efficiency of the fabric, the performance of heating, cooling and lighting systems, and low and zero carbon technologies (such as photovoltaic and connected heat such as a community heating network). 'Allowable solutions' includes a payment to a provider who will take the responsibility and liability for a small, medium or large scale carbon-saving project. The Government is yet to confirm the exact nature of allowable solutions but it could include:

- exporting low carbon or renewable heat from a development;
- provision of energy efficient appliances or building controls to reduce energy demand;
- contribution by the developer towards low or zero carbon infrastructure such as a local heat network;
- improving the energy efficiency of existing buildings in the vicinity;
- provision of off-site renewable energy is connected directly to the development.

<sup>197</sup> <http://www.zerocarbonhub.org/definition.aspx?page=1>

- 12.11 In order to meet the Government's objectives, the Borough Council is advocating the use of nationally recognised standards of sustainable construction and design. These are: the Code for Sustainable Homes for residential development; and the BREEAM standards for other types of buildings.
- 12.12 These standards are an environmental assessment rating method which assesses environmental performance in a two stage process (design stage and post construction phase). The standards incorporate a number of considerations including energy, water, use of materials, surface water run-off, waste, pollution, health and well-being, management and ecology. Certain elements of the Code for Sustainable Homes are mandatory including:
- Dwelling energy emission rates;
  - Fabric energy efficiency;
  - Indoor water use;
  - Environmental impact of materials;
  - Management of surface water run-off from developments; and
  - Storage of non-recyclable and recyclable household waste.
- 12.13 It is considered that residential developments should meet Code Level 5 of the Code for Sustainable Homes from 2016 in order to become zero carbon. Similarly in relation to multiple residential development and non-residential development the Borough Council will require proposals to be assessed against the relevant BREEAM standard and achieve the 'excellent' rating.
- 12.14 Policy LP38 applies to all development of 1 or more dwellings and 500 sq.m. or more of non-residential or multiple-residential (mixed use or rooms in communal facilities) development. The Borough Council will operate the standards in accordance with the latest relevant Government guidance. In using this policy the Borough Council will be mindful of viability issues particularly during difficult economic times. Consequently the Borough will require developers to demonstrate, through an 'open book' approach, when it is not viable to achieve the required code level. In circumstances where the required standard is not achievable either through technical or financial viability reasons developers will be required to meet the highest standard possible.



## **POLICY LP39: ENERGY RESOURCES**

- 1. The Borough Council will work with partners to improve the energy efficiency of existing buildings.**
- 2. New development will be required to meet the relevant energy requirements (as set out in Policy LP38) by following the hierarchy set out below. Where a developer can demonstrate that it would be more practical and result in achieving a greater carbon reduction, the use of measures further down the hierarchy will be acceptable:**
  - a) be designed to maximise energy efficiency and design out the need for energy use by means of the scheme layout and the orientation and design of individual buildings;**
  - b) connect to existing combined heat and power (CHP) and District Heating/Cooling networks or contribute to their future development;**
  - c) use renewable energy technologies to produce required energy on-site; and**
  - d) make use of 'Allowable Solutions' to deal with any remaining CO<sub>2</sub> emissions up to the relevant Code for Sustainable Homes/Zero Carbon Homes/BREEAM levels.**
- 3. In accordance with the South Hampshire Strategy the Borough Council will work with PUSH and its partners to help facilitate 20% of all electricity to be generated from renewable sources by 2020 across South Hampshire as a whole by encouraging renewable energy installations and projects. Planning permission will be granted for proposals for renewable energy, low carbon and combined heat and power installations provide that:**
  - a) There will be no adverse impact to local amenities; and**
  - b) There will be no adverse impact on heritage assets, landscape or biodiversity interests.**

### **EXPLANATION OF POLICY LP39**

#### Improving energy efficiency of existing stock (Point 1 of policy LP39)

- 12.15 New development built each year contributes a very small percentage of the total urban area, for example it has been estimated that new dwellings built each year represent just 1-2% of the total housing stock<sup>198</sup>. Consequently if the Borough Council is to make significant strides to reduce carbon emissions in the Borough, improving the efficiency of existing stock needs to be taken into account. The Borough Council currently works with a number of partners to improve energy efficiency of existing properties and will continue to explore ways to enhance this role.
- 12.16 The Borough Council will explore ways through the 'allowable solutions' method (see LP39 above) to retro-fit existing homes to improve energy efficiency. This is a particular issue in Gosport where 11.7% of households

<sup>198</sup> Energy Policy 36 (HMSO 2008)  
December 2012

are classified as experiencing fuel poverty where more than 10% of household income is used to maintain an adequate level of warmth<sup>199</sup>.

- 12.17 In most instances the incorporation of energy efficiency measures will not require planning permission. However in relation to Listed Buildings or the small number of properties covered by an article (4) consent will be required.

Energy associated with new developments (Point 2 of policy LP39)

- 12.18 The use of renewable energy to serve existing and new development will be critical to reduce the Borough's dependency on fossil fuels such as oil, gas and coal and thereby reduce the production of CO<sub>2</sub> emissions which is contributing to climate change.

- 12.19 Developers will be required to demonstrate how their development contributes towards achieving carbon neutrality within the Borough. This will need to be shown through adopting a sequential approach to reducing carbon emissions, involving one or more of the following in order of priority:

- i) Improving energy efficiency;
- ii) Incorporating renewable energy; and
- iii) Utilisation of low carbon energy supply.

- 12.20 There are a number of measures that can be taken to improve the energy efficiency of new development including designs which incorporate passive solar heat gain, natural daylight, natural ventilation and high standards of insulation.

- 12.21 On larger sites it will be appropriate for development to link to existing renewable supplies or produce its own. PUSH defines major areas of development as 250 dwellings or more, or at least 5,000 sq.m. of non-residential development. Smaller development should consider what viable opportunities are available having regard to the energy requirements set out in Policy LP38.

New renewable energy resources, low carbon and CHP (Point 3 of policy LP39)

- 12.22 Proposals for renewable energy will need to be considered in the light of other policies in the Local Plan including the impact on residential amenity, areas of historic character and important habitats. Evidence suggests that there is little scope for major renewable energy schemes in the Borough<sup>200</sup> given its built-up character, nature conservation designations and aviation and defence constraints as well as the presence of more viable opportunities located elsewhere in the sub-region and beyond. However scope does exist for micro-generation schemes in the Borough including small scale wind turbines, photovoltaic solar systems and ground source heat pumps.

- 12.23 Schemes associated with individual domestic dwellings would in most cases be deemed as permitted development by the Town and Country Planning (General Permitted Development) Order 1995, as amended (GPDO), and not require planning permission<sup>201</sup> subject to specific criteria relevant to each type

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<sup>199</sup> Annual Fuel Poverty Statistics, 2011

<sup>200</sup> See Sustainability and Climate Change Background Paper which summaries the findings of the PUSH Study Feasibility of an Energy and Climate Change Strategy

<sup>201</sup> Full details in the Town and Country Planning (General Permitted Development) Order 1995, as amended and additional proposed permitted development rights are contained in 'permitted development rights for small scale and December 2012

of technology. Proposals associated with Listed Buildings and Scheduled Monuments are not afforded permitted development rights and in Conservation Areas such rights will be more limited than other areas. Such proposals would also not be classed as permitted development if they would affect the integrity of internationally important habitats.

- 12.24 In relation to proposals connected to non-residential properties and larger community schemes, they may or may not require planning permission depending on the type and nature of the micro-generation scheme proposed (as set out in the GPDO). Those proposals which require planning permission together with proposals affecting relevant designations will be assessed with the criteria in LP38 and other relevant policies.
- 12.25 The Borough Council considers that there are significant opportunities in the Borough for the use of combined heat and power (CHP). This includes district heating in large scale developments and mini and micro CHP in all developments. CHP is most effective where the generation plant is relatively close to the users of the heat, where this includes a mix of uses to even out the pattern of demand for electricity and heat through the day and where the density and layout of development reduces cost of installation. CHP is particular appropriate for Gosport Borough given its built-up nature and the characteristics of the strategic sites with opportunities for a mix of uses. Schemes will be assessed against the above criteria.

#### **POLICY LP40: WATER RESOURCES**

**The Borough Council together with its partners will seek to manage the use of water resources through the following measures:**

- 1. Development proposals which would have an adverse effect on the quality of surface, ground or coastal water will not be permitted. New development should take opportunities to enhance these resources.**
- 2. Development proposals will be permitted provided that the necessary water resources are already available. Development proposals should include measures that will reduce the consumption of water in accordance with Policy LP38.**
- 3. Development proposals will be permitted provided that they facilitate the efficient use of new and existing infrastructure. In cases where these are deficient, development proposals should be phased so as to safeguard the environmental qualities of the area. It will be necessary to:**
  - a) ensure that existing underground sewers are not built over;**
  - b) ensure that surface water is separated from existing foul or combined sewers; and**
  - c) where necessary, require construction of on-site and off-site**

<p style="text-align: center;"><b>sewers to adoptable standards to ensure they function effectively.</b></p> <p><b>4. Development Proposals which incorporate, where practical, the use of sustainable drainage systems will be permitted provided that:</b></p> <p style="padding-left: 40px;"> <b>a) sewerage, sewage disposal facilities and surface water drainage of adequate capacity and design are available;</b>  <b>b) the required capacity will be provided prior to the occupation of the development; and</b>  <b>c) appropriate long term management arrangements are made for their maintenance.</b> </p>
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#### **EXPLANATION OF POLICY LP40**

##### Water quality (Point 1 of policy LP40)

- 12.26 It is necessary to protect water resources from all sources of pollution including those from existing contaminated or potentially contaminated land. This source has the potential to be mobilised through the construction of new development. It will also be necessary to ensure that the operation of new development through its use or the infrastructure required to serve it does not cause pollution or worsen existing problems.
- 12.27 The Borough Council will seek guidance from the Environment Agency when this issue is likely to be a material consideration in assessing planning applications. It will be necessary to ensure:
- that foul water and surface water drainage are separated for new developments;
  - water efficiency standards are adhered to; and
  - sustainable surface water drainage systems are used wherever possible to help protect and enhance the water environment.
- 12.28 The Environment Agency has identified two watercourses within the Borough that currently suffers from poor water quality and through its 'Improving Hampshire's Rivers and Streams' Project aims over the Plan period to improve their water quality. The identified watercourses are the River Alver and the Hoeford Stream and consequently it will be important that opportunities are taken to improve them and that new development does not exacerbate the problem.

##### Water supply (Point 2 of policy LP40)

- 12.29 Portsmouth Water provides the Borough with its water supply. In order to ensure there is a sufficient water supply for the local population and safeguard important habitats it is necessary to reduce the amount of water that is consumed and increase the level of water that is recycled/harvested within the development. The Code for Sustainable Homes and BREEAM provide the detailed standards as to how this can be achieved.
- 12.30 The Environment Agency has identified the need for water efficiency measures and also to maintain and enhance water quality within the Borough. Such measures will help to reduce the potential pressure on Peel Common wastewater treatment works (operated by Southern Water) which is

constrained by tight limits on nutrients (nitrate levels) as a result of the Habitats Regulation review of the consents process.

Waste Water (Point 3 of policy LP40)

- 12.31 Southern Water provide the sewage and waste water infrastructure for the Borough and have identified that there are capacity issues within South Hampshire which are required to be dealt with on phased basis. It identifies a number of ways in which the waste water infrastructure can be used more efficiently and these are included in Policy LP38.
- 12.32 The proposed consented limit for nitrates as a result of the Habitats Regulation review of consents process is below the best available technology standard currently accepted by the Water Industry. It is unlikely that an increase in load as a result of an increase in foul water flow to the works from new development will be permitted without further advances in treatment technology as this causes unacceptable damage to the integrity of the Habitats sites. Therefore it will be important to use the current capacity within the consent limits carefully to meet the needs of the development proposed. The separation of surface water from foul sewers will release capacity in the foul sewer thus making more efficient use of it and minimising the risk of flooding.
- 12.33 It will be necessary to ensure that future access to sewers for the purposes of maintenance and upsizing is secured. This requires that sewers are not built over and easements of 6 to 10 metres wide are required dependent on the size and depth of the infrastructure. The layout of development should take this into account or make allowance for diversions at the developers' expense.

Use of Sustainable Drainage Systems (SuDS) (Point 4 of policy LP40)

- 12.34 The use of Sustainable Drainage Systems (SuDS)<sup>202</sup> within new developments can have a number of benefits including improving water quality, reducing flood risk (see Policy LP46) and contribute to local green infrastructure (see Policy LP42), enhancing biodiversity (see Policy LP43-LP44) all of which can make areas more desirable to live in. Importantly SuDs can reduce the speed and amount of storm water and thereby reduce pressure on sewers and surface water flooding and prevent pollution of the local environment.
- 12.35 By incorporating natural processes SuDs can assist with managing water resources sustainably and protecting local water quality and thereby helping to achieve the requirements of the European Water Framework Directive. SuDs can include a number of different elements including green roofs, permeable pavements, rainwater harvesting, infiltration trenches, swales and retention ponds,
- 12.36 It is important that the incorporation of SuDs into the design of developments should be informed by relevant contamination investigations, otherwise there is a risk of re-mobilisation of any contaminants in the soils and therefore the pollution of controlled waters. The approval of SuDS in new development will be subject to appropriate location, standards of design, maintenance and

<sup>202</sup> EA guidance. Sustainable Drainage Systems: An Introduction <http://publications.environment-agency.gov.uk/pdf/GEHO0308BNSS-e-e.pdf%20->  
December 2012

legal responsibility. Further guidance is supplied by the Environment Agency.<sup>203</sup>

#### **POLICY LP41: WASTE AND MATERIAL RESOURCES**

- 1. The Borough Council will have regard to the latest material resource strategies (including waste) when considering new development.**
- 2. Planning permission will be granted for the provision of waste facilities to serve the Borough's needs in accordance with the Hampshire Minerals and Waste Plan provided that there is no adverse impacts on:**
  - a) residential amenity;**
  - b) the highway network;**
  - c) heritage; and**
  - d) biodiversity interests.**
- 3. New development should use recycled materials and local secondary aggregate in construction where possible.**
- 4. The layout and design of new development should provide adequate space to facilitate the storage, re-use and recycling of materials as well as composting facilities where appropriate.**

#### **EXPLANATION OF POLICY LP41**

12.37 Hampshire County Council is the waste authority for the Gosport area, although the Borough Council has responsibilities to collect domestic waste. Waste has become a major issue for the South Hampshire sub-region due to the lack of landfill sites and this has informed the Hampshire Minerals and Waste Plan. This is the main policy document for waste matters and aims to increase the efficiency of the use of materials in the Borough. Key considerations include:

- Reducing and re-using waste ensuring that development minimises primary aggregate use and encourages the use of high quality building materials made from recycled and secondary resources;
- Increasing recycling and composting ensuring the design of development provides adequate facilities to enable storage, recycling and composting; and
- Ensuring specialist facilities are provided including energy recovery from waste biomass.

12.38 In relation to the last point above the Borough Council will be supportive of small enclosed facilities on existing employment sites rather than large open facilities which are unlikely to be appropriate to a densely urban area. Such schemes will need to be appropriate to the character of the area and consideration given to amenity and access issues as well heritage and nature conservation interests.

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<sup>203</sup> EA guidance. Sustainable Drainage Systems: An Introduction <http://publications.environment-agency.gov.uk/pdf/GEHO0308BNSS-e-e.pdf%20->  
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- 12.39 Developers for most forms of developments are required to prepare Site Waste Management Plans to ensure construction waste is reduced. The use of the Code for Sustainable homes and the BREEAM standards (LP38) can help facilitate less waste to landfill as the standards require consideration on matters such as composting.

**Further information:**

Code for Sustainable Homes- latest technical guidance

[http://www.planningportal.gov.uk/uploads/code\\_for\\_sustainable\\_homes\\_techguide.pdf](http://www.planningportal.gov.uk/uploads/code_for_sustainable_homes_techguide.pdf)

BREEAM Standards- what is BREEAM? <http://www.breeam.org/about.jsp?id=66>

PUSH Study Feasibility of an Energy and Climate Change Strategy

<http://www.push.gov.uk/work/sustainability-and-social-infrastructure/climate-change-strategy.htm>

Sustainable Development and Climate Change Background Paper

[www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Sustainable Drainage Systems: An Introduction (Environment Agency)

<http://publications.environment-agency.gov.uk/pdf/GEHO0308BNSS-e-e.pdf%20->

Zero Carbon Hub publications

<http://www.zerocarbonhub.org/>

## GREEN INFRASTRUCTURE

### Introduction

**Box 12.1: What is green infrastructure?**

Green infrastructure (GI) is a strategically planned and delivered network of high quality green spaces and other environmental features. It should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities.<sup>204</sup> This includes a variety of social, economic and environmental benefits including:

- Places for outdoor relaxation and play;
- Space and habitat for wildlife with access to nature for people;
- Climate change adaptation - for example flood alleviation and cooling urban heat islands;
- Environmental education;
- Local food production - in allotments and gardens;
- Improved health and well-being – lowering stress levels and providing opportunities for exercise;
- Providing an attractive environment which can attract economic investment.

GI can include parks & gardens, natural and semi natural greenspaces, green corridors, outdoor sports facilities, amenity greenspace, provision for children and teenagers, cemeteries and churchyards, accessible countryside in urban fringe areas, river corridors, allotments, domestic gardens and green roofs.

<sup>204</sup> Natural England see:

[www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx](http://www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx)

- 12.40 Green infrastructure should be provided as an integral part of all new development, alongside other infrastructure such as utilities and transport networks. It should be strategically planned and be designed and managed as a multifunctional resource. It should also respect and enhance the character and distinctiveness of an area with regard to habitats and landscape types.
- 12.41 Green Infrastructure includes established green spaces and new sites which should thread through and surround the built environment and connect the urban area to its wider rural hinterland. Consequently it needs to be delivered at all spatial scales from sub regional to local neighbourhood levels, accommodating both accessible natural green spaces within local communities and often much larger sites in the urban fringe and the wider countryside.
- 12.42 As well as providing a network of open space, green infrastructure includes provision of natural features within the fabric of urban design, such as green roofs and street planting. It also embraces the management of environmental processes such as sustainable drainage systems.

#### **Local Context**

- 12.43 The PUSH authorities recognise the importance of green infrastructure and that local authorities and partners should work together to plan, provide and manage connected and substantial networks of accessible multi-functional green space. The PUSH authorities have produced a Green Infrastructure Strategy<sup>205</sup> which sets a policy framework for green infrastructure at a sub regional level and has informed the Gosport Local Plan. The PUSH authorities are now starting to implement the Strategy. The Strategy proposes five sub-regional initiatives (see box below).

#### **Box 12.2: PUSH Green Infrastructure Strategy Initiatives**

- 'The Green Grid initiative' seeks to establish a network of linear features and provide connectivity between assets that perform a variety of functions. It includes rivers, roads, recreational routes, hedges and other corridors;
- 'The Coast for People, Wildlife and Improved Water initiative' relates to recreational and nature conservation issues along the coast and the need to plan for sea-level rise;
- 'The Forest of Bere Land Management initiative' aims to takes a comprehensive and integrated approach to the creation and management of a number of GI assets in this landscape area;
- 'The Country Parks and Woodlands initiative' seeks to identify a network of country parks and woodland sites; and
- 'The Greener Urban Design initiative' aims to enhance local assets which can improve the built environment and support local communities. It is likely to manifest itself as a series of smaller scale projects that seek to address identified deficits, opportunities and need.

<sup>205</sup> Green Infrastructure Strategy for the Partnership for Urban South Hampshire ( UE Associates June 2010)  
December 2012

- 12.44 The Strategy identifies a number of strategic projects across the sub-region including within Gosport that relate to one or more of the above strategic initiatives (Box 12.3). In addition Hampshire County Council's Solent Countryside Access Plan<sup>206</sup> sets a series of actions to improve access to the countryside which relate to a number of the initiatives outlined below.

**Box 12.3: Specific proposals for Gosport identified in the PUSH Green Infrastructure Strategy**

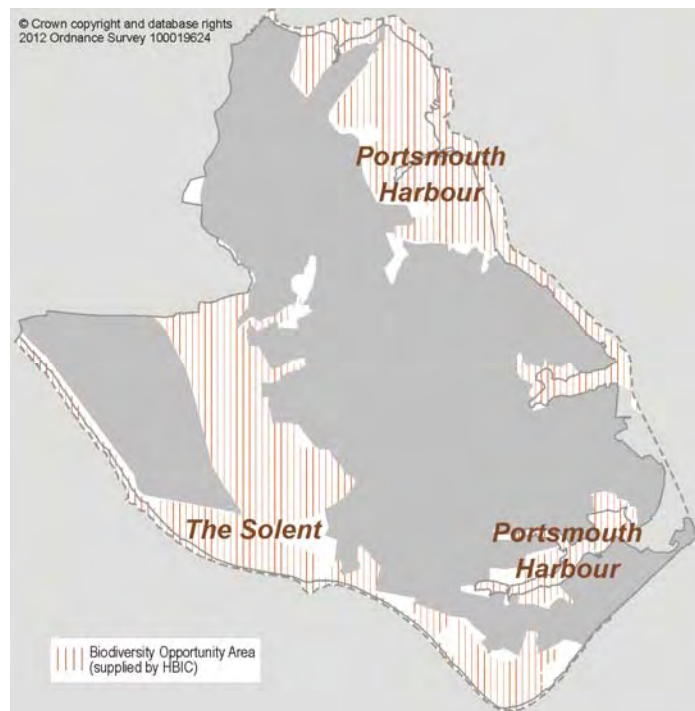
- Alver Valley Country Park- the Strategy recognises the work the Borough Council has undertaken so far to create a range of formal and informal recreational facilities (see LP8). It is also acknowledged that the site can be linked with adjoining areas.
- Gosport Ranges- the MoD sites at Frater and Bedenham have significant ecological value and that opportunities exist to manage these areas for wildlife.
- Forts recreational route- the Strategy recognises that any future opening of the HMS Sultan site for civilian uses could create opportunities for a new north-south pedestrian/cycle route which will link into existing routes and can form an element of a new recreational route which could link all (or most) of Gosport's forts.
- Gosport Waterfront (Haslar to Priddy's Hard)- there are a number of projects close to Portsmouth Harbour which link closely to the development of key sites in the Borough. These have the potential to improve recreational opportunities for local residents, improve the management of sensitive habitats, protect historical features and improve the Borough's distinctive maritime heritage. Projects include:
  - Royal Hospital Haslar - including reinstating the coastal walk along the Solent frontage as well as public access to the nationally important historic park and garden with measures to enhance biodiversity (see LP6);
  - Extension of the Millennium Promenade along the Gosport Waterfront (see LP4);
  - The creation of the Priddy's Hard Ramparts Park (see LP9D); and
  - Improve the appearance and quality of access around the creeks (Haslar, Workhouse and Stoke lakes) with improved interpretation of natural features with the involvement of local communities.

- 12.45 The provision of a country park in the Alver Valley is considered a critical element of the Borough's green infrastructure and is one of the key strategic priorities for the Council. It will include a range of informal and formal recreational opportunities. It includes sensitive habitats such as the Wildgrounds which will continue to be appropriately managed, as well as less sensitive areas where visitors will be able to enjoy their natural surroundings. It is likely to attract local visitors and potentially reduce the need to travel to such facilities outside the Peninsula and potentially divert visitors away from internationally and nationally important habitats and other sensitive locations. Large parts of the site are covered by Natural England's Higher Level Stewardship Grant, whereby funds are provided to manage wildlife in order to reach specific targets.

<sup>206</sup> [www.hants.gov.uk/rh/countryside/access/solent.pdf](http://www.hants.gov.uk/rh/countryside/access/solent.pdf)

- 12.46 In addition to the Alver Valley there are a number of other local proposals that will contribute to the Borough's green infrastructure, including those identified by the PUSH Green Infrastructure Strategy as well other neighbourhood proposals. This includes sites identified in Policy LP9D such as the Priddy's Hard Ramparts Park and the open space allocation at Stokesmead.
- 12.47 The Borough Council will work with statutory and voluntary agencies as well as developers and the general public to protect and enhance a well-connected network of green infrastructure with improved connections along the coast and to adjacent countryside areas. This includes biodiversity opportunity areas and those that support habitats in the Hampshire Biodiversity Plan. Habitat networks and buffer zones can help the movement of species in their search for more favourable territory, so previously fragmented habitats should be reinstated wherever possible. A number of biodiversity opportunity areas (BOAs) have been identified by the Hampshire Biodiversity Information Centre. Two broad BOAs in the Borough have been identified, Portsmouth Harbour and the Solent, which are considered as areas where opportunities should be sought to enhance biodiversity (see Plan 18). Consequently the Borough will take opportunities to enhance habitats in these areas having regard to the Hampshire Biodiversity Action Plan. The Alver Valley represents one of the key opportunities to protect and enhance biodiversity within the Borough (see Policy LP8).

**Plan 18: Biodiversity Opportunity Areas**



- 12.48 At a neighbourhood scale important features include street trees, green roofs, communal gardens and allotments as well as incorporating habitats within existing facilities such as formal open spaces. The Borough Council will continue to safeguard and enhance important nature conservation interests and existing open spaces (see also policies LP35 and LP43-LP45).

- 12.49 In addition to the initiatives identified above the Borough Council considers that most proposals for new development should take the opportunities to maintain and enhance green infrastructure as set out in Policy LP42 below.

#### **POLICY LP42: GREEN INFRASTRUCTURE**

- 1. Planning permission will be granted for development proposals provided that where appropriate they:**
  - a) maintain and enhance the Borough's green infrastructure network including the provision of sufficient on-site green infrastructure and where necessary secure off-site green infrastructure;**
  - b) secure a net gain of on-site biodiversity;**
  - c) use sustainable drainage systems (SuDS); and**
  - d) accord with the latest Borough Council strategies and evidence relating to green infrastructure issues.**
- 2. Proposals will not be permitted that compromise the integrity of the overall green infrastructure network including internationally important sites and other habitats supporting important species (see policies LP43-LP45 for further details).**

#### **EXPLANATION OF POLICY LP42**

Maintaining and enhancing the Borough's Green Infrastructure Network (Point 1 of policy LP42)

- 12.50 Development proposals will be required to incorporate measures which maintain and enhance the Borough's green infrastructure network including the provision of on-site infrastructure and where appropriate contributions towards off-site provision.
- 12.51 **On-site provision:** It will be necessary for schemes as part of the Design and Access statement to indicate how the proposed development intends to protect and enhance the Borough's green infrastructure. On-site measures include:
- the use of sustainable drainage systems where appropriate (see also Policy LP40);
  - retaining natural features on-site;
  - creation of areas managed for wildlife within development;
  - planting of street trees and hedges of indigenous species;
  - use of green roofs and walls; and
  - taking opportunities to link new development to existing green infrastructure.
- 12.52 Such measures will need to be appropriately managed and maintained for a period of 10 years to be secured by a Section 106 Agreement. In the case of the sustainable drainage systems a longer term management scheme will be required as advised by the Environment Agency. It will be appropriate for some of these measures to be incorporated as part of the public open space standards outlined in Policy LP34 where it can be shown that the measures have recreational value to the residents of the development.

- 12.53 Green infrastructure measures should contribute to a net gain in biodiversity on the site and this should be demonstrated by the developer as part of any planning submission. The Borough Council considers that there is an opportunity to enhance biodiversity in most development. Any potential impact on nature conservation interests will be assessed in accordance with policies LP43-LP45 and the relevant national regulations where appropriate. There are a range of appropriate measures that should be incorporated into most forms of development in order to enhance local biodiversity.
- 12.54 Developers are advised to consider *Planning for Biodiversity and Geological Conservation: A Guide to Good Practice* (ODPM 2006) and *Biodiversity by Design* (TCPA 2004) which includes useful guidance to developers to achieve a net gain in biodiversity on development sites. This includes advice on on-site parks, green links, the street tree canopy, green roofs, private spaces and integrating nesting sites within buildings.
- 12.55 **Off-site provision:** In some cases, particularly larger developments it may be necessary to contribute to the provision of off-site green infrastructure. The need for off-site provision will be informed by the latest evidence studies and/or advice from Natural England and the Environment Agency as part of the consultation of the planning proposal. Such provision may be necessary to mitigate the impact of the development. This includes:
- flood alleviation measures (for example, land associated with a balancing pond);
  - avoidance and mitigation measures in relation to an identified effect on internationally/nationally important habitats;
  - ameliorating the impacts of climate change.
- 12.56 **Maintenance:** As part of new developments it will be important that green infrastructure is appropriately managed and maintained. Such provision will need to be accompanied with a management plan where appropriate and arrangements secured by legal agreement. In most cases the funding will need to be secured by a Section 106 rather than the Community Infrastructure Levy.
- 12.57 **Evidence studies and strategies:** The enhancement, restoration and creation of new green infrastructure and its management will need to be informed by the latest evidence and strategies including:

Solent Waders and Brent Goose Strategy (Hampshire and IoW Wildlife Trust et al 2010)	Solent Countryside and Access Plan (HCC 2008)
Gosport Borough Open Space Monitoring Report (GBC 2012)) and supporting local evidence in relation to each type of open space and any forthcoming Open Space Strategy	Hampshire Biodiversity Action Plan (HCC 2000-12) and any future local BAP
South Hampshire Green Infrastructure Strategy (PUSH June 2010)	Hampshire Biodiversity Opportunity Areas (HBIC)

- 12.58 Work is currently being undertaken in partnership on a sub-regional basis to address the issue associated with minimising the impact on habitats of international importance including dealing with issues such as recreational disturbance, use of water resources, air pollution and the provision of



compensatory habitats to replace important habitats lost through coastal squeeze.<sup>207</sup> The Borough Council is also contributing to the Solent Forum's Solent Disturbance and Mitigation Project to gain further understanding of the issue of recreational disturbance in the Solent area and their impacts on internationally important site. The results of this study may have implications for future development proposals in the sub-region and how these are mitigated<sup>208</sup>.

Protecting the integrity of the GI network (Point 2 of policy LP42)

- 12.59 It is important that the integrity of the green infrastructure network is retained. Development which harms the integrity of the network will not be permitted. Detailed development management policies relating to protecting important habitats and species are outlined in policies LP43 - LP45.
- 12.60 A planning application which may affect a green infrastructure asset must be accompanied with an assessment of the importance of the relevant feature in terms of the various benefits green infrastructure can provide and what appropriate mitigation measures are being proposed. Consideration will therefore need to be given to the relevant green infrastructure in terms of the site itself and its contribution to a wider network. This includes assessing the following potential functions:
- recreation and leisure;
  - access and movement (eg cycleway/pedestrian links/wildlife corridor);
  - landscape/townscape setting;
  - flood attenuation and water resource management;
  - climatic benefits (shade and shelter);
  - food and energy production; and
  - habitat provision and access to nature.

**Further information:**

Background Papers particularly Green Infrastructure including Open Space, and Biodiversity and Geological Conservation [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Green infrastructure (Natural England 2009)  
[www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx](http://www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx)

Hampshire Biodiversity Action Plan (HCC 2000-12)  
<http://www.hampshirebiodiversity.org.uk/action.html>

Open Space Monitoring Report (GBC 2012) [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

PUSH Green Infrastructure Strategy (UE Associates 2010)  
[www.push.gov.uk/push\\_gi\\_strategy\\_adopted\\_june\\_10-3.pdf](http://www.push.gov.uk/push_gi_strategy_adopted_june_10-3.pdf)

Solent Countryside and Access Plan (HCC 2008)  
[www.hants.gov.uk/rh/countryside/access/solent.pdf](http://www.hants.gov.uk/rh/countryside/access/solent.pdf)

Solent Waders and Brent Goose Strategy (Hampshire and IoW Wildlife Trust et al 2010)

<sup>207</sup> The PUSH Green Infrastructure Strategy (UE Associates 2010) 'Greening the Grid' initiative is an example of such an initiative

<sup>208</sup> As at December 2012, the first two phases of the work have been completed with the Mitigation Strategy currently being prepared. Latest information is contained at [http://www.solentforum.org/forum/sub\\_groups/Natural\\_Environment\\_Group/Disturbance\\_and\\_Mitigation\\_Project/](http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/) December 2012

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

## BIODIVERSITY AND GEOLOGICAL CONSERVATION

### Introduction

- 12.61 This section relates to the preservation and enhancement of the Borough's biodiversity and geological features. The green infrastructure policy outlined above (Policy LP42) sets out the Borough Council's overall approach for securing green infrastructure both at a landscape and neighbourhood-scale including achieving a net gain of biodiversity on development sites. The following policies relate more specifically to protected habitats and species as well other important nature conservation features.

#### Box 12.4: 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 control, help to filter waste water, clean pollutants from the air and mitigate noise and the visual intrusion of development. Biodiversity helps to mitigate the effects of climate change through locking-up carbon, increasing water storage capacity and providing shade within urban areas. It also contributes to our physical and mental health by providing relaxation, enjoyment and recreation opportunities. Nature conservation measures to protect biodiversity can be an important education resource which encourages respect for the environment generally. Biodiversity is a critical element of the Borough's green infrastructure.

### Local Context

- 12.62 Gosport has a number of important areas for biodiversity of international, national and local importance. In addition to recognised protected sites there is a network of open spaces that offer opportunities for nature to thrive including playing fields, allotments, cemeteries, back gardens, hedges, landscaped areas, informal open space and former railway lines. Gosport's natural assets contribute significantly to the quality of the environment and to its distinctive character. Key issues are summarised in the box below.

#### Box12.5: Key issues relating to biodiversity<sup>209</sup>

Key issues primarily relate to the increased pressure on habitats and the species they support (particularly those of international and national importance) as a result of:

- Development growth in Gosport in combination with the proposed growth in South Hampshire and beyond with particular concerns relating to:
  - loss of habitat as a direct result of development (building on sites that are protected or important to the integrity of a particular habitat);
  - increased water consumption which has a potential impact on water levels on protected rivers in the sub-region;
  - capacity for dealing with additional waste water and the potential

<sup>209</sup> See Biodiversity and Geological Conservation Background Paper and evidence studies identified therein for further details

- consequences on water quality;
- increased air pollution particularly relating to increased traffic on sensitive species;
- increased demands on recreational resources in the area which can potentially disturb sensitive species or even destroy habitats.
- Climate change with a number of consequences including sea-level rise which could result in the loss of important coastal habitats such as salt marshes and mudflats through the process of coastal squeeze.
- Other related issues include balancing increasing access to the natural environment without harming it and improving the quality of life of residents by taking opportunities to enhance biodiversity across the Borough.

12.63 The Borough Council's role as the local planning authority is critical in safeguarding internationally, nationally and locally important sites as well as protected species and other features of nature conservation importance. The following policies relate to how development proposals will be considered in relation to these features.

#### **POLICY LP43: INTERNATIONALLY AND NATIONALLY IMPORTANT HABITATS**

- 1. Planning permission will not be granted for development which will affect the integrity of internationally important sites. Such sites will be subject to the highest level of protection as set out in the relevant international and national regulations.**
- 2. Planning permission will not normally be granted for development if it directly or indirectly harms a Site of Special Scientific Interest (SSSI). Development that affects a SSSI will only be permitted where it has been demonstrated that :**
  - a) the objectives of the designated area and overall integrity would not be compromised; or**
  - b) any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social and economic benefits of national importance.**
- 3. In the exceptional circumstances where development that affects a SSSI is permitted the Borough Council will use conditions or planning obligations to ensure the protection of the site's nature conservation interest and that any adverse impacts are appropriately mitigated for, with compensatory measures only used as a last resort.**

#### **EXPLANATION OF POLICY LP43**

##### Internationally Important Habitats (Point 1 of policy LP43)

12.64 A short definition for each of the three relevant designations in the Borough is outlined below.

#### **Box 12.6: Summary of International designations**

The legal requirements for all three designations are set out in the Conservation of Habitats and Species Regulations 2010

**Special Protection Area (SPA)-** SPAs are designated under the European Union Birds Directives and Member States are required to take special measures to protect migratory, rare and vulnerable species of birds. SPAs are particularly important for birds which depend on specialised or restricted habitats for breeding, feeding, wintering or migration.

**Special Area of Conservation (SAC)-** designated under the European Union Habitats Directive. This requires Member States to protect important wildlife habitats and the rare or threatened plants and animals that they support.

**Ramsar Sites-** These sites are designated as wetlands of international importance under the 1971 Ramsar Convention. As a matter of policy, Ramsar sites in England are protected as European sites. Where the sites are identified for waterfowl interest, the criteria are similar to those for SPAs.

12.65 The Borough has four internationally important designations which are outlined below and identified on the Policies Map:

- Portsmouth Harbour Special Protection Area (SPA):- This includes a significant part of Portsmouth Harbour within the Borough including a number of creeks such as Frater, Forton, Haslar, Workhouse and Stoke Lakes. Other parts of the SPA are within Fareham Borough and Portsmouth City.
- Portsmouth Harbour Ramsar site:- which covers the same areas as the Portsmouth SPA but has additional features of interest.
- Solent and Isle of Wight Special Area of Conservation (SAC):- This includes Gilkicker Lagoon within Gosport Borough. This is part of a larger designation which includes a series of saline lagoons around the Solent.
- Solent and Southampton Water Ramsar Site which also includes the Gilkicker Lagoon. This is part of a much larger designation which includes a variety of habitats including saline lagoons stretching from Hurst Spit in the New Forest to Gilkicker.

12.66 In addition to these sites which are cross-boundary designations, the Borough Council is minded that development in Gosport Borough in-combination with other developments in the sub-region may in certain circumstances have an effect on other international designations, for example the Solent and Southampton Water SPA which is adjacent the Borough boundary at Hill Head within Fareham Borough.

12.67 In relation to internationally important sites the Government's Conservation of Habitats and Species Regulations 2010<sup>210</sup> which transpose the European Union Habitats Directive into national law are relevant. These are often referred to as the Habitats Regulations. It is now a requirement for each local planning authority to conduct a Habitats Regulation Assessment (HRA) of relevant DPDs. Policies and proposals in the Gosport Local Plan in combination with other plans and programmes within the Borough and the

<sup>210</sup> From 1st April 2010, this legislation updates and consolidates all the amendments to the Regulations since they were first made in 1994 which transposed the European Union Habitats Directive into national law.

sub-region (and beyond) will not be acceptable where there is the potential for an adverse impact on the features of an internationally important site. An HRA Report accompanies the Local Plan and its recommendations have been taken into account throughout the Plan including issues relating to recreational disturbance, traffic-related air pollution and coastal defences.

12.68 Developers should refer to the Habitats Regulations in instances where a proposal may impact upon the integrity of such sites. Policy LP43 reinforces the significance of this issue and consequently developers will need to consider these matters at the earliest possible stage when preparing their proposals and provide sufficient information for the Local Planning Authority to undertake the appropriate assessment.

12.69 Any proposal which may have a significant effect upon a European site or a species protected by European legislation, either alone or in combination with other current proposals and projects, will need to be subject to an 'appropriate assessment' and is likely to require an Environmental Impact Assessment. The information provided by the developer will enable the Local Planning Authority, with guidance from Natural England, to ascertain whether the proposal will have an adverse impact on the nature conservation value of a site.

Nationally Important Habitats- Sites of Special Scientific Interest (Point 2 of policy LP43)

12.70 The Borough's Sites of Special Scientific Interest (SSSI's) are designated and protected under the Wildlife and Countryside Act 1981, as amended by the Countryside and Rights of Way Act 2000. The Borough contains all or part of five SSSIs which are outlined below:

- Portsmouth Harbour (also a Ramsar and SPA site) contains a number of important habitats including inter-tidal mudflats and marshes which support internationally important wetland bird species;
- Gilkicker Lagoon (also a Ramsar and SAC site) is a saline lagoon, which is a rare habitat and supports specialised species including several national rarities;
- Browndown Range is an extensive shingle beach with extensive areas of rare grass heath habitat supporting specialised plants and vertebrates;
- The Wildgrounds is largely an acid oakwood, a type of habitat which was formerly widespread on coastal commons in Hampshire (the site is also a Local Nature Reserve);
- Lee-on-the Solent to Itchen Estuary includes the coastline at Lee-on-the-Solent which is important for geological reasons, particularly for bird fossils.

12.71 The Borough Council recognises the significant ecological and geological importance of SSSIs and will consult Natural England (or where appropriate use its relevant standing advice) when considering planning applications affecting these sites. The Borough Council will aim to protect these sites from the direct and indirect impacts of development. In exceptional cases, there may be occasions when the importance of the development will justify damage to an SSSI. Such occasions may occur when there is an overriding need for the development and the reasons for the development clearly outweigh the value of the site itself. In such instances developers must prove that the need for a development clearly overrides the Government's policy to

safeguard the intrinsic nature conservation value of SSSIs. Where development is permitted the Local Planning Authority will use conditions or planning obligations to ensure appropriate measures are taken to mitigate for any adverse impacts that are likely to occur with compensatory measures only used as a last resort.

#### **POLICY LP44: LOCALLY DESIGNATED NATURE CONSERVATION SITES**

- 1. Locally designated sites such as Sites of Importance for Nature Conservation (SINCS) and Local Nature Reserves will be appropriately protected and opportunities will be taken to enhance them.**
- 2. Planning permission will not be granted on locally designated sites unless it can be clearly demonstrated that the benefits of the proposal outweigh the need to protect the nature conservation value of the site.**
- 3. In exceptional circumstances where development is permitted the Local Planning Authority will ensure that any adverse impacts are appropriately mitigated for, with compensatory measures only used as a last resort.**

#### **EXPLANATION OF POLICY LP44**

- 12.72 The Sites of Importance for Nature Conservation (SINCS) are identified by the Hampshire Biodiversity Information Centre following an ecological assessment and are considered by the Local Sites Panel. The panel comprises representatives from Natural England, Hampshire County Council and the Hampshire and Isle of Wight Wildlife Trust for ratification, in accordance with local sites guidance<sup>211</sup> issued by Defra in 2006. These sites are shown on the Policies Map. It is acknowledged that following the adoption of the Local Plan further sites may be identified as SINCS. These additional sites will also be covered by Policy LP44. 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<sup>212</sup>.
- 12.73 The Borough has two Local Nature Reserves (LNRs): the Wildgrounds (also a SSSI) and the West of the River Reserves. Both sites are located in the Alver Valley and are owned and managed by the Borough Council. LNRs are a statutory designation made by local authorities under section 21 of the National Parks and Countryside Act 1949 (as amended by the Local Government Act 1972).
- 12.74 All these designated sites form an important network of habitats which support a range of species. The Borough Council will continue to protect them and encourage and support opportunities to enhance them, including the establishment of buffer areas around them. The Borough Council will resist any development proposals which would adversely affect these locally designated sites unless the benefits of the proposal outweigh the significance of the site. Where there is a risk of damage to a designated site, the Local

<sup>211</sup> <http://www3.hants.gov.uk/biodiversity/hampshire/sinCs/important-sites-sinc-criteria.htm>

<sup>212</sup> <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/local-sites/>



Planning Authority will impose planning conditions or require a Section 106 Agreement in order to secure measures that overcome any potential impacts. Such measures could include the long term management of the site, restriction of operations or the provision of nature conservation features to compensate for any such features lost when development takes place.

#### **POLICY LP45: PROTECTING SPECIES AND OTHER FEATURES OF NATURE CONSERVATION IMPORTANCE**

- 1. Planning permission will not be granted on a site that would have an adverse impact on a protected species or its habitat unless it can be clearly demonstrated that there is an overriding need for the development that outweighs the significance of the nature conservation feature. In such instances, the planning authority will impose conditions on the planning permission or require a planning obligation to:**
  - a) facilitate the survival of individual members of the species;**
  - b) reduce disturbance to a minimum;**
  - c) provide alternative habitats to sustain at least the current levels of population of the species; and**
  - d) take opportunities to enhance their habitat.**
- 2. Development proposals should ensure that habitats and species in the UK and Hampshire Biodiversity Action Plans are protected and populations strengthened.**
- 3. a) 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.**
  - b) Appropriate management of these features will be secured by the imposition of planning conditions and by entering management agreements with landowners where appropriate. Where such features are lost as part of a development proposal, the Borough Council will use conditions and/or planning obligations to replace those that are lost where applicable.**

#### **EXPLANATION OF POLICY LP45**

##### Protected Species and their habitats (Point 1 of policy LP45)

12.75 Development proposals should be aiming to achieve a net gain in biodiversity as set out in Policy LP42. There are numerous other sites which are likely to contain animal and plant species which are protected by law. These species are principally identified under the Habitats Regulations 2010, the Wildlife and Countryside Act 1981 and other Acts which protect particular species, such as the Protection of Badgers Act 1992. All local authorities have a statutory obligation to conserve biodiversity under the Natural Environment and Rural Communities (NERC) Act 2006. The duty encourages local authorities to maximise opportunities for conserving and enhancing the natural environment.

12.76 The presence of a protected species is a material consideration when determining a planning proposal, particularly if it is likely to result in harm to

the species. Planning applications will therefore need to be supported by the relevant ecological surveys and studies if applicable. Where relevant the Borough Council will attach appropriate planning conditions or require planning obligations in order to secure the protection of the particular species and take opportunities to enhance their habitat.

- 12.77 The Borough Council will also consider relevant strategies and evidence studies when determining planning applications. This includes the following:
- the Solent Waders and Brent Goose Strategy (2010)<sup>213</sup> which identifies the most important sites for a variety of species and outlines a number of policies and proposals to minimise human impacts on such sites.
  - Solent Recreation and Disturbance Project includes detailed evidence on whether proposed development around the Solent in-combination will have a detrimental impact on important habitats. It will include a mitigation strategy which will be used when determining relevant proposals.

Biodiversity Action Plan Target Species and their Habitats (Point 2 of policy LP45)

- 12.78 Section 74 (2) of the Countryside and Rights of Way Act 2000 requires the Government to produce a list identifying habitats and species which are considered of principal importance for the conservation of biological diversity in England. This list forms the UK Biodiversity Action Plan (BAP)<sup>214</sup>. The Hampshire Biodiversity Plan has been prepared by the Hampshire Biodiversity Partnership and highlights the habitats and species that are particularly important in Hampshire<sup>215</sup>.
- 12.79 When determining planning applications the Borough Council will have regard to the UK and Hampshire Biodiversity Action Plans. Appropriate measures will be secured through the use of conditions and planning applications where applicable.

Features of nature conservation importance (Point 3 of policy LP45)

- 12.80 There are a number of habitats and features outside of designated sites that make a significant contribution to local biodiversity which may or may not contain protected species. Many of the action plans for individual species which make up the Hampshire BAP include provisions to protect important natural features that are critical for the target species as well as other species. Such features include trees and woodland, hedgerows, wetlands and ponds, river corridors and other important local habitats. Important trees and woodlands may be given specific protection through the designation of Tree Preservation Orders.
- 12.81 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.<sup>216</sup>

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<sup>213</sup> Produced by the Hampshire and Isle of Wight Wildlife Trust in partnership with a number of other organisations  
[http://www.solentforum.org/forum/sub\\_groups/Nature\\_Conservation\\_Group/Waders%20and%20Brent%20Goose%20Strategy/](http://www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Waders%20and%20Brent%20Goose%20Strategy/)

<sup>214</sup> <http://incc.defra.gov.uk/page-5155>

<sup>215</sup> <http://www.hampshirebiodiversity.org.uk/action.html>

<sup>216</sup> <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/list-of-documents-required-by-gbc-lpa/>

- 12.82 Where the Borough Council considers that development proposals are acceptable but may result in damage to identified features, it will ensure that this is minimised by use of a planning condition and/or planning obligation to protect and enhance remaining features. Provision may be required to re-establish elements of the area affected either on-site or within the locality.

**Further information:**

Biodiversity and Geological Conservation Background Paper (GBC 2012)

[www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)

Conservation of Habitats and Species Regulations 2010

Habitats Regulation Assessment (Urban Edge 2012)

[www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)

Hampshire Biodiversity Action Plan (HCC 2000-12)

<http://www.hampshirebiodiversity.org.uk/action.html>

Sites of Importance for Nature Conservation (living list and qualifying criteria)

Solent Forum information on the Solent Disturbance and Mitigation Project

Solent Waders and Brent Goose Strategy (Hampshire and IoW Wildlife Trust et al 2010)

[http://www.solentforum.org/forum/sub\\_groups/Nature\\_Conservation\\_Group/Waders%20and%20Brent%20Goose%20Strat%20eqv/](http://www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Waders%20and%20Brent%20Goose%20Strat%20eqv/)

## **FLOOD RISK AND COASTAL EROSION**

### **Introduction**

- 12.83 Flood events are becoming more frequent in the UK and therefore managing flood risk is an increasingly important issue in planning for development and assessing planning applications. In addition Local Planning Authorities need to take into account the effects of climate change over the longer term. Effective management of this risk can be achieved through locational choices, and where necessary appropriate mitigation measures put in place to protect the development.

#### **Box 12.7: 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%).

Flood Zone 2 is land assessed as having between a 1 in 100 and a 1 in 1000 probability of river flooding (1%-0.1%) or between a 1 in 200 and a 1 in 1000 annual probability of sea flooding (0.5% -0.1%) in any one year.

Flood Zone 3 is the highest risk area and is land assessed as having 1 in 100 years or

greater annual probability of river flooding (>1%) or a 1 in 200 or greater annual probability of flooding from the sea in any year (>0.5%).<sup>217</sup>

### Local Context

- 12.84 Flood Risk is a very important issue for the Borough given its coastal location. A total of 384 hectares of land is located within Flood Zones 2 and 3 representing 15.1% of the Borough's land area<sup>218</sup>. It is important that the risk to development from flooding is minimised through the protection of the natural floodplain and the tidal regions.

### POLICY LP46: FLOOD RISK AND COASTAL EROSION

1. The Borough Council will work together with partners to ensure the maintenance and improvement of flood defences when and where appropriate and avoid development in areas at risk of coastal erosion.
2. Planning permission will be granted for flood defences provided the scheme does not individually or cumulatively have a detrimental impact on internationally important habitats and that the necessary avoidance and mitigation measures have been secured.
3. Inappropriate development<sup>219</sup> in an area at risk of flooding should be avoided unless it can be demonstrated that it is necessary and can be made safe without increasing the risk of flooding elsewhere in the Borough. A site specific Flood Risk Assessment will be required for development proposals on those sites which are 1 hectare or more in Flood Zone 1 and for all development proposals on land within Flood Zones 2 and 3. Where it may be necessary to locate development in Flood Zones 2 and 3, the following policy tests must be met:
  - a) It must be clearly demonstrated that the sequential approach for site selection has been followed and the sequential test has been met. Then if it is proven the development is still required, the Exception Test should be applied. The Exception Test criteria to be met are set out below:
    - i) the development must demonstrate that it will provide wider sustainability benefits to the local community that outweigh flood risk; and
    - ii) a site specific Flood Risk Assessment has been undertaken and demonstrates that the development will be safe for its lifetime taking into account the vulnerability of its users, without increasing flood risk elsewhere and where possible will reduce flood risk overall.
  - b) It can be clearly demonstrated that any residual risks can be safely managed; and
  - c) The development proposal must demonstrate safe access to and escape routes from the site.
4. All new development must ensure there will be no net increase in

<sup>217</sup> National Planning Policy Framework

<sup>218</sup> 57 hectares in Flood Zone 2 only and 327 hectares in Flood Zone 3

<sup>219</sup> The NPPF technical guidance on flooding provides advice on inappropriate development

**surface water run-off.**

- 5. Where appropriate, new development should incorporate Sustainable Drainage Systems (SUDS) in accordance with policy LP40. Where SUDS systems are included in the scheme, arrangements must be put in place for their ownership and whole life maintenance and management.**
- 6. Buildings and sewerage infrastructure should be designed to incorporate flood resilience and flood resistance measures.**
- 7. Developer contributions may be required for the redesign and/or replacement of existing flood defences and the provision of new flood defences as appropriate. Where required, land will be safeguarded from development in order to provide for current or future flood risk management.**

**EXPLANATION OF POLICY LP46**

- 12.85 Managing development and flood risk is an important part of delivering the Council's spatial planning strategy.

Maintenance and improvement of flood defences (Point 1 of policy LP46)

- 12.86 The Council is committed to working with its partners in maintaining and improving flood risk management infrastructure. The adopted North Solent Shoreline Management Plan, the Environment Agency's South East Hampshire Catchment Flood Management Plan and the preparation of the 'River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy' by the Eastern Solent Coastal Partnership will help inform decisions on appropriate future local flood risk management measures and to ensure that development avoids areas at risk from adverse coastal change. 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). The PPS25 Supplement Practice Guide: *Development and Coastal Change* which supports the NPPF, sets out when a CCMA should be defined. Identification of a CCMA is based on the policy and evidence of the adopted Shoreline Management Plan for the area. The adopted North Solent Shoreline Management Plan (SMP) covers the Gosport coastline. The SMP's policy for the Borough is '*Hold the Line*' and therefore no CCMA needs to be identified in the Borough for the plan period 2011-2029.
- 12.87 Protecting the built environment from flooding is a key policy objective. However, there are large areas of the Borough which contain significant habitats (including sites of national and international importance) supporting a wide range of protected species. It is important that these areas of nature conservation interest are protected and therefore, applications for flood risk management infrastructure will need to be considered against national policies and the local nature conservation policies in this plan (LP43-LP45).
- 12.88 More detailed information relating to the level of flood defence infrastructure needed to support the Council's development strategy is set out in the

Council's Infrastructure Assessment Report and Infrastructure Delivery Plan<sup>220</sup>.

New and/or improved flood defences (Point 2 of policy LP46)

12.89 It will be necessary to ensure that new or improved flood defences do not have a detrimental impact on internationally important habitats. The broad principle for flood defences has been established in the North Solent Shoreline Management Plan (SMP). The accompanying Habitat Regulation Assessment to the SMP indicated the extent of habitat losses anticipated as a result of implementing SMP policy and that these losses will be compensated by the Region Habitat Creation Programme (RHCP)<sup>221</sup>.

12.90 Where flood defence improvements would increase the standard of defence to a level over and above that provided by the North Solent SMP, and 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.

Development in Flood Zones (Point 3 of policy LP46)

12.91 One of the Council's key objectives is to ensure that development can be delivered in a safe and sustainable way and to minimise flood risk to and from development. For all development proposals greater than 1 hectare in Flood Zone 1 and for all new development proposed in Flood Zones 2 and 3 irrespective of size; a site specific Flood Risk Assessment (FRA) will be required. The Council will expect a site specific FRA to address a number of key factors including the management of surface-water run-off, how the residual risk will be managed over the lifetime of the development as well as the funding and maintenance of the appropriate level of infrastructure. The FRA will be appropriate to the scale and nature of development proposed and need to take account of climate change. A FRA will also be required for new development (including changes of use to a more vulnerable category) where sources of flooding other than tidal and/or fluvial are identified through the Strategic Flood Risk Assessment (SFRA).

12.92 The SFRA<sup>222</sup> can be used to guide developers in preparing site specific FRAs. Further guidance can also be sought from the Environment Agency's Flood Risk Standing Advice on preparing FRAs this information is available on the Environment Agency's website<sup>223</sup>.

Sequential Test and Exception Test (Points 3a of policy LP46)

12.93 Apart from the exception sites allocated in this local plan (policies LP4, LP6 and LP9D) there may be some instances where development will be allowed in Flood Zones 2 and 3. In these cases the requirements of the Sequential Test and where necessary the Exception Test will need to be met. The Strategic Flood Risk Assessment (SFRA) has been used to inform the

<sup>220</sup> The Infrastructure Assessment Report and IDP can be found at [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

<sup>221</sup> [http://www.northsolentsmp.co.uk/media/adobe/0/p/Habitat\\_Creation\\_Programme\\_Summary\\_for\\_North\\_Solent\\_SMP.pdf](http://www.northsolentsmp.co.uk/media/adobe/0/p/Habitat_Creation_Programme_Summary_for_North_Solent_SMP.pdf)

<sup>222</sup> The Council's SFRA can be found on [www.gosport.gov.uk/sfra](http://www.gosport.gov.uk/sfra).

<sup>223</sup> [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)



allocation process and sites allocated in this local plan will have undergone the sequential test.

- 12.94 The application of the sequential test is required for all planning applications in flood risk areas unless the site has already been allocated in an approved development plan that has been subject to the sequential test process.
- 12.95 Therefore development proposals in Flood Zones 2 and 3 will need to provide evidence that a Sequential Test has been met. In exceptional circumstances, it may be necessary to develop in areas that have a higher risk of flooding. In such cases these proposals will need to demonstrate a sequential approach has been carried out for site selection and provide evidence that all the criteria of the Exception Test have been met. Developers must demonstrate that the proposed development is safe and will not increase flood risk elsewhere in the Borough.
- 12.96 In accordance with the NPPF, there is no need for changes of use proposals to undergo a Sequential Test or an Exception Test. However such proposals will still need to meet the requirements of a site-specific flood risk assessment, as set out in paragraph 12.92, where these are located in Flood Zones 2 and 3.
- 12.97 The key policy message is to guide the most vulnerable development to those areas of lowest flood risk. In relation to locating development on the site itself, the most vulnerable uses should be located to that part of the site where the probability of risk is lowest unless it can be shown that there are overriding reasons why this cannot be the case.
- 12.98 The current Technical Guidance to the NPPF provides more detailed guidance on the application of the vulnerability of development classification. In broad terms, where a land use is not specifically referred to in tables 2 and 3 of the NPPF Technical Guidance, it should be allocated to the most appropriate vulnerability classification based on comparisons with other land uses described in Table 2. Where a mix of development is proposed, the highest vulnerability classification should be used to guide the location of development on site unless the development is being considered in its individual parts.

Residual Risk (Point 3b of policy LP46)

- 12.99 Residual risks are those risks that remain after applying the sequential approach and taking all the mitigation measures necessary. Where such risks remain the Council will seek evidence that these can be safely managed through the development. Residual risk should be addressed in a site specific FRA which should be proportionate to the scale of the development proposed and the risks involved. The SFRA can be a starting point for undertaking this assessment. This matter needs to be assessed early on in the development process in order for appropriate measures to manage the residual risk can be accommodated into the site layout.

Safe development (Point 3c of policy LP46)

- 12.100 Proposals for development must show safe access to and escape route(s) from the site during the occurrence of a flood event. This must be shown in a FRA accompanying a planning application.

- 12.101 The Council will expect developers to address matters relating to flood warnings and evacuation plans as part of their assessment and the management of the residual risk of flooding through site specific FRAs. The NPPF, the accompanying Technical Guidance to the NPPF on flooding and PPS25 Practice Guide (Chapter 7) provides some guidance on this issue. The SFRA will provide the basis for assessing the level of any hazard posed should a breach in existing defences occur. The NPPF Technical Guidance document states that those proposing development should take advice from the emergency services when producing an evacuation plan as part of a FRA. The Environment Agency may also be able to provide further advice on their content.

Surface water run-off (Point 4 of policy LP46)

- 12.102 Surface water management is an important consideration in determining planning applications. Flood Risk Assessments should take account of all types of flooding including surface water flooding. Consideration of surface water flooding should also be addressed for development proposals in all flood risk areas including Flood Zone 1. This should address both the flood risk to the proposed development itself through surface water run-off and the potential impacts on areas adjacent to and downstream of the development.

Sustainable Drainage Systems (Point 5 of policy LP46)

- 12.103 One way of addressing surface water run-off is through the use of Sustainable Drainage Systems (SUDS). Site-specific FRAs should investigate the use of SUDS options to manage surface water where this is practicable. It will be necessary to address issues of adoption, maintenance and long-term management associated with any SUDS proposals. Although in some circumstances the use of SUDS requires substantial land-take there are however, a variety of SUDS techniques that can be used effectively in urban schemes 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. Both the Construction Industry Research and Information Association and PPS25 Practice Guide provide further advice to developers on this.<sup>224</sup>

- 12.104 Ownership and responsibility for the long-term maintenance and management of all the components of a SuDS should be identified at the earliest opportunity in the planning process and secured through an appropriate planning condition.

Flood resilience and flood resistance in buildings (Point 6 of policy LP46)

- 12.105 Flood management measures can only manage the risk of flooding they cannot remove it. Where development in higher areas of flood risk is unavoidable, careful consideration needs to be given to the design and layout of the site and other key infrastructure provision located behind flood defences. Flood resilience and resistance techniques should not be regarded as the sole mitigation measure required in terms of managing flood risk. The Council envisage flood resilience and resistance measures being part of a package of appropriate mitigation and reduction in flood risk informed by the latest SFRA and current best practice guidance. The Council welcomes early

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<sup>224</sup> Further advice can be found on the Construction Industry Research and Information Association's website at [www.ciria.org](http://www.ciria.org).  
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engagement from developers in the pre-application process to discuss design issues and explore innovative measures to arrive at solutions.

Developer contributions (Point 7 of policy LP46)

12.106 Where it is necessary to provide flood defences in order to protect development, these will usually need to be provided as part of the proposals and secured by a planning obligation. However there may be instances where a developer contribution is required to fund a later phase of flood defences.

12.107 In other circumstances it may be appropriate for the Council to collect developer contributions through the Community Infrastructure Levy to assist in funding improvements to existing and/or the provision of new flood risk management infrastructure.

Safeguarding land where required (Point 6 of policy LP46)

12.108 It is important to ensure that flood risk can be managed for the lifetime of the development. This includes, where necessary, the maintenance and enhancement of flood management measures including defences which may need to be provided at a future point in the life of the development. Therefore it is important to ensure that should future flood defences be required, sufficient land will be available to allow this to take place. Therefore it will be necessary to plan for this at the design stage of the scheme.

**Further information:**

Flood Risk and Coastal Change Background Paper (GBC 2012)  
[www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)

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

Strategic Flood Risk Assessment (GBC 2012)  
[www.gosport.gov.uk/localplanreview2029](http://www.gosport.gov.uk/localplanreview2029)

**ENVIRONMENTAL QUALITY**

**INTRODUCTION**

12.109 This section contains policies on pollution control, contaminated land and unstable land and hazardous substances. Pollution may be caused by the release of substances in the air, ground or water or by excessive noise, dust, vibration, light or heat. Land uses with the potential to cause pollution should be properly controlled and similarly those that land uses which may be affected by pollution should be either kept away from its sources or protected by other means. The following policies together with policies LP10 and LP40 seek to address this land use issue. It should be recognised that these issues are also controlled by other environmental protection legislation and potential developers should be aware of these matters.

**POLICY LP47: POLLUTION CONTROL**

**Planning permission will not be granted for development proposals where it is likely to cause significant adverse environmental impacts through air, noise and light pollution as set out below.**

#### **Air pollution**

- 1. Development proposals will not be permitted when they are likely to:**
  - a) lead to current national standards or objectives being exceeded individually or in combination with other land uses; or**
  - b) be adversely affected by existing poor air quality.**

#### **Noise pollution**

- 2. Development proposals which are noise-sensitive will not be permitted if the users would be adversely affected by noise from existing or proposed noise-generating uses.**
- 3. Development proposals which are noise-generating will not be permitted if the noise has a significant adverse impact on the users of existing or proposed neighbouring noise-sensitive development.**

#### **Light pollution**

- 4. Development proposals which include external lighting will be permitted in the urban area provided that there is no significant adverse impact from increased levels of light pollution on the environment or on residential amenity.**

### **EXPLANATION OF POLICY LP47**

#### Air pollution (Point 1 of policy LP47)

12.110 The Borough Council seeks to protect air quality standards within the Borough. The Borough Council regularly monitors air quality and produces up to date reports on its website through the Annual Air Quality Reports. There are currently no major industries in the area that are considered likely to be a significant source of air pollution. The key source of air pollution is from road traffic with some contribution from shipping. There are currently no Air Quality Management Areas (AQMAs) in the Borough.

12.111 Development that would contribute to a reduction in air quality, such as generators of significant levels of new traffic, will be refused where air quality standards are likely to be breached and the effects cannot be mitigated. It will be necessary to demonstrate that major schemes in combination with other development will not have a detrimental impact on internationally important habitats within the area. It will be necessary to ensure that the health and well-being of users of a particular proposed development will not be harmed by existing levels of air pollution, even if these currently meet national standards.

12.112 All major planning applications should be supported by sufficient information as necessary, to allow a full consideration of the impact on the air quality of the area of the proposal.

#### Noise (Points 2 and 3 of policy LP47)

12.113 Noise can cause unacceptable impacts on the health and quality of life of local residents as a result of new development. The NPPF emphasises the need to mitigate and reduce adverse impacts on health and quality of life from

unacceptable levels of noise from new development including, where appropriate through the use of planning conditions.

12.114 It is inevitable that development will create some noise. However, wherever practicable, noise sensitive developments such as housing should be separated from major sources of noise. Appropriate measures such as improved insulation standards will be applicable where such separation cannot be avoided.

12.115 Where noise is likely to be a material consideration, a noise impact assessment will be submitted alongside the planning application. The Council will expect any proposals likely to generate noise (including construction noise) to take account of the impact of this on any noise sensitive population. Similarly, in assessing proposals for noise sensitive development, the Council will expect the developer to take into account existing noise levels and foreseeable changes to these. Where necessary, the Council will require a noise assessment which will be expected to:

- identify all significant sources of noise;
- determine the relevant noise exposure category;
- assess the likely short and long term impacts of noise generated or exposure to noise;
- propose noise protection measures; and
- demonstrate that there is no significant effect on the integrity of European sites within the vicinity and other important nature conservation interests.

12.116 Policy LP38 relating to Sustainable Construction includes requirements for sound insulation for the Code for Sustainable Homes and the BREEAM standards for other types of buildings.

Light Pollution (Point 4 of policy LP47)

12.117 Lighting can be used to help reduce crime, fear of crime and enhance the use of sports facilities and other functions. Good standards of design can help to minimise the effects of light pollution. Poor lighting schemes can have a number of negative impacts. When assessing proposals which include outside lighting it will be necessary to ensure proposals minimise light pollution and consider the following:

- the potential impact on the amenities of local residents;
- highway safety issues;
- the need to reduce wasted light to limit light pollution and reduce energy consumption;
- the need to maintain dark skies for nature conservation where this is appropriate;
- ensure that there is no significant effect on the integrity of European sites within the vicinity; and
- the need to ensure a safe environment for users at night.

12.118 Further guidance relating to reducing the effects of lighting such as glare and light spillage has been produced by the Institute of Lighting Engineers<sup>225</sup>. All

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<sup>225</sup> Guidance Notes for the Reduction of Obstructive Light (2005) can be viewed at [www.theilp.org.uk/resources/free-resources/](http://www.theilp.org.uk/resources/free-resources/)

lighting should be the minimum necessary to be effective and be designed to limit spillage above the horizontal plane.

- 12.119 All major applications are required to submit a lighting assessment. In certain other cases it may also be appropriate to prepare a lighting scheme where the proposal may have a particular impact as outlined above.
- 12.120 Proposals for the lighting of buildings within Conservation Areas will be assessed against the relevant policies in the Local Plan in particular LP10: Design Principles and the current best practice.
- 12.121 Proposals for outdoor lighting outside of the urban area boundary will not normally be acceptable however there may be certain instances where schemes are necessary for particular functions (see LP3) and consequently it will be necessary to minimise the impact of any lighting.

#### **POLICY LP48: CONTAMINATED LAND AND UNSTABLE LAND**

- 1. Where development proposals are submitted on or near a site that is known to be, or may be, contaminated an applicant should carry out a site assessment and submit a report of the findings in order to establish the nature and extent of the contamination.**
- 2. Development proposals will not be permitted unless practicable and effective measures are proposed to treat, contain or control any contaminants so as not to:**
  - a) expose the future occupiers of the development and neighbouring land uses, including in the case of housing the users of gardens, to unacceptable risk;**
  - b) cause the contamination of adjoining land or allow such contamination to continue; and**
  - c) cause pollution of controlled waters, groundwater and surface waters, including Portsmouth Harbour and the Solent.**
- 3. Where development proposals are submitted on land which is either unstable or has the potential to become unstable, the Borough Council must be satisfied that any such instability can be reasonably overcome. In circumstances where unstable land may be present, the developer will be required to submit a stability report at the planning application stage.**

#### **EXPLANATION OF POLICY LP48**

##### Land Contamination (Points 1 and 2 of policy LP48)

- 12.122 Development can provide important opportunities to restore land which may be contaminated to productive use. Contamination can give rise to hazards which put at risk people working on the site and the occupiers and users of the proposed development.
- 12.123 Therefore every measure should be used through the development process to facilitate and enhance the remediation of land affected by contamination. As a minimum standard, land should be made useable for development in accordance with the provisions of national pollution control regimes including those identified in the National Planning Policy Framework (or equivalent).



Where a site is affected by contamination issues, responsibility for securing safe development rests with the developer and/or landowner.

12.124 Where land contamination may be an issue, early pre application meetings with the Borough Council and the Environment Agency are advised. The standard of investigations, assessments, including risk assessments, remedial schemes, verification reporting should follow current UK good practices<sup>226</sup>. 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.

12.125 A developer will need to satisfy the Council that unacceptable risk from contamination will be successfully addressed through remediation measures and not cause undue environmental impact either during the construction phase or after the completion of the development has taken place. As a minimum land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

12.126 Other policies relating to specific development sites (LP4-LP8) as well as the policies relating to water resources and waste are also applicable in relation to the issue of contamination.

Unstable Land (Point 3 of policy LP48)

12.127 Making the best use of land is a key Government objective. In doing so it is necessary to ensure that the site is suitable for its new use. Development of land which is either unstable or is potentially unstable can be successfully developed provided that all the remedial, preventative or precautionary measures are identified and put in place at the earliest stages of the development process. As is the case with sites that are contaminated, where a site is affected by land instability responsibility for securing the safe development of such land rests with the developer and/or land owner.

12.128 Where land is known to be unstable or has the potential to become so, an applicant should carry out a site assessment and submit a report of the findings in order to establish the nature and extent of the instability and details of the mitigation measures proposed. Through the remediation process, it will be necessary for developers to ensure that proposed mitigation measures do not adversely impact on the natural environment.

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<sup>226</sup> See Annex 2: Development on land affected by Contamination of former PPS23 or equivalent Government advice.

#### **POLICY LP49: HAZARDOUS SUBSTANCES**

Where development is proposed in locations where hazardous substances may be a consideration the following applies.

1. Planning permission for development involving the use, movement or storage of hazardous substances will not be granted if there is an unacceptable risk to public health and safety, neighbouring land or the environment.
2. Development within the vicinity of a site known to be used for the storage, use or transport of hazardous substances will not be granted planning permission if there would be an unacceptable risk to public health and safety.

#### **EXPLANATION OF POLICY LP49**

Hazardous substances (Points 1 and 2 of policy LP49)

- 12.129 Hazardous substances include certain gases, liquids and explosive chemicals. In addition to requiring planning permission, a Hazardous Substances Consent may also be required. The Health and Safety Executive has responsibilities on advising local authorities on the potential hazards of any proposed development. The Borough Council will take into account any advice received from the Health and Safety Executive and other statutory agencies in determining such applications.

#### **Further information:**

Air Quality Reports (GBC 2004-2011)

<http://www.gosport.gov.uk/sections/environment/environmental-health/housing-pollution/environmental-monitoring/air-quality/air-quality-quarterly-reports/>

Guidance Notes for the Reduction of Obstructive Light (2005)

[www.theilp.org.uk/resources/free-resources/](http://www.theilp.org.uk/resources/free-resources/)

## 13.0 IMPLEMENTATION AND MONITORING

### INTRODUCTION

13.1 The proposals and policies of the Local Plan will be implemented through a number of mechanisms, which are outlined in this section and include:

- The use of a number of planning delivery mechanisms by the local planning authority including supplementary planning documents, local development orders and determining planning applications; and.
- Monitoring by the local planning authority to ensure that the proposals and policies outlined in the Plan are being implemented and if not, to understand the reasons for this and act accordingly.

### DELIVERY

13.2 The proposals and policies of the Local Plan can be delivered by a number of mechanisms, which are set out below:

#### Partnership Working

13.3 The Council will undertake its many roles including service provider, local policy maker and landowner to work with a wide range of organisations at a national, sub-regional and local level to implement the Local Plan policies. In fulfilling its duty to cooperate the Council will work with all the organisations listed below but will particularly work closely with the Solent Local Enterprise Partnership and the Partnership for South Hampshire (PUSH).

<ul style="list-style-type: none"> <li>• Solent Local Enterprise Partnership</li> <li>• Local businesses</li> <li>• Landowners and developers</li> <li>• Environmental charities</li> <li>• Hampshire County Council (including as highway authority, education authority, county ecology and archaeology)</li> <li>• Neighbouring local authorities</li> <li>• Highway Agency</li> <li>• Statutory Infrastructure Providers (e.g Water (provision and Wastewater treatment), Electricity, Gas)</li> </ul>	<ul style="list-style-type: none"> <li>• Education and Training providers</li> <li>• Health providers</li> <li>• Government agencies (e.g. Natural England, English Heritage and the Environment Agency)</li> <li>• Tourism organisations (Tourism South East)</li> <li>• Public transport providers</li> <li>• Affordable housing providers</li> <li>• Leisure providers</li> <li>• Other relevant organisations</li> </ul>
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#### Supplementary Planning Documents (SPDs)

13.4 The Borough Council intends to produce a number of SPDs during the Plan Period. A number of SPDs will be related to specific sites and will involve working with landowners, developers, key stakeholders and the general public. In addition there will be thematic SPDs relating to particular issues. Details of adopted and proposed SPDs are included on the Council's website.

#### Local Development Orders

13.5 Local Development Orders (LDOs) were introduced in the Planning and Compulsory Purchase Act 2004 to simplify the planning process by removing the need for planning permission, where this is considered appropriate and proportionate. LDOs can apply to a specific type of development or permit

any development in a designated area, and may grant planning permission outright or with conditions. If a Local authority wishes make an LDO it must undertake public consultation on it and submit it with any modifications to the Secretary of State who can decide if he wants to intervene. Once the Secretary of State is satisfied with the Order it can be adopted by the local authority.

### **Development Management**

- 13.6 All the relevant Local Plan policies will be used in the process of determining planning applications. Where there is unauthorised development the Council will, where appropriate, undertake enforcement action in line with its corporate enforcement policy Advice on submitting a planning application can be found on the Council's website.<sup>227</sup>

### **Neighbourhood Planning**

- 13.7 The Localism Act 2011 introduces a new right for communities to produce a Neighbourhood Plan. This is intended to allow communities including residents, employees and businesses to work together through a neighbourhood forum and provide further detail in relation to the provision of new homes, businesses and shops. These plans can be used as the basis for determining planning applications. Neighbourhood Plans<sup>228</sup> are required to be in accordance with national planning policy and the strategic provisions of the Borough Council's Local Plan as well as other legal requirements. Once written the plan will be independently examined and put to a referendum of local people for approval. If the plan is approved by a majority of those who vote the Borough Council will bring it into force.
- 13.8 In addition or alternatively these communities can make a Neighbourhood Development Order<sup>229</sup> which will grant planning permission for certain types of development that they want to see. Neighbourhood Development Orders will need to be independently examined and put to a referendum of local people for approval.
- 13.9 Similarly a Community Right to Build Order<sup>230</sup> can be made. This right enables local people to bring forward small scale, site specific, community-led developments. Development proposals will need to meet minimum criteria and have the agreement of more than 50 per cent of local people that vote through a community referendum.
- 13.10 Neighbourhood Plans and the Development Orders should not be used to promote less growth than identified in the Local Plan.

## **MONITORING**

- 13.11 It is important that the Local Plan has clear arrangements for monitoring the implementation of the policies and proposals set out in the plan. Monitoring is essential for an effective strategy and will provide the basis on which alternative approaches would be triggered. It is important that measurable outcomes are set out to assist this process.

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<sup>227</sup> <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

<sup>228</sup> <http://www.communities.gov.uk/communities/communityrights/neighbourhoodplanning/>

<sup>229</sup> [http://www.legislation.gov.uk/uksi/2012/637/pdfs/ukxi\\_20120637\\_en.pdf](http://www.legislation.gov.uk/uksi/2012/637/pdfs/ukxi_20120637_en.pdf)

<sup>230</sup> <http://www.communities.gov.uk/communities/communityrights/righttobuild/>

- 13.12 The Annual Monitoring Report (AMR) will be the main tool for monitoring progress. The Council has produced an AMR since 2005 to monitor the Local Plan Review (2006) and this will be revised in order to successfully monitor the policies and proposals of this Local Plan. The Borough Council also produces a more detailed set of contextual indicators set out in the Gosport Sustainability Profile<sup>231</sup> which is updated on a regular basis.
- 13.13 Table 13.1 includes a number of suggested output indicators in order to monitor the Local Plan. These may need to be changed as the Local Plan progresses through to the Submission Stage.

**Table 13.1: Local Plan Output Indicators**

<b>Policy</b>	<b>Indicator</b>
LP2: Infrastructure	<ul style="list-style-type: none"> <li>Assessment of progress for each element of infrastructure identified in the latest Infrastructure Delivery Plan or equivalent.</li> </ul>
LP3: Spatial Strategy	<ul style="list-style-type: none"> <li>The number of net additional dwellings as set out in Policy LP3 ( target 2,700 dwellings);</li> <li>Housing Supply and Trajectory;</li> <li>The amount and type of net additional employment floorspace in relation to the target identified as set out in Policy LP3 (target 84,000sq.m);</li> <li>The amount of retail development in relation to target set out in Policy LP3 (target 10,500sq.m);</li> <li>Assessment of progress in each of the Regeneration Areas and other allocations included in the Local Plan.</li> </ul>
LP4: Gosport Waterfront and Town Centre	
LP5: Daedalus	
LP6:Haslar Peninsula	
LP7: Rowner	
LP8: Alver Valley	
LP8: Allocations outside the Regenerations Area	
LP11: Designated Assets	<ul style="list-style-type: none"> <li>Number and percentage of Listed Buildings on the Buildings at Risk Register and number removed.</li> </ul>
LP16: Employment Land	<ul style="list-style-type: none"> <li>Amount and type of employment floorspace completed (target 84,000sq m);</li> <li>Loss of employment floorspace throughout the Borough and on sites allocated for employment;</li> </ul>
LP17: Skills	<ul style="list-style-type: none"> <li>Planning permissions for new training facilities;</li> <li>Skill related obligations secured as part of planning permissions.</li> </ul>
LP18: Tourism	<ul style="list-style-type: none"> <li>Applications approved for new or improved visitor and tourist facilities.</li> </ul>
LP21:Improving Transport Infrastructure	<ul style="list-style-type: none"> <li>New transport improvements provided through developer contributions.</li> </ul>
LP24:Housing	<ul style="list-style-type: none"> <li>Affordable housing completions (target 40%) ;</li> <li>Density of housing completions;</li> <li>Number of completions by dwelling size;</li> <li>Net additional pitches for gypsies, travellers and travelling show people.</li> </ul>
LP27:Town, District and Neighbourhood Centres	<ul style="list-style-type: none"> <li>Types of uses in each of the Borough's centres.</li> <li>% of retail uses in each centre (Thresholds set in policy)</li> <li>Vacancy rates</li> </ul>
LP28: Uses in Centres	
LP29: Out of Centre proposals	<ul style="list-style-type: none"> <li>New retail floorspace permitted outside of centres.</li> <li>New retail floorspace completed outside of centres including those with planning permission and those</li> </ul>

<sup>231</sup> [www.gosport.gov.uk/sustainability-profile](http://www.gosport.gov.uk/sustainability-profile).

Policy	Indicator
	completed under permitted development.
LP32: Community Facilities	<ul style="list-style-type: none"> <li>• Total amount of completed community facilities;</li> <li>• Total amount of losses of community facilities.</li> </ul>
LP 32: Provision of New Open Space and Improvement to Existing Open Space  LP35: Protection of Existing open Space  LP36: Allotments  LP37: Access to Coast and Countryside	<ul style="list-style-type: none"> <li>• Proportion of Borough within 400 metres of a natural green space of 2 ha or more;</li> <li>• New green infrastructure and improvements to existing open space provided through developer contributions;</li> <li>• Changes in areas designated for their intrinsic environmental value;</li> <li>• Quality and Value of Open Spaces;</li> <li>• Number of Green Flag sites;</li> <li>• The number and proportion of vacant allotments;</li> <li>• Losses and gains to pedestrian access along the coastline.</li> </ul>
LP38: Sustainable Construction  LP39 Energy Resources	<ul style="list-style-type: none"> <li>• New renewable energy production in the Borough by installed capacity and type which required planning permission.</li> <li>• Percentage of new dwellings meeting each Code for Sustainable Homes level;</li> <li>• Percentage of other new building reaching each BREEAM level.</li> </ul>
LP42: Green Infrastructure  LP43: Internationally and Nationally Important Habitats  LP44: Locally Designated Nature Conservation Sites  LP45 Protected and Target Species and their Habitats, and Other Features of Nature Conservation Importance	<ul style="list-style-type: none"> <li>• Changes in priority habitats and species of biodiversity importance.</li> </ul>
LP46: Flood Risk and Coastal Erosion	<ul style="list-style-type: none"> <li>• Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds;</li> <li>• Number of dwellings built in Flood Zones 2 and 3;</li> <li>• Permissions granted for coast protection/flood defence works.</li> </ul>

**Further Information:**

Annual Monitoring reports (GBC on-going)

Gosport Infrastructure Assessment Report (GBC 2012) [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Gosport Infrastructure Delivery Plan (GBC 2012) [www.gosport.gov.uk/localplan2029](http://www.gosport.gov.uk/localplan2029)

Gosport Sustainability Profile (GBC on-going) [www.gosport.gov.uk/sustainability-profile](http://www.gosport.gov.uk/sustainability-profile).



Gosport Borough Council

Gosport Borough Local Plan:  
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Consultation Draft

APPENDICES

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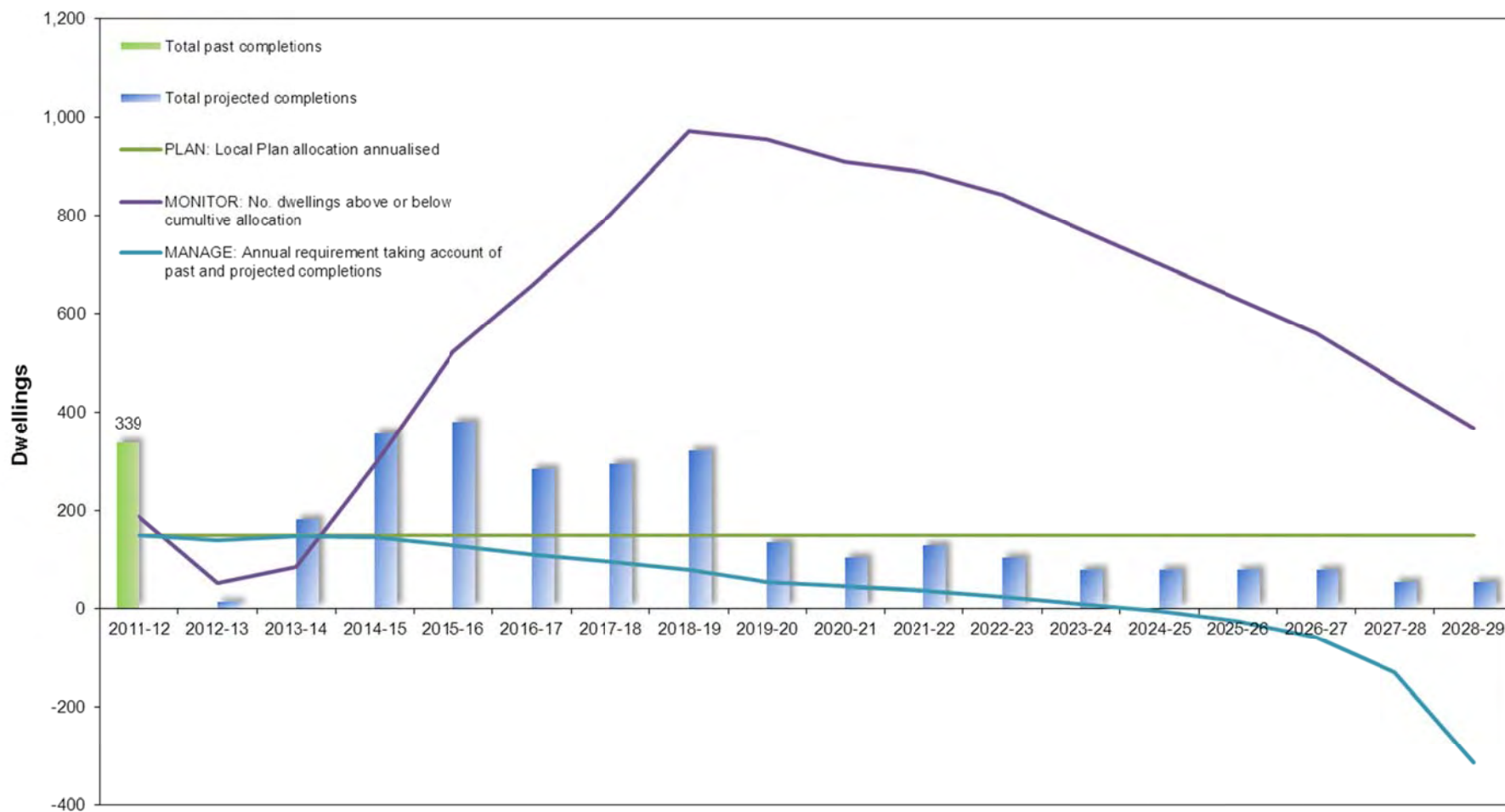
**Appendix 4: Centres and Commercial Frontages**



## APPENDIX 1: HOUSING TRAJECTORY

The housing trajectory identifies how Gosport's housing provision set out in policy LP3 will be met over the plan period. It annualises the housing target of 2700 from 2011 to 2029 to represent 150 dwellings per year. This annualised figure is then compared to the projected housing completions. The 'Monitor' line shows how Gosport is performing in comparison to the required rate. It can be seen from the trajectory that Gosport is making provision for more than its annual requirement. It shows that by identifying additional supply of dwellings there is sufficient flexibility to ensure that the target is met. The 'Manage' line shows the additional housing requirement would be needed should the housing supply be inadequate to meet the annual requirement. It can be seen in Gosport's case there is no need to identify additional housing provision as the 'Manage' line is consistently below the rate of projected completions.

## Appendix 1 Gosport Housing Trajectory 2012



## APPENDIX 2: LOCAL LIST OF HERITAGE ASSETS CRITERIA

The Borough Council's Local List of Heritage Assets is primarily linked to Policy LP13 of the Local Plan. The criteria relates to two types of locally important heritage assets:

- Locally Listed Buildings; and
- Parks and Gardens of Historic Interest

The criteria outlined below have been used to assess the Borough Council's current Local List of Heritage Assets which can be found on the Council's website. This list will be updated where new evidence is available for buildings and parks that demonstrate that they meet the various criteria for designation as a historic asset. Such assets will be formally added to the list once approved by the relevant Council Board.

Locally important archaeological sites which form the other main type of locally important heritage asset are not included on the Borough Council's list instead details are found on Hampshire County Council's Archaeology and Historic Building Record (AHBR)<sup>232</sup>

### 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.
Pre–1700	All buildings retaining more than 25% evidence of structural remains.
Pre–1600	All surviving structures

<sup>232</sup> <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

## **Subsidiary Criteria**

In addition to the primary criterion at least one of the following criteria would also need to be met to ensure inclusion on the List. Two criteria would need to be met for buildings post dating 1914.

- **Historical Association**

A building's significance may relate to its association with a famous person or event, (i.e. nationally known personalities who had direct association with a building, association with a nationally important event, or lived there for any length of time), or very well known local personalities with a long association. Buildings may also have been constructed as part of a notable historic event. For example, specialist military buildings associated with a nationally important period.

- **Part of the Historic Socio-Economic Development of an Area**

Buildings which form an important part of the historic development of an area and which are of group or individual landscape value. This could also include buildings that reflect important aspects of the former social, economic or civic activity of an area (For example, town halls, chapels, workhouses, pubs and industrial buildings relating to important historic local industries).

- **Architectural Importance**

Good examples of the local vernacular; built by a noted local/national architect/engineer/builder; examples of local town planning. Rare example or pioneering example of a building type.

- **Townscape significance**

Individual and/or group value. Well known local landmarks.

- **Buildings in the noted publications on historic building in Hampshire**

Such as Pevsner and Lloyd, or Hampshire Treasures

## **Parks and Gardens of Local Historic Interest**

A list of parks and gardens of historic interest is contained on the Hampshire Register of Historic Parks and Gardens based on research carried out by Hampshire County Council and the Hampshire Gardens Trust. The parks and gardens of most significance in the Borough are drawn from this source.

Dating from the medieval period to the present day, Hampshire's historic parks, gardens and other designed landscapes include:

- ancient remains of medieval deer parks
- earthworks as evidence of former parks and gardens
- the landscapes of country houses, including parks, pleasure grounds, kitchen gardens and ornamental woodland
- the designed gardens and grounds of houses
- plant collections



- public parks and open spaces
- cemeteries and churchyards
- designed landscapes forming the grounds of institutional or business premises.

Parks and gardens are of historic interest when they:

- illustrate an aspect of the history of parks, gardens and landscape design, for instance they represent the work of a particular designer or were created in a particular period or style
- contain historic features that are of archaeological, architectural, artistic, horticultural, cultural or social interest
- have significant historic associations, for example with a particular person or event
- are part of a group of buildings or land of historic interest or significance and provide the setting for important buildings
- retain features that represent a rich tapestry of historical changes and landscape development.

The list will from time to time be reviewed to assess whether further parks or gardens within the Borough merit inclusion.

## **APPENDIX 3: THRESHOLDS FOR TRANSPORT ASSESSMENTS AND TRAVEL PLANS**

These thresholds are for guidance purposes and should not be read as absolutes. Local authorities may interpret them in light of their own circumstances. There are several qualitative factors that need to be taken into account and that are not captured by this document. There will also be site-specific issues that assessments will need to cover. In some circumstances, a Transport assessment may be appropriate for a smaller development than suggested by the thresholds. In others, a Transport Assessment may be appropriate for a larger development than suggested by the thresholds. Early pre-application discussions between a developer and the relevant authorities are strongly recommended. In these, it is important for highway authorities to combine the appropriate quantitative and qualitative thresholds in deciding the level of assessment that may be required.

The following table is extracted from the Government's guidance. Further details can be found at <http://www.dft.gov.uk/publications/guidance-on-transport-assessment/>

**Thresholds based on size or scale of land use**

<b>Land use</b>	<b>Use/description of development</b>	<b>Size</b>	<b>No assessment</b>	<b>Transport Statement</b>	<b>Transport Assessment/ Travel Plan</b>
Food retail (A1)	Retail sale of food goods to the public – food superstores, supermarkets, convenience food stores	Gross Floor Area	<250 sq. m	>250 <800 sq. m	>800 sq. m
Non-food retail (A1)	Retail sale of non-food goods to the public; but includes sandwich bars – sandwiches or other cold food purchased and consumed off the premises, internet cafés.	Gross Floor Area	<800 sq. m	>800 <1500 sq. m	>1500 sq. m
A2 Financial and professional services	Financial services – banks, building societies and bureaux de change, professional services (other than health or medical services) – estate agents and employment agencies, other services – betting shops, principally where services are provided to visiting members of the public	Gross Floor Area	<1000 sq. m	>1000 <2500 sq. m	>2500 sq. m
A3 Restaurants and cafés	Restaurants and cafés – use for the sale of food for consumption on the premises, excludes internet cafés (now A1).	Gross Floor Area	<300 sq. m	>300 <2500 sq. m	>2500 sq. m
A4 Drinking establishments	Use as a public house, wine-bar or other drinking establishment	Gross Floor Area	<300 sq. m	>300 <600 sq. m	>600 sq. m
A5 Hot food takeaway	Use for the sale of hot food for consumption on or off the premises	Gross Floor Area	<250 sq. m	>250 <500 sq.m	>500 sq. m
B1 Business	(a) Offices other than in use within Class A2 (financial and professional services) (b) research and development – laboratories, studios (c) light industry	Gross Floor Area	<1500 sq. m	>1500 <2500sq.m	>2,500 sq. m
B2 General industrial	General industry (other than classified as in B1),The former 'special industrial' use	Gross Floor Area	<2500 sq. m	>2500 <4000 sq. m	>4000 sq. m

Land use	Use/description of development	Size	No assessment	Transport Statement	Transport Assessment/ Travel Plan
	classes, B3 – B7, are now all encompassed in the B2 use class				
B8 Storage or distribution	Storage or distribution centres – wholesale warehouses, distribution centres and repositories	Gross Floor Area	<3000 sq. m	>3000 <5000 sq. m	>5000 sq. m
C1 Hotels	Hotels, boarding houses and guest houses, development falls within this class if 'no significant element of care is provided'.	Bedrooms	<75 bedrooms	>75 <100 bedrooms	>100 bedrooms
C2 Residential institutions - hospitals, nursing homes	Used for the provision of residential accommodation and care to people in need of care.	Beds	<30 beds	>30 <50 beds	>50 beds
C2 Residential institutions – residential education	Boarding schools and training centres.	Student	<50 students	>50 <150 students	>150 students
C2 Residential institutions – institutional hostels	Homeless shelters, accommodation for people with learning difficulties and people on probation.	Resident	<250 residents	>250 <400 residents	>400 residents
C3 Dwelling houses	Dwellings for individuals, families or not more than six people living together as a single household. Not more than six people living together includes – students or young people sharing a dwelling and small group homes for disabled or handicapped people living together in the community.	Dwelling unit	<50 units	>50 <80 units	>80 units
D1 Nonresidential	Medical and health services – clinics and health centres, crèches, day nurseries, day	Gross Floor Area	<500 sq. m	>500 <1000 sq. m	>1000 sq. m

Land use	Use/description of development	Size	No assessment	Transport Statement	Transport Assessment/ Travel Plan
Institutions	centres and consulting rooms (not attached to the consultant's or doctor's house), museums, public libraries, art galleries, exhibition halls, nonresidential education and training centres, places of worship, religious instruction and church halls.				
D2 Assembly and leisure	Cinemas, dance and concert halls, sports halls, swimming baths, skating rinks, gymnasiums, bingo halls and casinos. other indoor and outdoor sports and leisure uses not involving motorised vehicles or firearms.	Gross Floor Area	<500 sq. m	>500 <1000 sq. m	>1500 sq. m
Others	For example: stadium, retail warehouse clubs, amusement arcades, launderettes, petrol filling stations, taxi businesses, car/vehicle hire businesses and the selling and displaying of motor vehicles, nightclubs, theatres, hostels, builders' yards, garden centres, POs, travel and ticket agencies, hairdressers, funeral directors, hire shops, dry cleaners.	To be determined	Discuss with appropriate highway authority	Discuss with appropriate highway authority	Discuss with appropriate highway authority

### Thresholds based on other considerations

Other considerations	Transport Statement	Transport Assessment	Transport Assessment/ Travel Plan
1 Any development that is not in conformity with the adopted development plan.			Y
2 Any development generating 30 or more two-way vehicle movements in any hour.		Y	
3 Any development generating 100 or more two-way vehicle movements per day.		Y	
4 Any development proposing 100 or more parking spaces.		Y	
5 Any development that is likely to increase accidents or conflicts among motorised users and non-motorised users, particularly vulnerable road users such as children, disabled and elderly people.			Y
6 Any development generating significant freight or HGV movements per day, or significant abnormal loads per year.		Y	
7 Any development proposed in a location where the local transport infrastructure is inadequate.- for example, substandard roads, poor pedestrian/cyclist facilities and inadequate public transport provisions.		Y	
8 Any development proposed in a location within or adjacent to an Air Quality Management Area (AQMA).		Y	



## **APPENDIX 4: CENTRES AND COMMERCIAL FRONTAGES**

The following is a list of the defined centres in the Borough together with plans showing the detailed boundaries of the centres including where applicable primary and secondary frontages (see Policies LP27 and LP28). In addition there are three commercial frontages outside of centres which are shown (see Policy LP31)

### **Principal Centre**

Gosport Town Centre (with primary frontage)

### **District Centres**

Stoke Road (with primary and secondary frontages)

Lee-on-the-Solent Town Centre (with primary frontage)

### **Neighbourhood Centres**

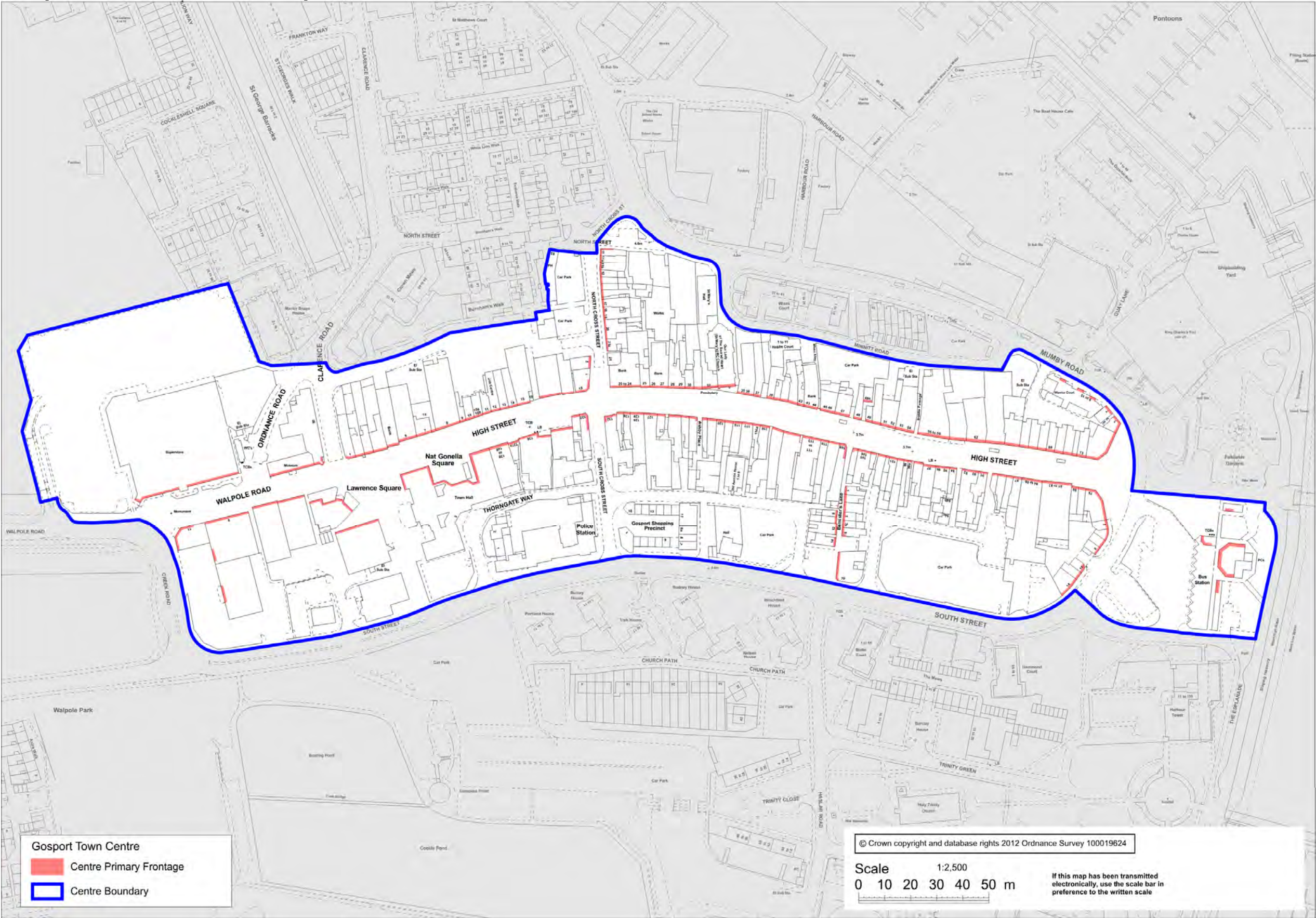
Alver Village  
Alverstoke Village  
Antice Court, Twyford Drive, Lee  
Beauchamp Avenue  
Brewers Lane  
Brockhurst Road  
Bury Cross  
Carisbrooke Road  
Dartmouth Court, Priddy's Hard  
Elson Road  
Forton Road/Bedford Street  
Forton Road/Parham Road  
Forton Road/The Crossways  
Gregson Avenue  
Nobes Avenue  
Palmyra Road  
Portsmouth Road, Lee  
Queens Parade  
Rowner Lane  
Rowner Road  
St. Nicholas Avenue  
Tukes Avenue

### **Other Commercial frontages**

Marine Parade, Lee-on-the-Solent  
Martin Snape House, St George Barracks South  
Royal Clarence Yard

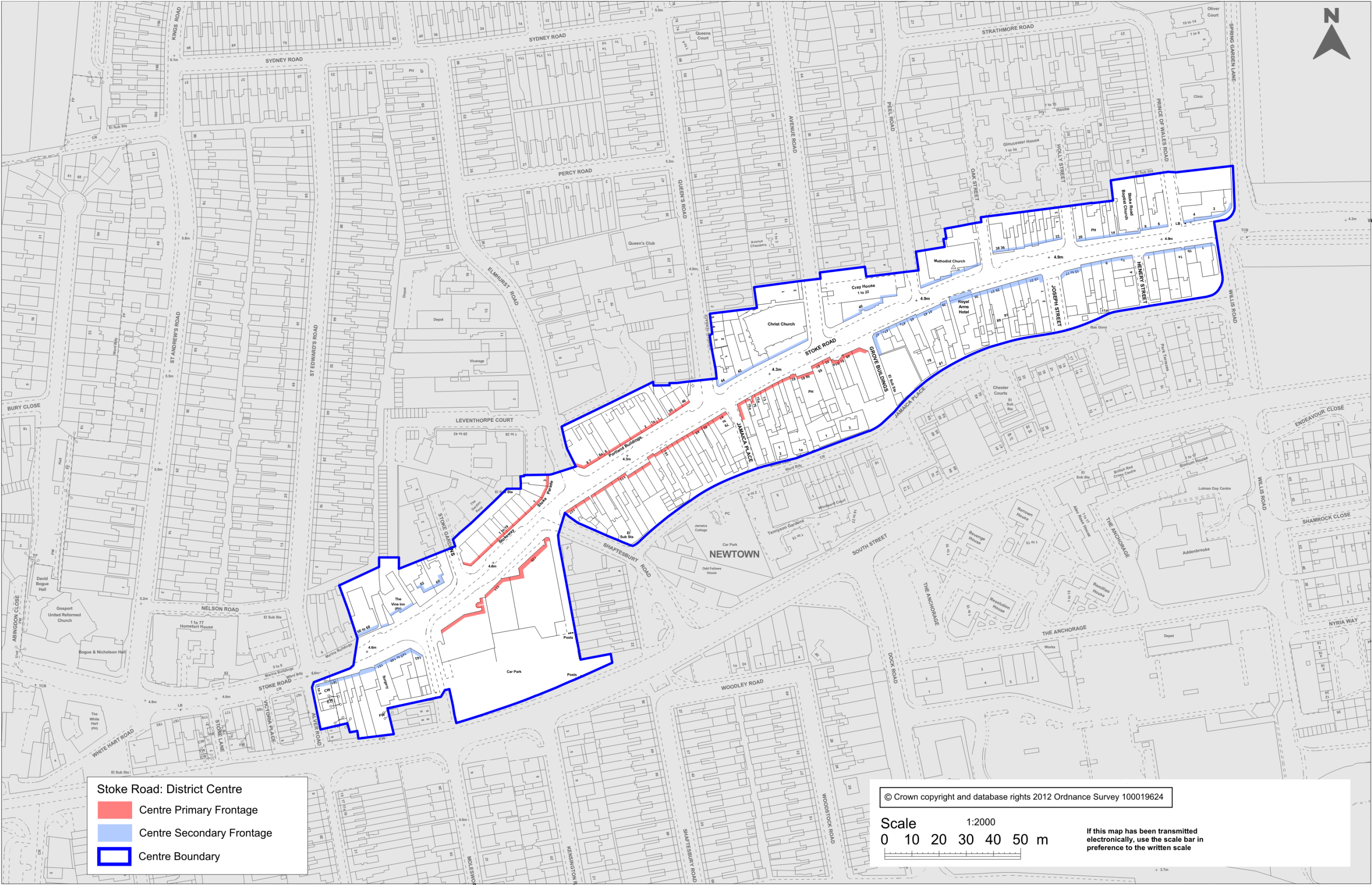
## **PRINCIPAL CENTRE**

Gosport Town Centre: Principal Centre



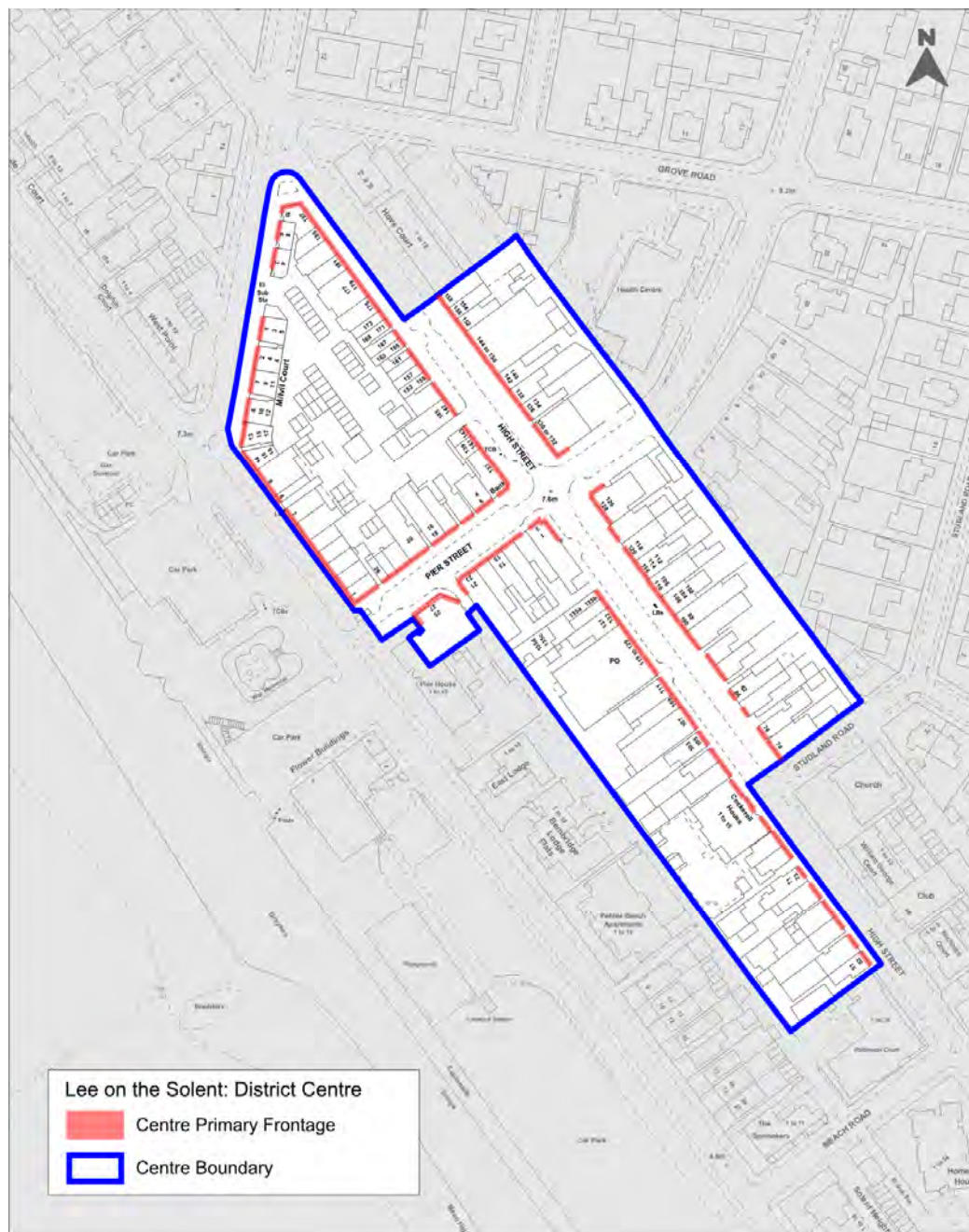
## **DISTRICT CENTRES**







## Lee-on-the-Solent: District Centre



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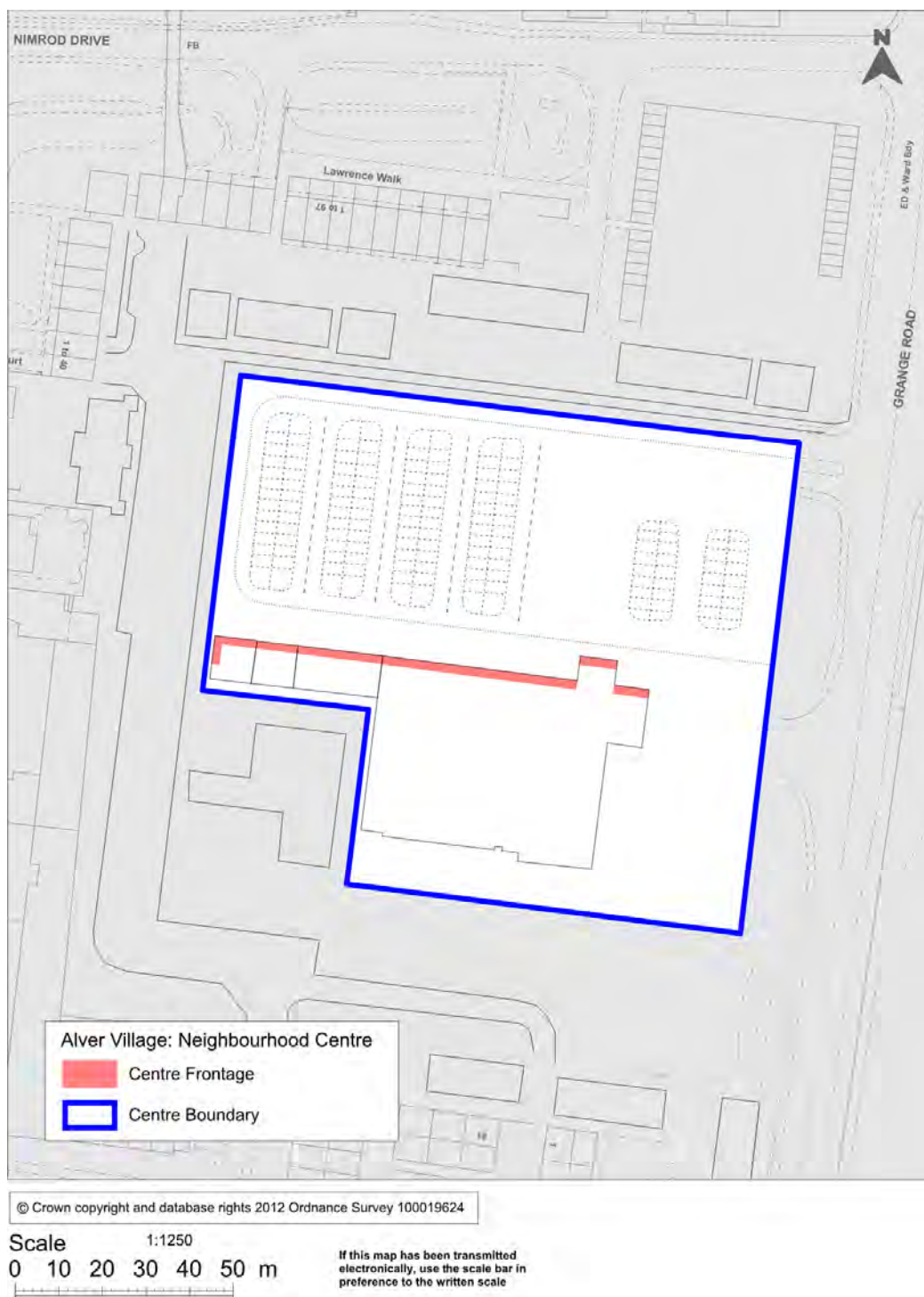
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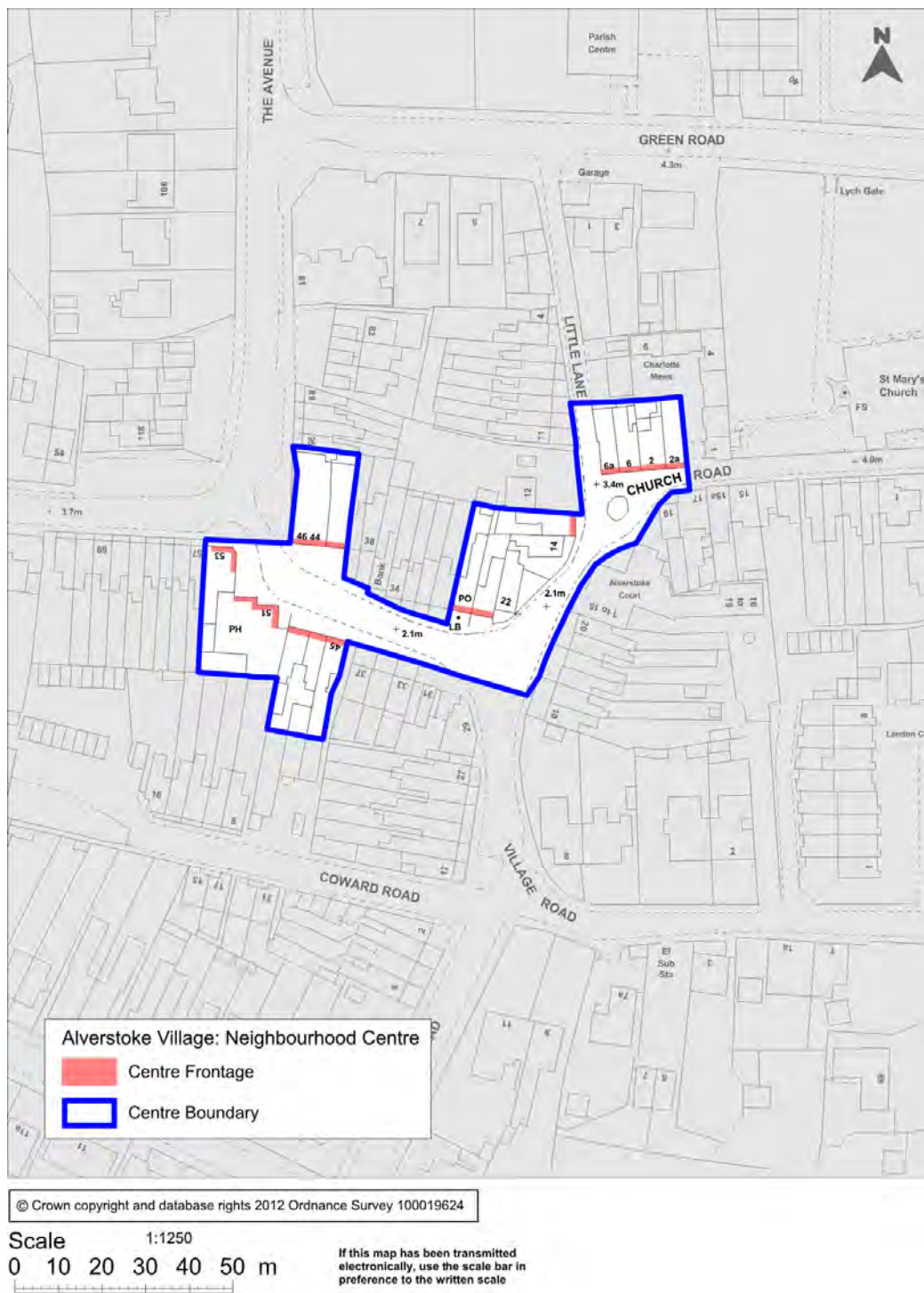


## **NEIGHBOURHOOD CENTRES**

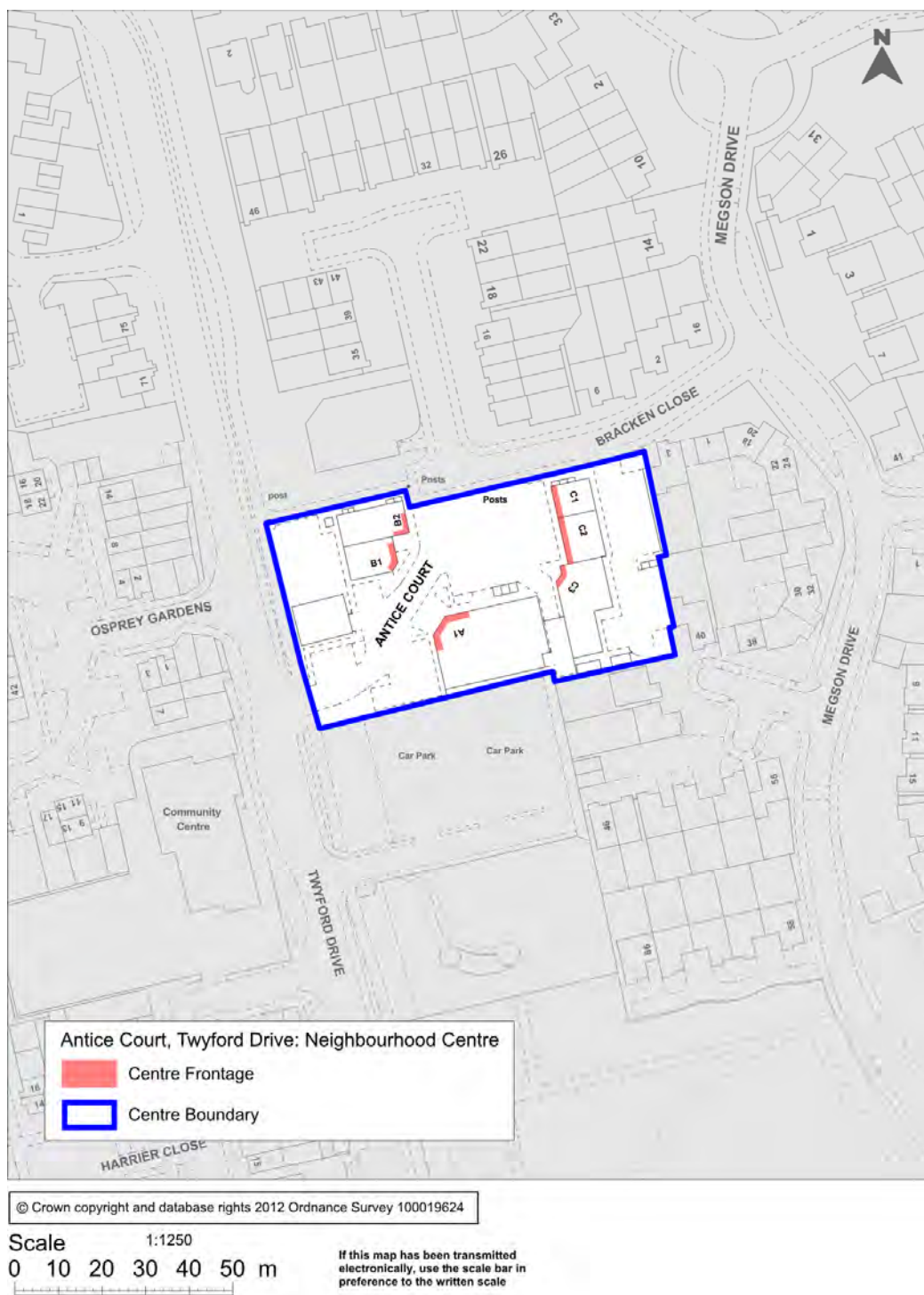
## Alver Village: Neighbourhood Centre



## Alverstoke Village: Neighbourhood Centre



## Antice Court, Twyford Drive: Neighbourhood Centre

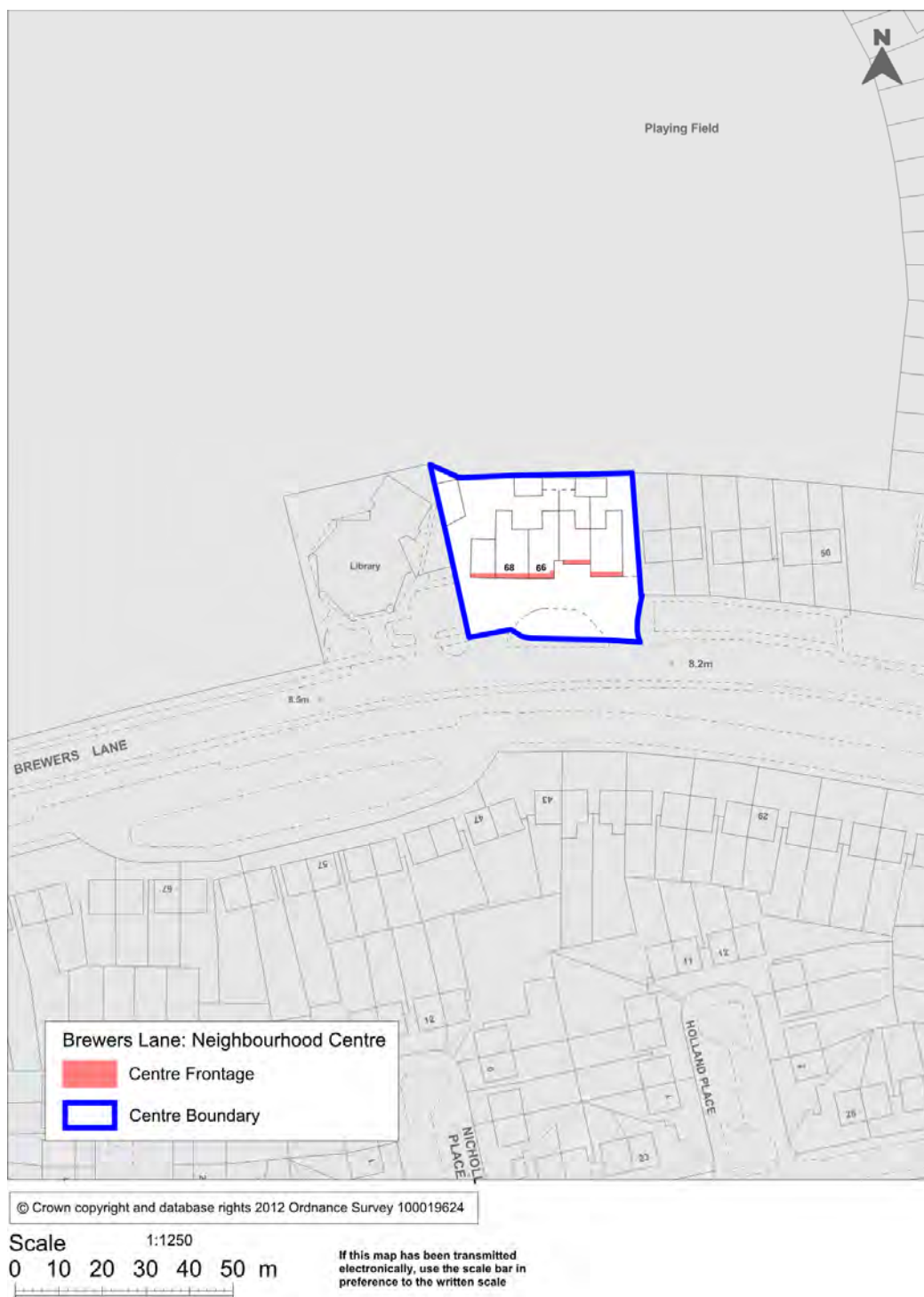




## Beauchamp Avenue: Neighbourhood Centre

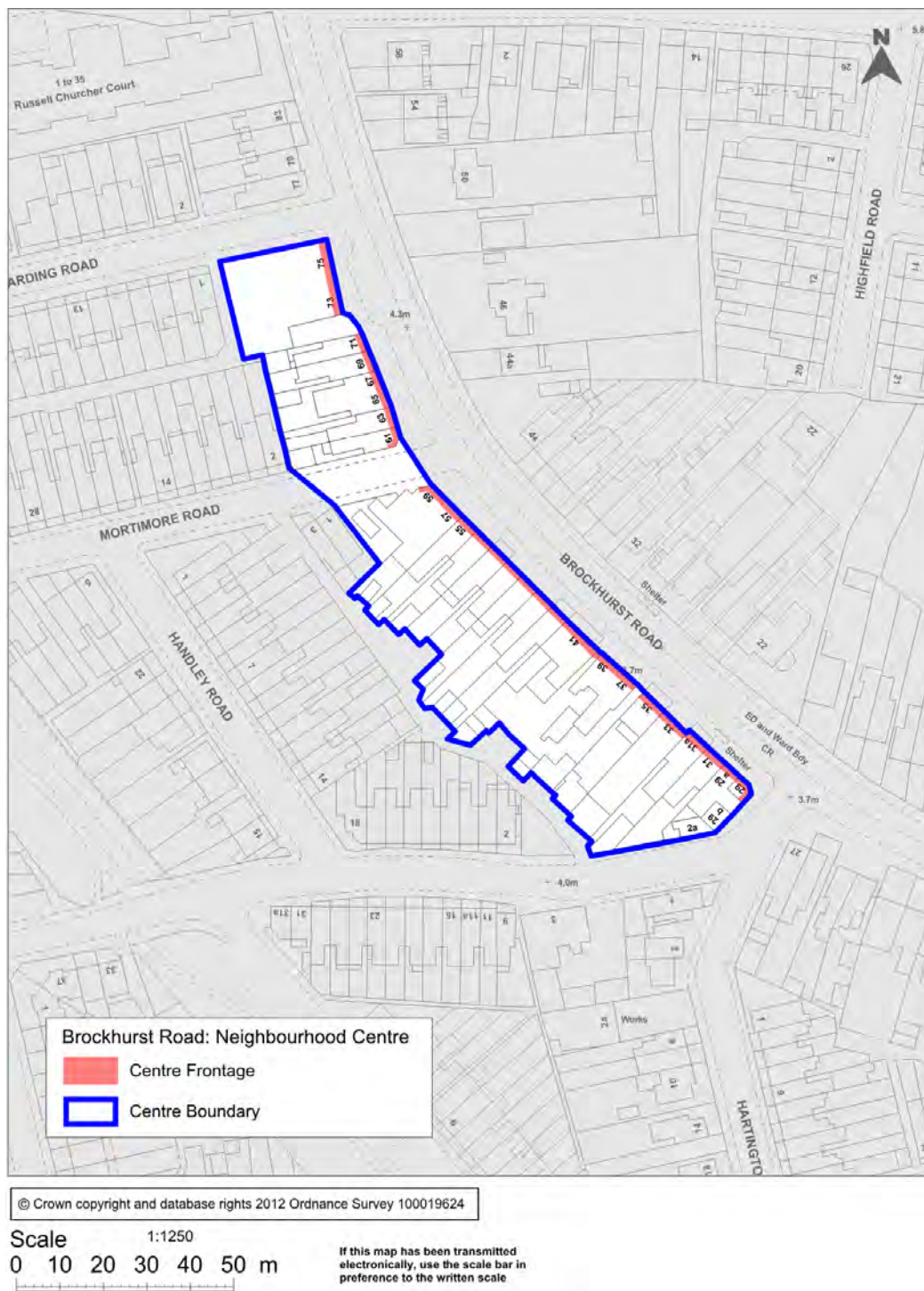


## Brewers Lane: Neighbourhood Centre

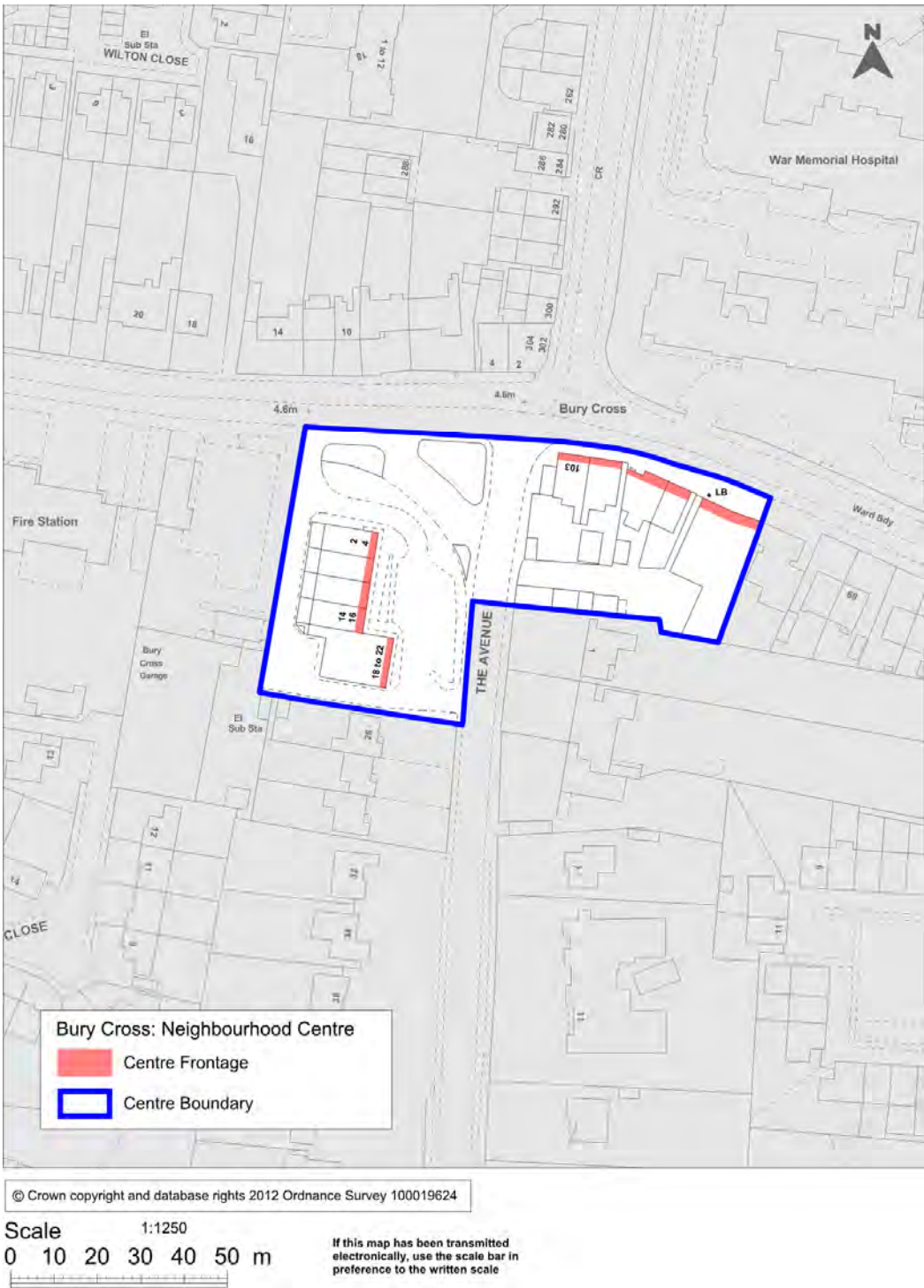




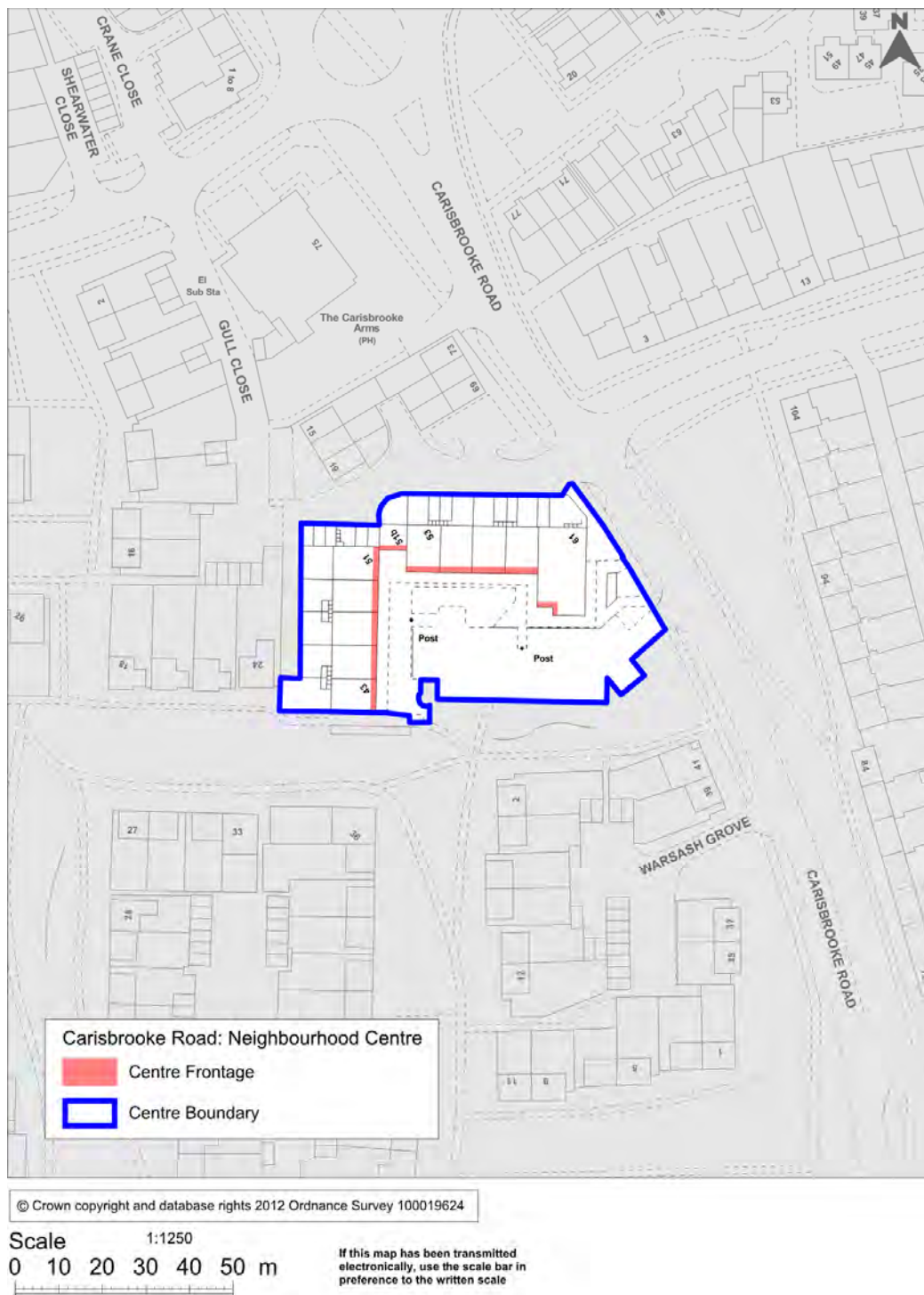
## Brockhurst Road: Neighbourhood Centre



# Bury Cross: Neighbourhood Centre

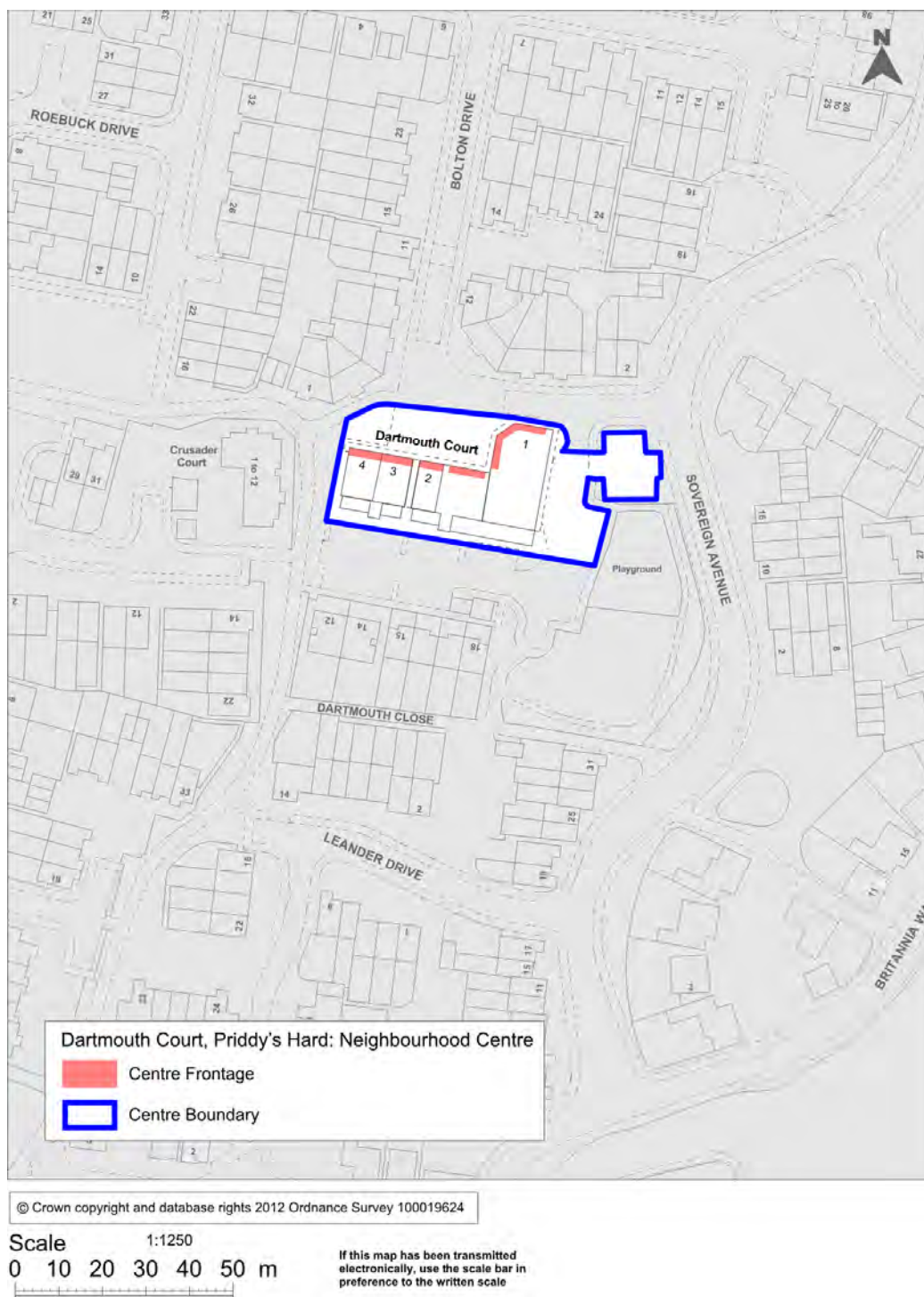


## Carisbrooke Drive: Neighbourhood Centre

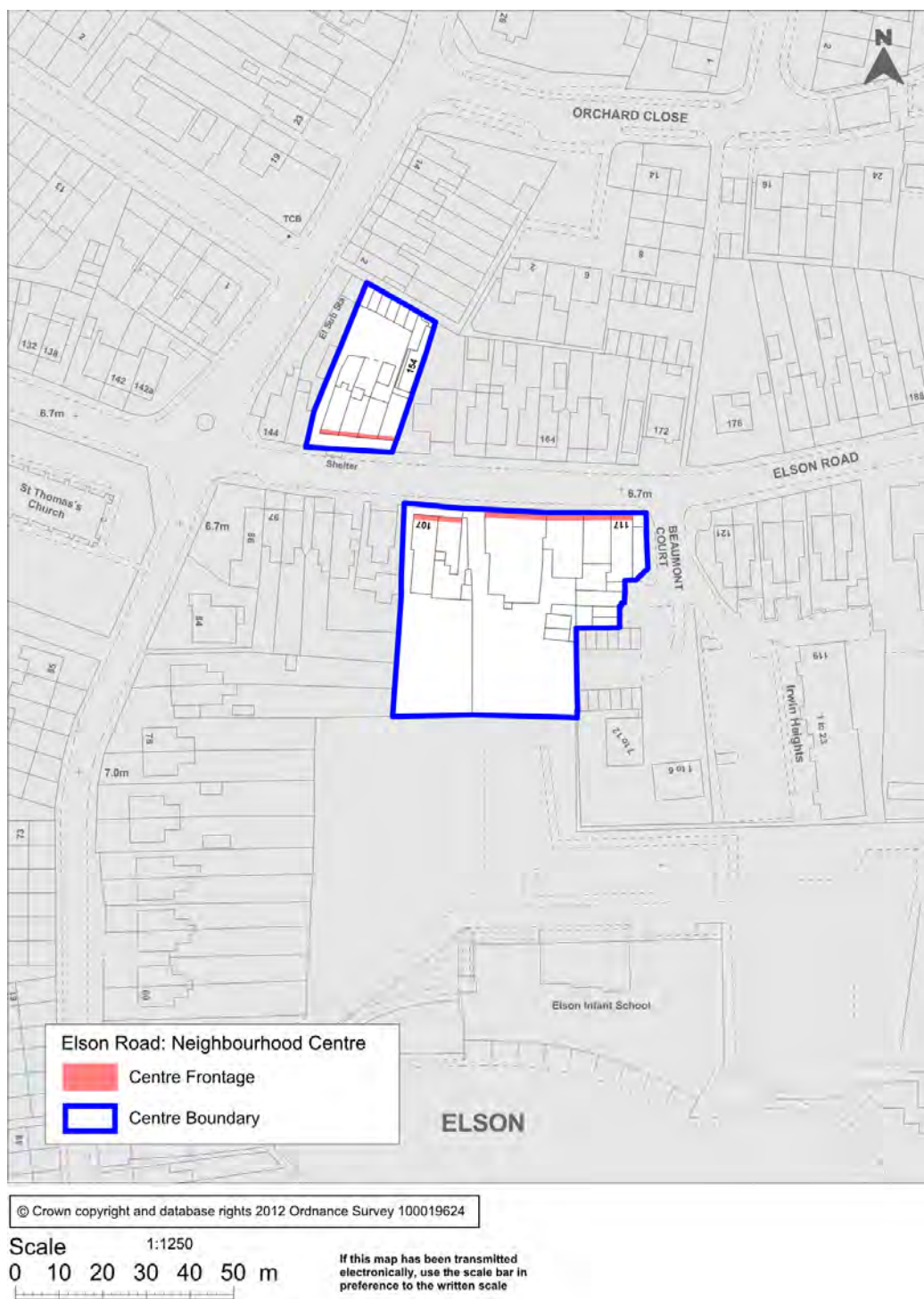




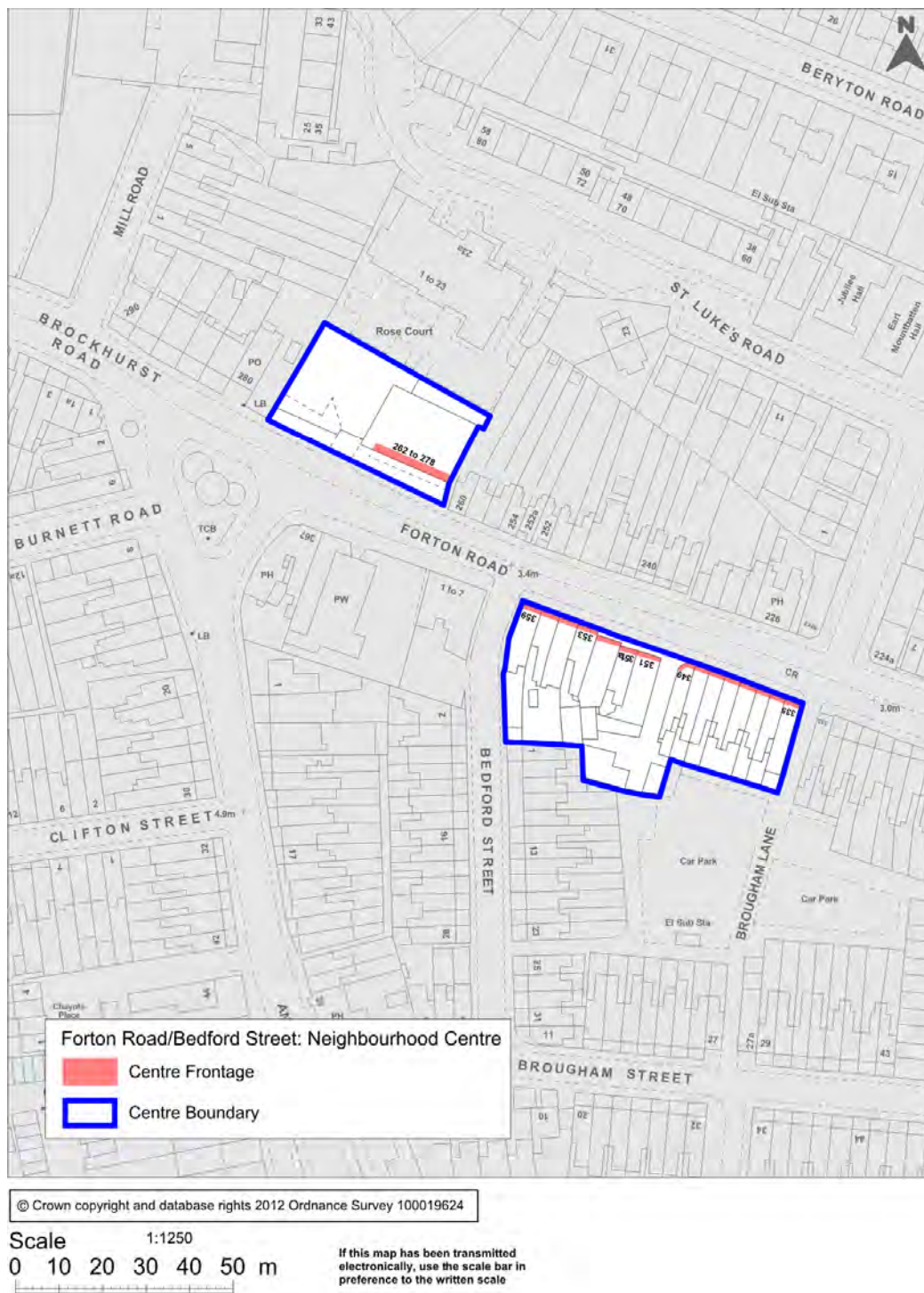
## Dartmouth Court, Priddy's Hard: Neighbourhood Centre



## Elson Road: Neighbourhood Centre

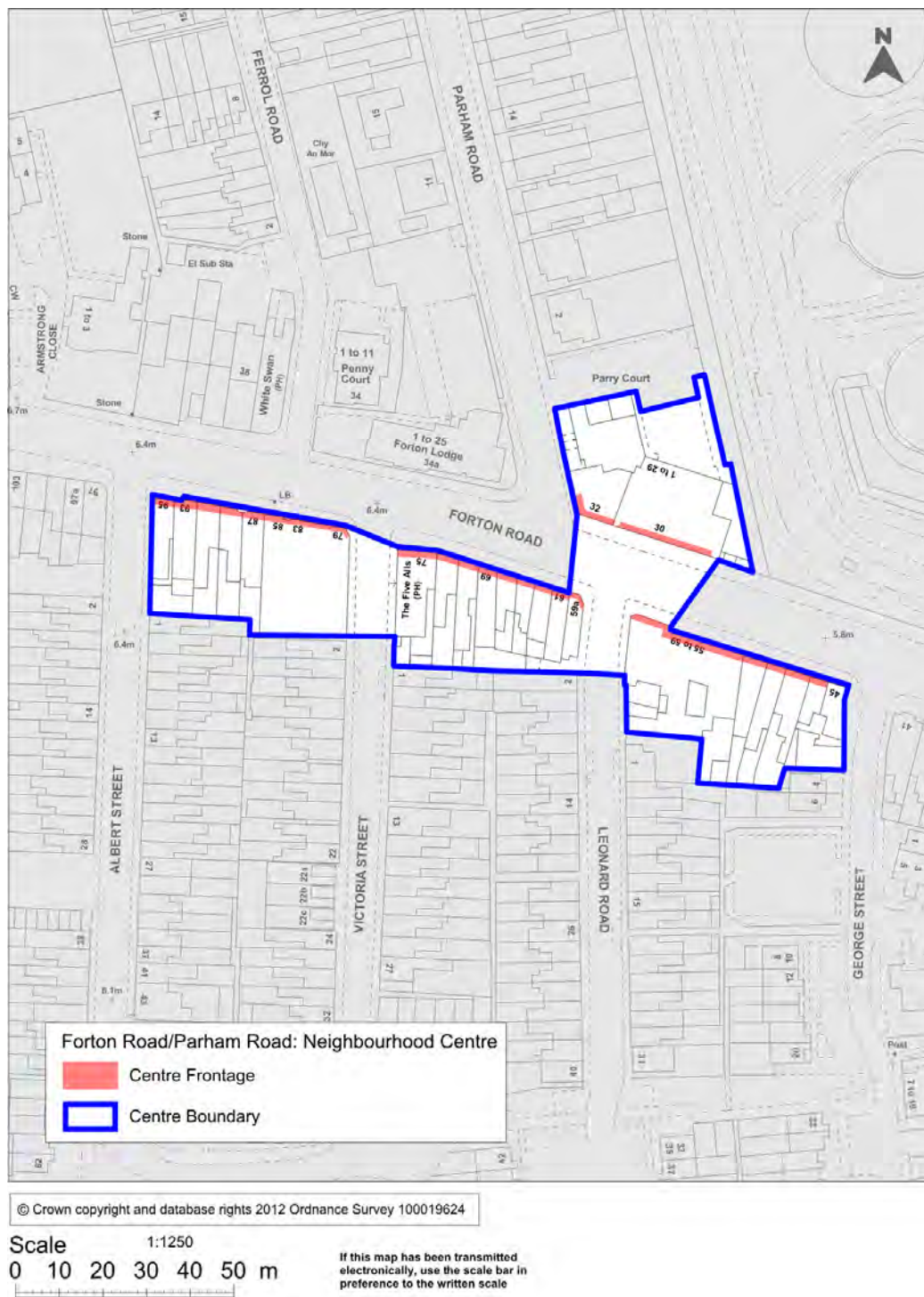


## Forton Road/Bedford Street: Neighbourhood Centre

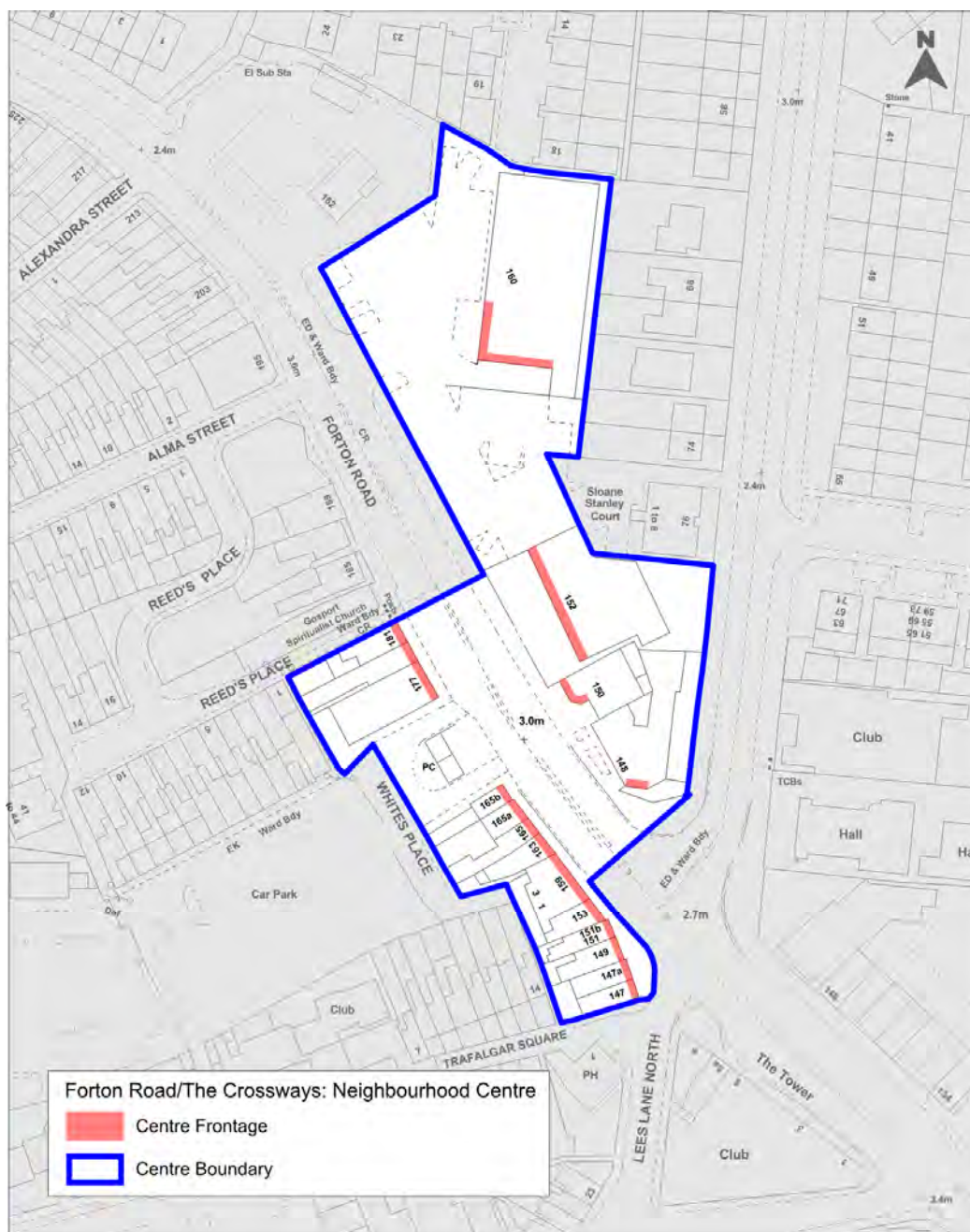




## Forton Road/Parham Road: Neighbourhood Centre



## Forton Road/The Crossways: Neighbourhood Centre

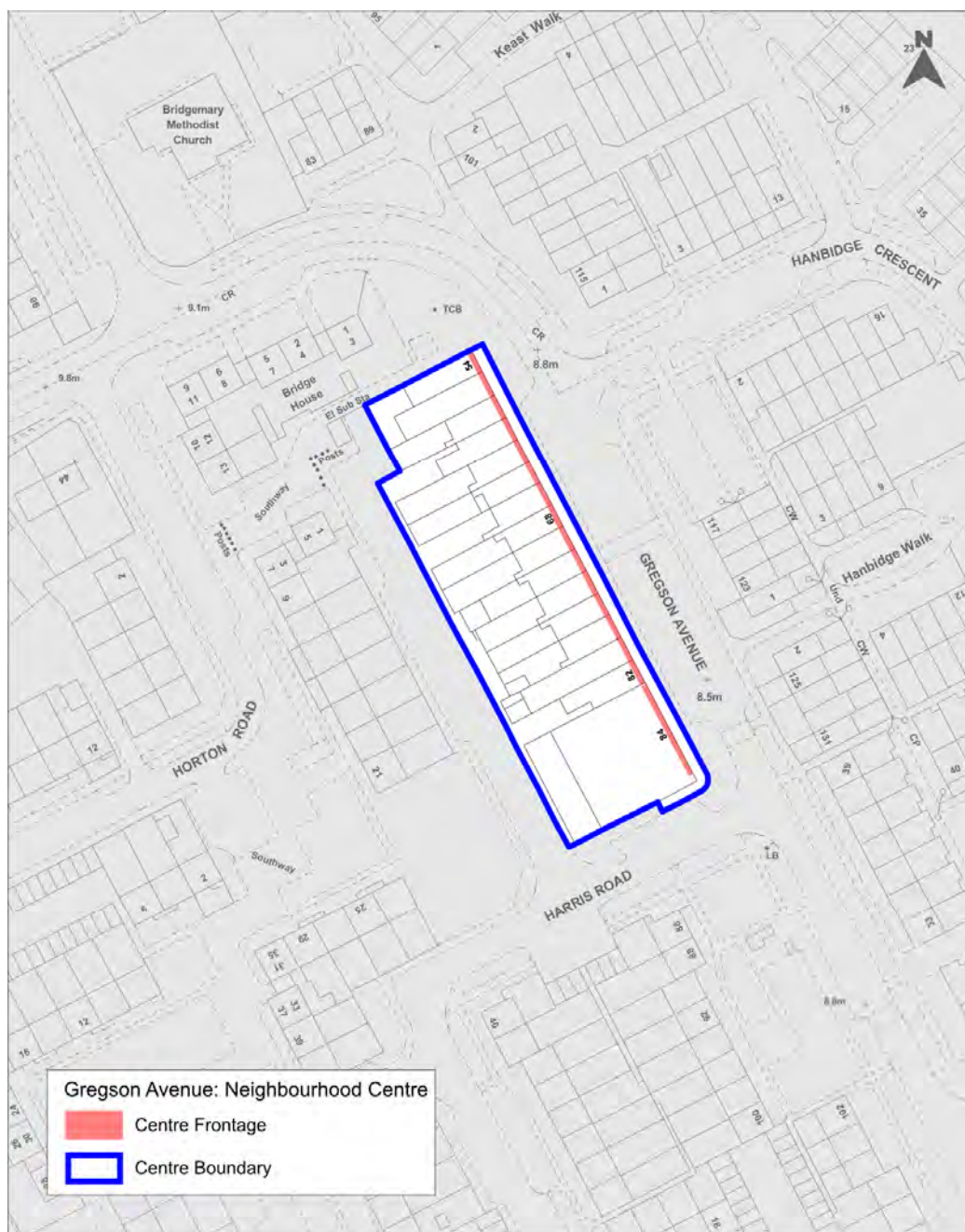


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## Gregson Avenue: Neighbourhood Centre



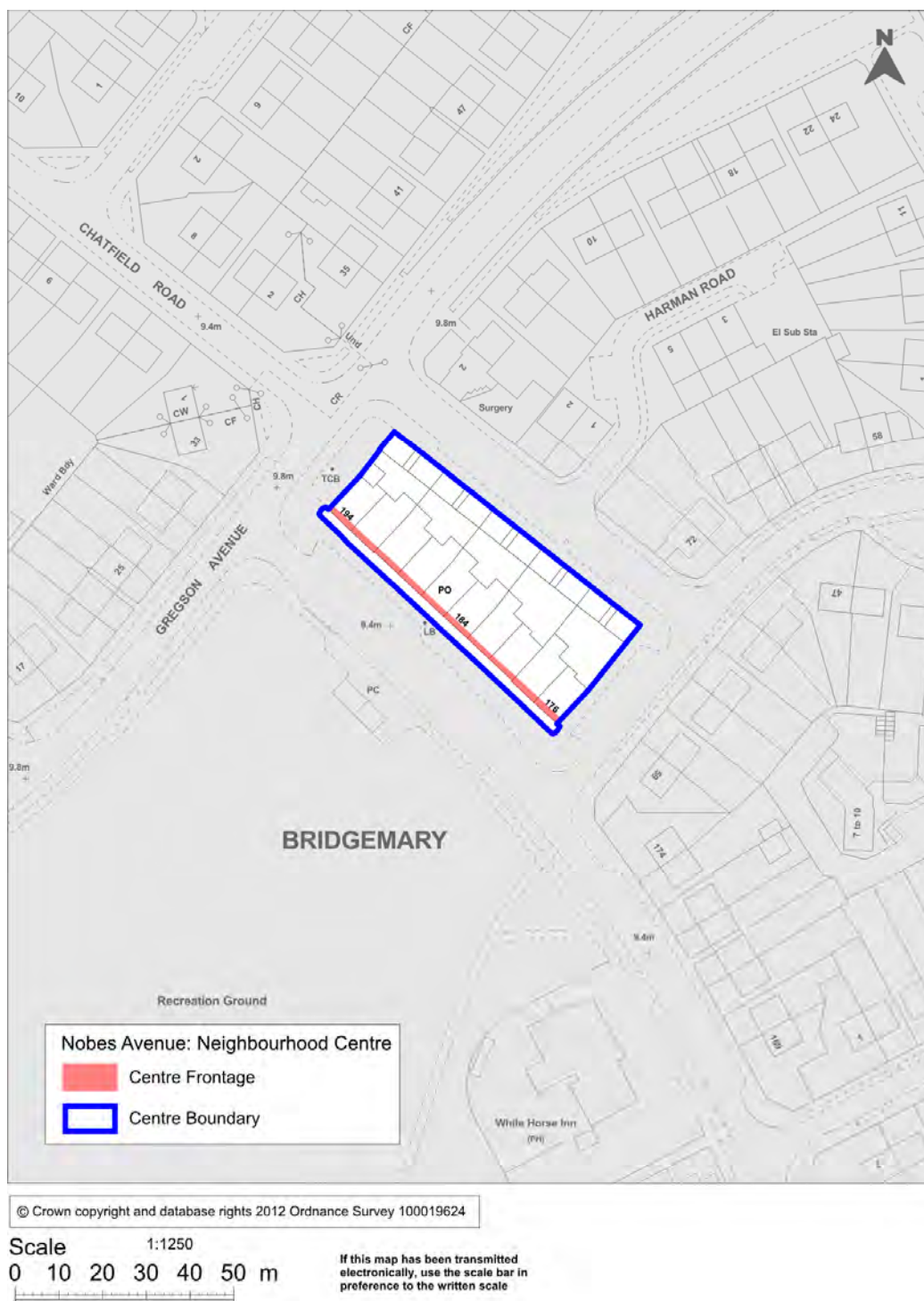
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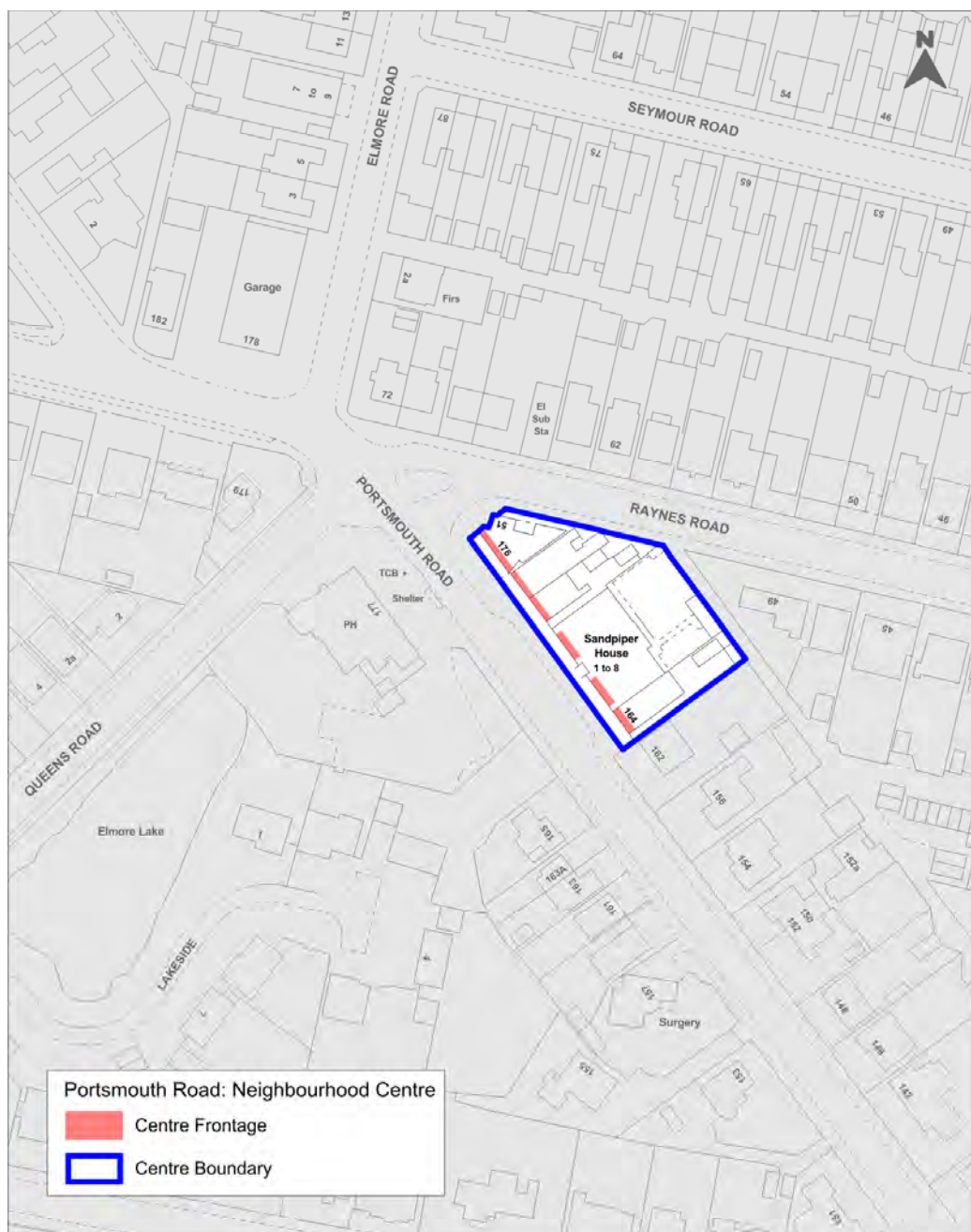
## Nobes Avenue: Neighbourhood Centre



# Palmyra Road: Neighbourhood Centre



## Portsmouth Road: Neighbourhood Centre



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Scale 1:1250  
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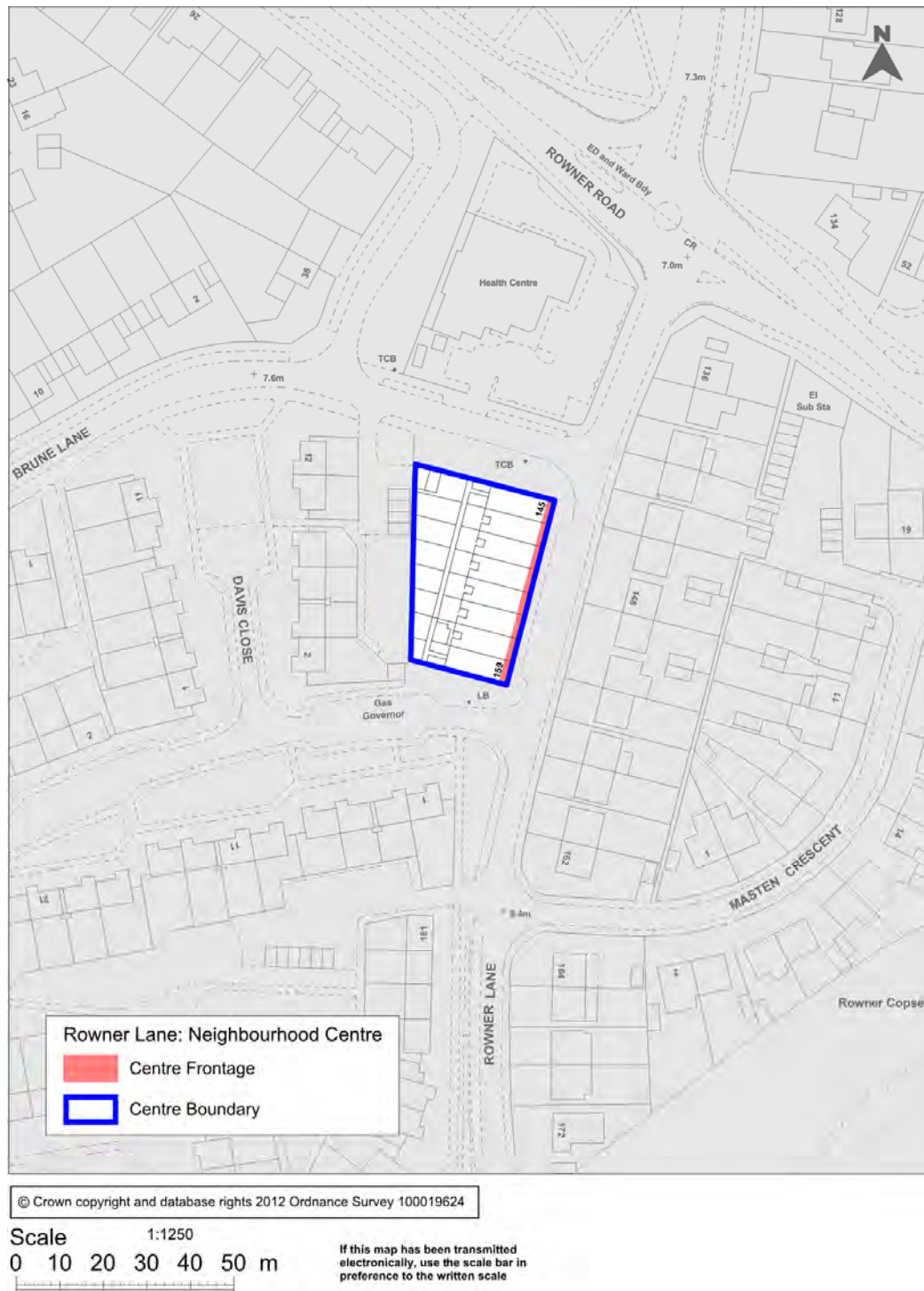
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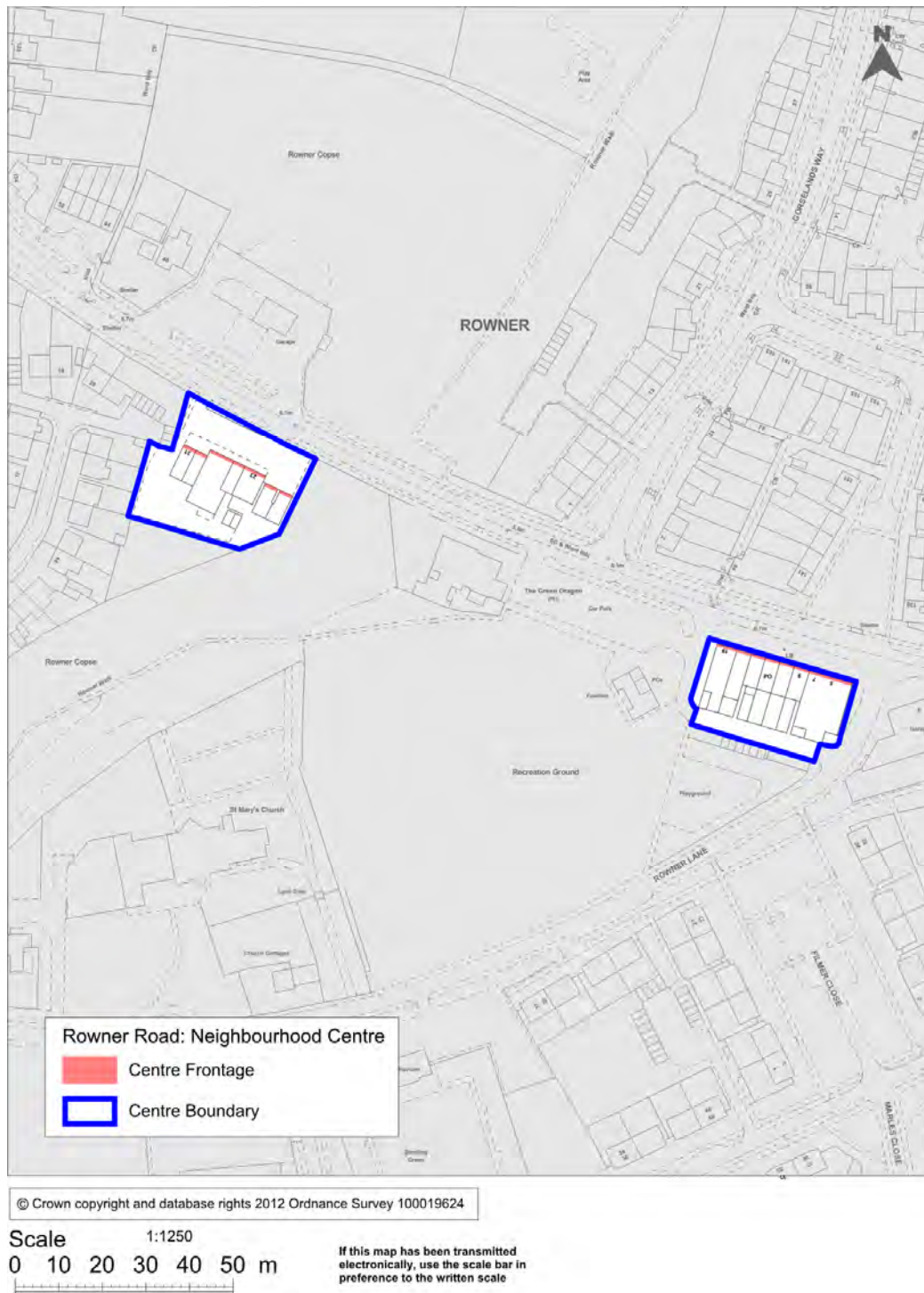
## Queens Parade: Neighbourhood Centre



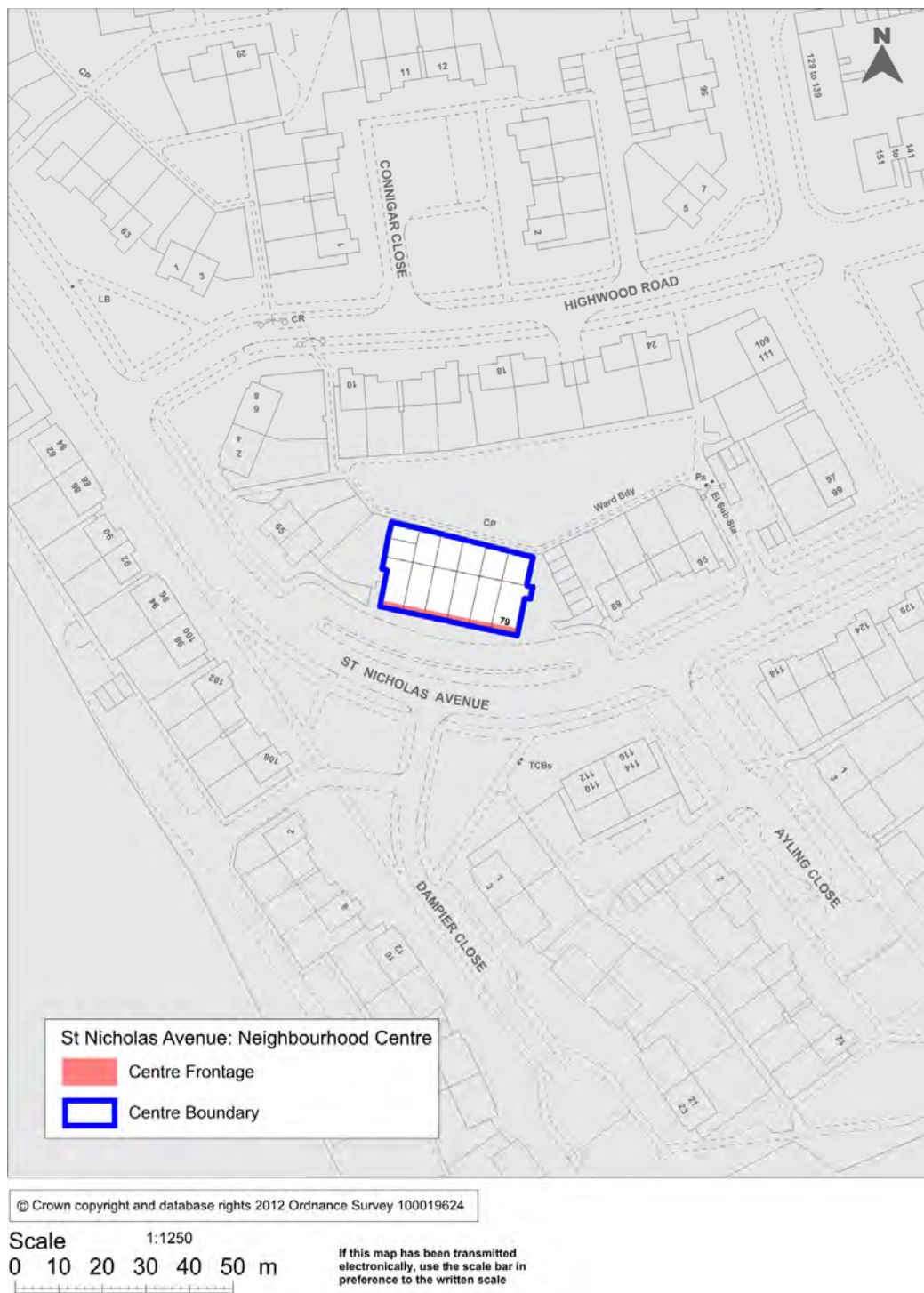
## Rowner Lane: Neighbourhood Centre



## Rowner Road: Neighbourhood Centre

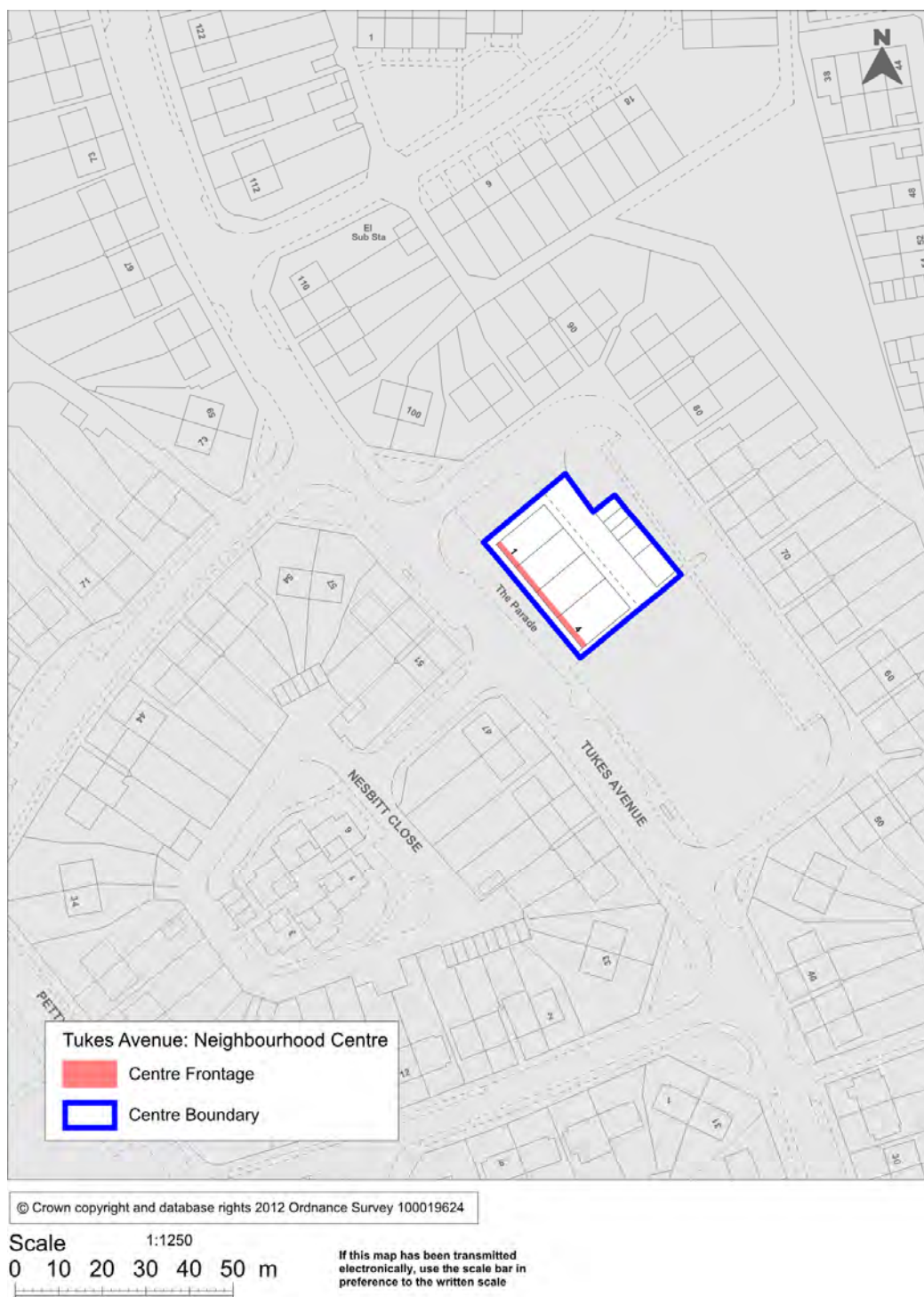


## St. Nicholas Avenue: Neighbourhood Centre





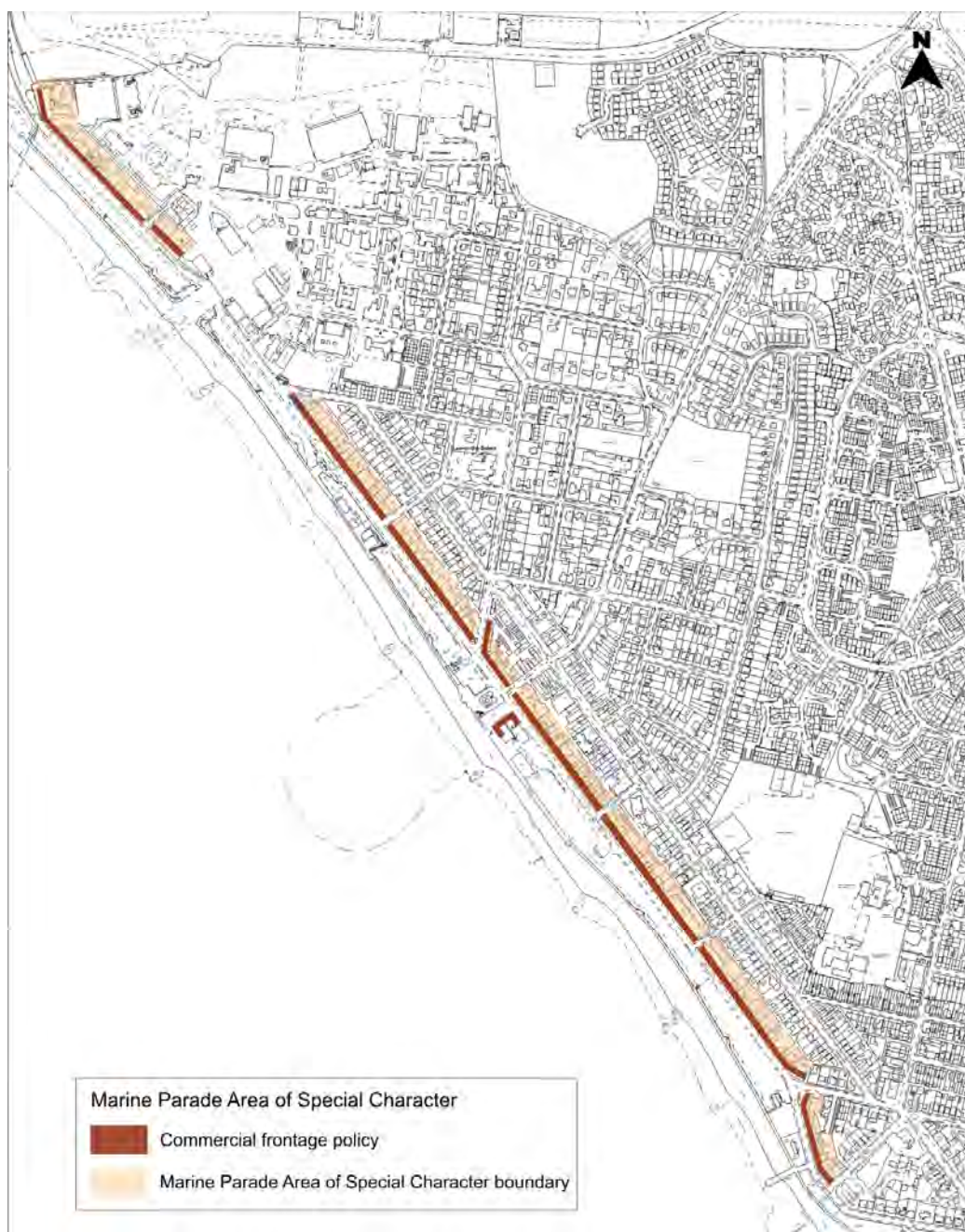
## Tukes Avenue: Neighbourhood Centre



## **OTHER COMMERCIAL FRONTAGES**



## Marine Parade Area of Special Character



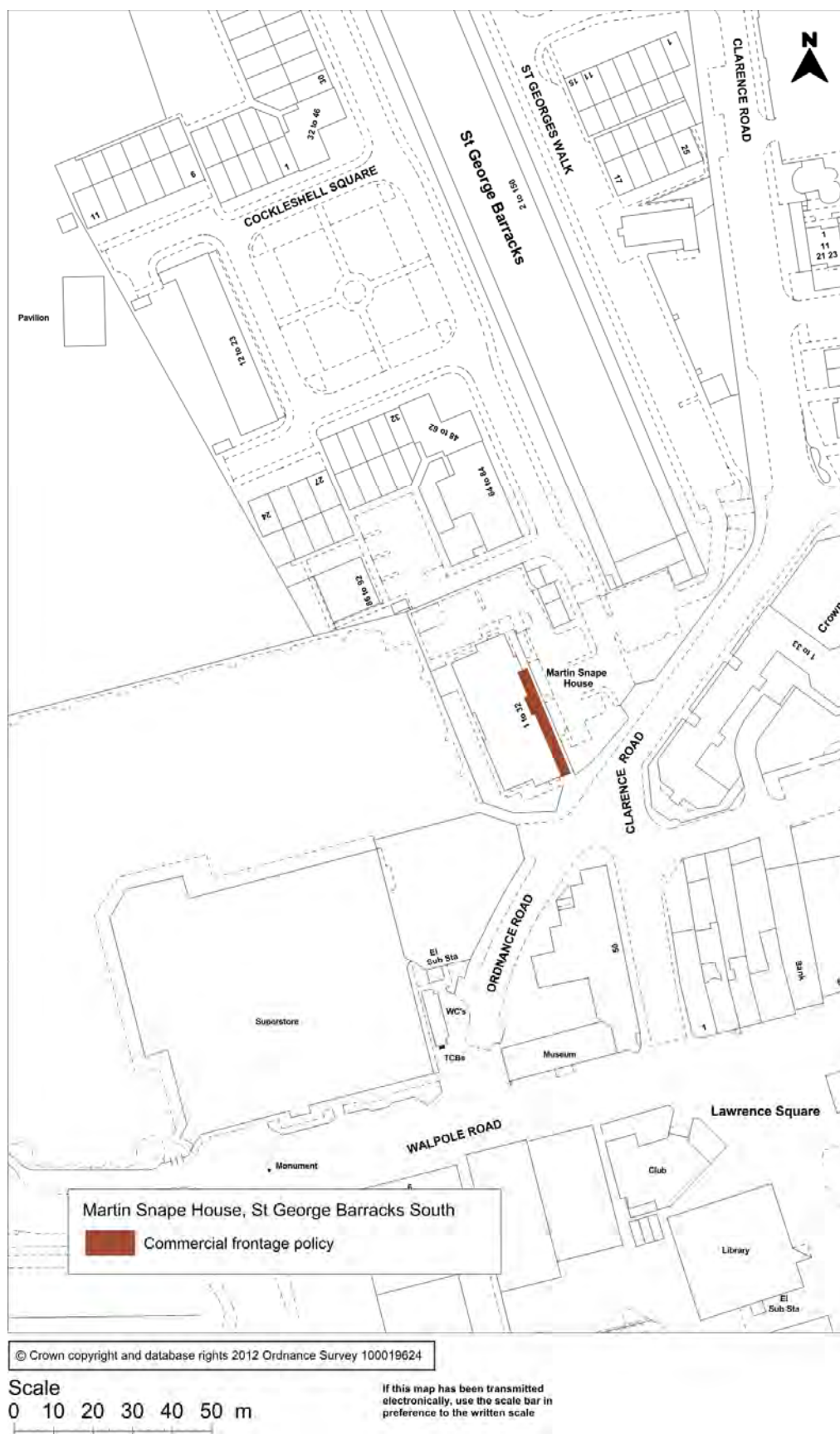
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Scale

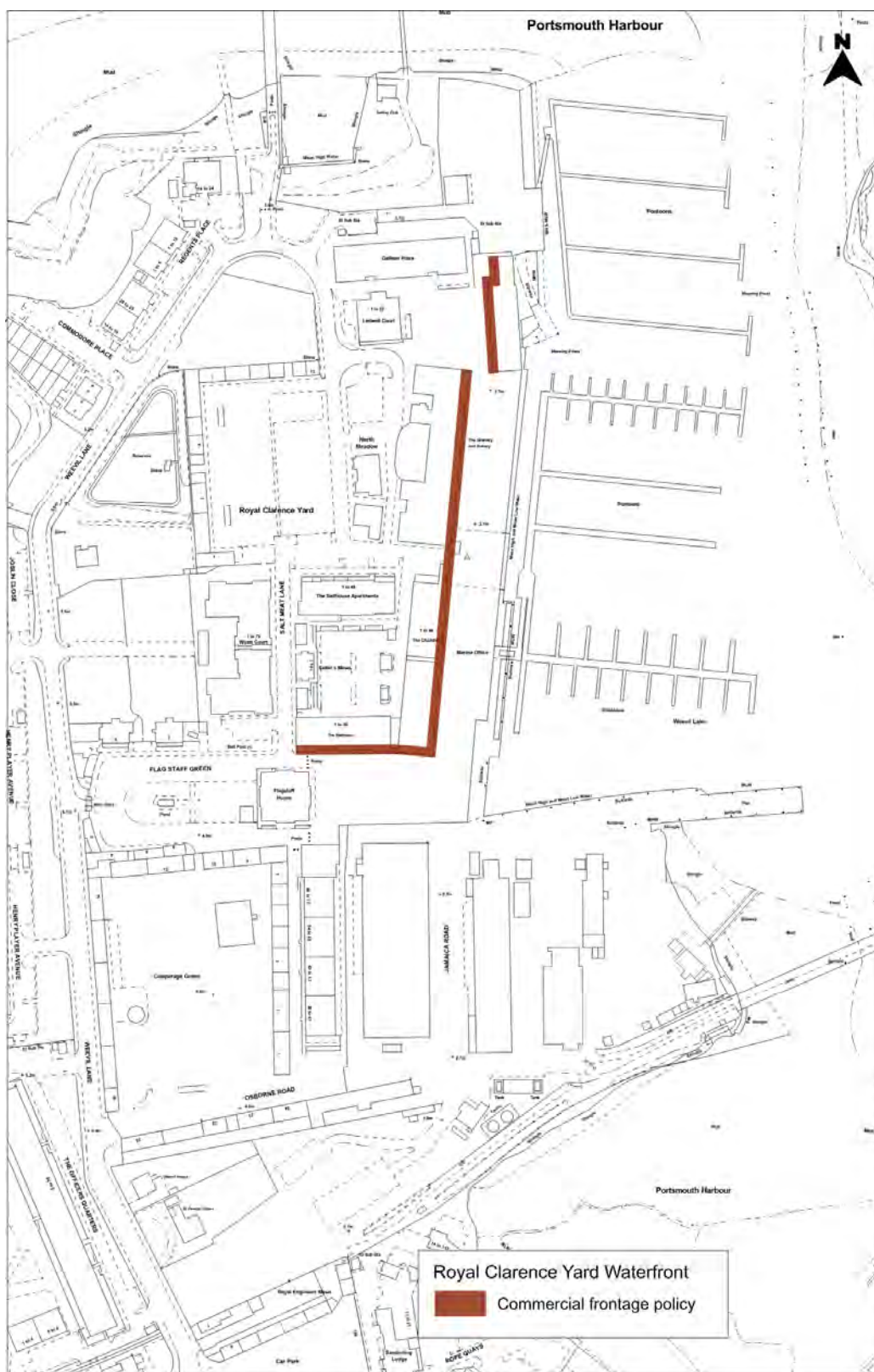
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If this map has been transmitted electronically, use the scale bar in preference to the written scale

## Martin Snape House, St George Barracks South



## Royal Clarence Yard Waterfront



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Scale  
0 20 40 60 80 100 m

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