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21 September 2009

S U M M O N S

MEETING: Economic Development Sub-Board
DATE: 29 September 2009
TIME: 6.00 p.m.
PLACE: Committee Room 1, Town Hall, Gosport
Democratic Services contact: Chris Wrein

LINDA EDWARDS
BOROUGH SOLICITOR

MEMBERS OF THE BOARD

The Mayor (Councillor Mrs Searle) (ex-officio)
Councillor Hook (Chairman)
Councillor Burgess (Vice-Chairman)

Councillor Ms Ballard	Councillor Hicks
Councillor Chegwyn	Councillor Langdon
Councillor Edgar	Councillor Wright

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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. Members are requested to note that if any member wishes to speak at the Sub-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

PART A ITEMS

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

To confirm the minutes of the meeting of the Sub-Board held on 20 July 2009 (attached).

4. DEPUTATIONS – STANDING ORDER 3.5

(NOTE: The Sub-Board is required to receive a deputation(s) on a matter which is before the meeting of the Sub-Board provided that notice of the intended deputation and its object shall have been received by the Borough Solicitor by 12 noon on Friday, 25 September 2009. 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 Sub-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 Sub-Board provided that notice of such Question(s) shall have been submitted to the Borough Solicitor by 12 noon on Friday 25 September 2009).

6. STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT

PART II

To present to Members a revised version of the Strategic Housing Land Availability Assessment following public consultation.

Contact Officer:
Chris Payne
Ext 5216

7. EMPLOYMENT LAND REVIEW

PART II

To present to the Sub Board a draft of the Employment Land Review for consultation.

Contact Officer:
Jayson Grygiel
Ext 5458

Economic Development Sub Board
29 September 2009

8. LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY:
PREFERRED OPTIONS - FINAL REPORT

PART II

To present to Members the final draft LDF Core Strategy: Preferred Options Document and to seek approval to publish it for consultation.

Contact Officer:
Chris Payne
Ext 5216

9. CULTURAL STRATEGY

PART II

Report to follow.

Contact Officer:
Nigel Draycott
Ext 5307

10. ANY OTHER ITEMS

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

AGENDA ITEM NO. 6

Board/Committee:	Economic Development Sub Board
Date of Meeting:	29 September 2009
Title:	Strategic Housing Land Availability Assessment
Author:	Development Services Manager
Status:	For Decision

Purpose

To present to Members a revised version of the Strategic Housing Land Availability Assessment following public consultation.

Recommendation

That the Sub Board approves the Strategic Housing Land Availability Assessment in Appendix A as a supporting document to the LDF.

1 Background

- 1.1 At the meeting of the Sub Board on 20 July 2009 Members were advised that the Council is required to prepare a Strategic Housing Land Availability Assessment (SHLAA). The SHLAA is a key component of the evidence base of the Local Development Framework and is needed to demonstrate the delivery of sufficient land for housing to meet the community's need for more homes in line with the South East Plan.
- 1.2 Members agreed that consultation should be undertaken on the draft SHLAA.

2 Report

- 2.1 Over 100 key stakeholders were consulted including house builders, statutory agencies, consultants, housing associations, residents associations, service providers and environmental organisations. The draft SHLAA was available to view on the Council's website and copies were made available in all local libraries.
- 2.2 A number of detailed responses were received and these have been included in Appendix 3 in the revised SHLAA. Most of the responses were supportive and the comments made have been noted and where appropriate changes have been made. The consultation has not necessitated any fundamental change to the draft document and the sites identified in the draft version have not changed nor have the proposed housing assessments. Some of the points raised are more appropriately dealt with in other LDF documents or when a planning application is submitted to develop a site.
- 2.3 The SHLAA has been updated in light of the consultation and is set

out in Appendix A. For the purposes of this report the technical appendices to the SHLAA (apart from Appendix 3) have not been included, but a full version has been included in the Members Room.

- 2.4 Members are requested to approve the SHLAA as a supporting document to the LDF Core Strategy.

3 Risk Assessment

- 3.1 Failure to prepare a Strategic Housing Land Availability Assessment would lead to the LDF Core Strategy being found unsound by a Government Inspector. It would also affect the amount of Housing and Planning Delivery Grant which the Authority could receive.

4 Conclusion

- 4.1 The Strategic Housing Land Availability Assessment demonstrates that there are sufficient sites that could accommodate housing development within the Borough to meet the SE Plan's housing requirement of 2500 additional dwellings.

Financial Services comments:	None
Legal Services comments:	None
Service Improvement Plan implications:	Development Services SMP includes a task to prepare the LDF Core Strategy and associated documents. There are no direct SIP implications
Corporate Plan:	The Strategic Housing Land Availability Assessment will contribute to achieving the aim to providing better access to decent housing.
Risk Assessment:	This has been dealt with in section 3 of this report.
Background papers:	PPS3: Housing (DCLG) Strategic Housing Land Availability Assessments - Practice Guidance (DCLG) Economic Development Sub Board 20 th July 2009 report on draft SHLAA.
Appendices/Enclosures:	
Appendix 'A'	Strategic Housing Land Availability Assessment.
Report author/ Lead Officer:	Chris Payne

APPENDIX A

Gosport Borough Council

Local Development Framework

**Strategic Housing Land
Availability Assessment**

September 2009

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Appendices

[1]	Site maps of identified SHLAA sites	not included
[2]	Site Allocations DPD questionnaire	not included
[3]	Schedule of responses on draft SHLAA methodology	30
[4]	SHLAA site proforma	not included
[5]	Density multiplier with worked example	not included
[6]	Developability matrix	not included
[7]	Housing potential calculations and assessments	not included
[8]	Developability assessments	not included
[9]	Discarded housing sites	not included
[10]	Figures for Gosport SHLAA housing trajectory 2009	not included

1.0 Introduction

Purpose of the Assessment

- 1.1 The Gosport Strategic Housing Land Availability Assessment (SHLAA) is a key component of the evidence base to support the delivery of sufficient land for housing in the Borough. It is an important evidence source to inform plan-making, but does not in itself determine whether a site should be allocated for housing development or whether planning permission would be granted for new homes.
- 1.2 The primary role of the SHLAA is to:
- Identify sites with potential for housing;
 - Assess their housing potential; and
 - Assess when they are likely to be developed.

Aims and Objectives

- 1.3 The Gosport SHLAA has two main aims. The Assessment firstly aims to identify sufficient specific deliverable sites to deliver housing over the next five years. To be deliverable a site must be available, in a suitable location and be achievable. Secondly, it aims to identify a supply of specific developable housing sites for a further ten years. To be considered developable a site must be in suitable location with a reasonable prospect of being available and developed at some point in the future. These requirements are set out in *Planning Policy Guidance 3: Housing (PPS3)* [1].
- 1.4 The principal objective of the Assessment is to produce a core output table that complies with the requirements set out in the Government Practice Guidance on SHLAAs published by the Department for Communities and Local Government (DCLG) in July 2007 [2]. The core output table for this Assessment is a list of sites set out in table 3. This is cross-referenced to a series of maps showing locations and boundaries of these specific sites in Appendix 1. The potential number of new homes that could be accommodated on each site has been estimated. An assessment of the developability and deliverability of each identified site has been made to determine when each identified site is realistically expected to be developed. Finally, any constraints on delivery are identified for individual sites along with recommendations on how these constraints can be overcome.

National Guidance

- 1.5 Local planning authorities are required by national planning policy, set out in PPS3, to prepare SHLAAs. The Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live.
- 1.6 Planning policy set out in PPS3 requires local planning authorities to:
- Identify a five year supply of specific, deliverable housing sites from the date of adoption of its development plan;
 - Identify specific, developable housing sites for a further 6 to 10 years and ideally 11 to 15 years;

- Indicate broad locations for growth where it is not possible to identify specific sites for years 11 to 15 of the development plan; and
- Not include an allowance for windfall in the first 10 years of the plan.

Regional Policy Context

- 1.7 In terms of regional planning Gosport is located in the South East of England. The *South East Plan* [3] is the new Regional Spatial Strategy (RSS) for the South East published by the Government in May 2009. Policy H1 of the *South East Plan* requires Gosport to make provision for 2,500 net additional dwellings between 2006 and 2026 with an annual completion rate of 125.
- 1.8 Gosport is part of the South Hampshire sub-region. The sub-regional strategy for this area in the South East Plan was prepared in conjunction with the Partnership for Urban South Hampshire (PUSH). The key objective of PUSH is to address the economic regeneration and development needs of the sub-region by improving its economic performance to at least match the regional average. This growth strategy needs to be supported by new housing including affordable housing. Overall a total of 80,000 new homes are planned for South Hampshire, with an annual completion rate of 4,000. The sub-regional strategy in policy SH5 being consistent with policy H1 allocates 2,500 new homes for Gosport up to 2026. The housing target for Gosport is relatively low in comparison to neighbouring districts recognising there are a number of significant local constraints. These constraints are outlined in the Profile of Gosport (Section 2).

Local Policy Context

- 1.9 The Gosport Local Development Framework (LDF) is a folder of local development documents that will become the statutory development plan. It replaces the Gosport Borough Local Plan Review (LPR) [4], which was adopted in May 2006. The key documents in the LDF are the Core Strategy and the Site Allocations and Delivery Development Plan Documents (DPD).
- 1.10 The SHLAA is a key component of the evidence base to support the delivery of sufficient land for housing to meet the community's need for more homes. In particular it provides robust evidence for the Core Strategy and Site Allocations and Delivery DPDs. An invitation to put sites forward for housing and other land uses, such as employment and retail, took place as part of an informal consultation stage of the Site Allocations and Delivery DPD in May 2008. These were assessed through the SHLAA.
- 1.11 The Practice Guidance recommends that SHLAAs are undertaken in parallel with other evidence based studies so that land availability and suitability can be considered across the whole range of land requirements. A number of such evidence based studies are currently under way in Gosport in particular an Employment Land Review (ELR) and an update of the Open Space Audit.

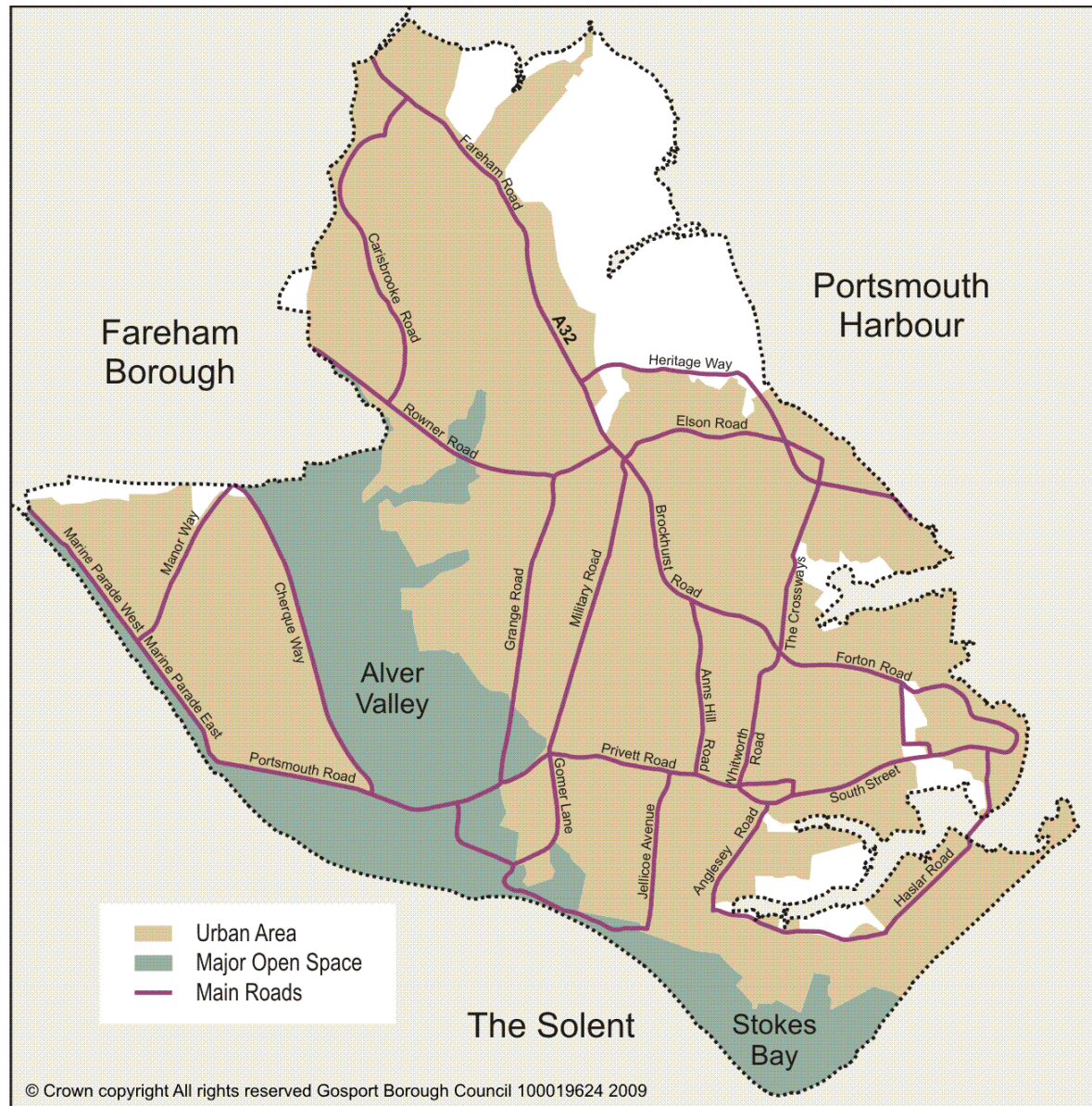
2.0 Profile of Gosport

- 2.1 Gosport is located on the south coast of Hampshire and has a distinctive geography. The Borough forms a low lying peninsula of 2,750 hectares surrounded on three sides by the Solent and Portsmouth Harbour with almost 39 kilometres of coastline. The Borough contains two principal settlements, Gosport and Lee-on-the-Solent, separated by the Alver Valley. Figure 1 shows a map of the Borough.
- 2.2 The population of the Borough was recorded as 79,200 in the 2007 Mid Year Estimates published by the Office of National Statistics. Whilst the population is forecast to be relatively stable over the next 20 years Hampshire County Council's long term projections show an increase in the numbers of households. It is forecast that they will increase from 33,501 in 2006 to 35,899 in 2026 representing a proportional increase of 7%.
- 2.3 The Borough covers a relatively small area and is one of the most densely populated areas in the South East of England with an urban density of 30.2 persons per hectare. Despite being so densely developed there are some attractive and much valued green spaces within the Borough. There are also significant areas, which are internationally and nationally important for nature conservation.
- 2.4 Historically, Gosport developed primarily as a support base for the Royal Navy. Whilst the Ministry of Defence (MoD) remains a significant local employer and landowner there have been several major changes over recent years. As part of an ongoing review of its operational needs the MoD has scaled down the number of people employed in Gosport and disposed of several major sites such as the former airfield at Daedalus and the former victualling depot at Royal Clarence Yard.
- 2.5 These changes to the MoD operations have had an impact on Gosport in two main ways. Firstly a large number of Gosport residents now travel to work outside the Borough particularly along the A27-M27 corridor where the journey to work is predominantly by private car. Between 1991 and 2001 the number of people out-commuting on a daily basis increased by 41% to 18,519 workers. Secondly, large areas of land have become available for re-development.
- 2.6 Access to the Gosport peninsula is via three road routes and there is no rail service. Gosport is linked to Portsmouth by the Gosport Ferry Service, which is one of the busiest ferry routes in the United Kingdom. The increasing dominance of the journey to work by private motor vehicle has resulted in high levels of congestion on the Borough's road network, particularly the A32 which is part of the County Strategic Road Network. In the current absence of rail or other segregated public transport links, the network of bus services is subject to delay arising from this traffic congestion. The ongoing imbalance between housing and employment and the resulting high levels of out-commuting and congestion act as significant constraints on development in Gosport and thus reduce the ability of the Borough to deliver sustainable housing.
- 2.7 However, Bus Rapid Transit is being promoted by Transport for South Hampshire. Phase 1 of the proposed BRT scheme is to provide a segregated Busway utilising part of the former railway corridor, and uses the section between Military Road Gosport, and Redlands Lane in Fareham. Community Infrastructure Funding (CIF) for Phase 1 of the scheme was approved by

Government in March 2009, planning permission was subsequently granted in July 2009 and the project is expected to be delivered by March 2011. The scheme aims to:

- help provide improved access into and out of the Gosport Peninsula;
- improve public transport provision for existing communities;
- Provide real travel choices for new development; and
- Provide commuters and road users in Gosport and Fareham with a new public transport service.

Figure 1: Gosport Borough



3.0 Methodology

Approach to the Gosport SHLAA

- 3.1 The preparation of the Gosport SHLAA closely followed the standard methodology set out in the Practice Guidance on SHLAAs published by the Department for Communities and Local Government (DCLG) in July 2007 [2].
- 3.2 The Practice Guidance states that SHLAAs should preferably be carried out at the sub-regional level. The neighbouring authorities in PUSH are at different stages of their LDF process and it has not been possible to carry out a joint assessment. However, a Housing Market Assessment (HMA) [5] was produced for the sub-region in 2006 and was used to inform the preparation of the Gosport SHLAA particularly Stages 4 and 6.
- 3.3 The Borough Council contributes to a countywide SHLAA Working Group that shares and promotes good practice in the preparation of SHLAAs. There may be further opportunities for joint working with neighbouring PUSH authorities on future updates of the SHLAA.

Consultation

- 3.4 Stakeholders were involved in the preparation of the SHLAA during two stages of the Assessment.
- 3.5 Firstly, comments on the draft methodology were sought from key stakeholders in Stage 1 of the Assessment in March 2008 and the methodology was informed by this consultation.
- 3.6 Secondly, the Borough Council invited stakeholders to put forward sites for consideration in the Site Allocations and Delivery DPD in May 2008. Sites could be put forward for a variety of land uses including housing, employment and retail. Sites that were put forward for housing in this consultation were assessed as part of the SHLAA. Site Allocation questionnaires were sent to landowners and their agents, developers and other interested parties listed on the LDF database in addition to those stakeholders previously consulted on the draft SHLAA methodology. A copy of the questionnaire forms Appendix 2.
- 3.7 Consultation on the Draft SHLAA was carried out in July 2009. Over 100 key stakeholders were consulted including house builders, consultants, housing associations, residents associations, service providers and environmental organisations. We received a number of detailed responses. The draft SHLAA was available on the Gosport Borough Council website and copies were made available in all local libraries.
- 3.8 A schedule of responses on the Draft SHLAA is set out in Appendix 3. It sets out the comments made by consultees and the responses of the Borough Council to these comments along with any identified actions.

Monitoring

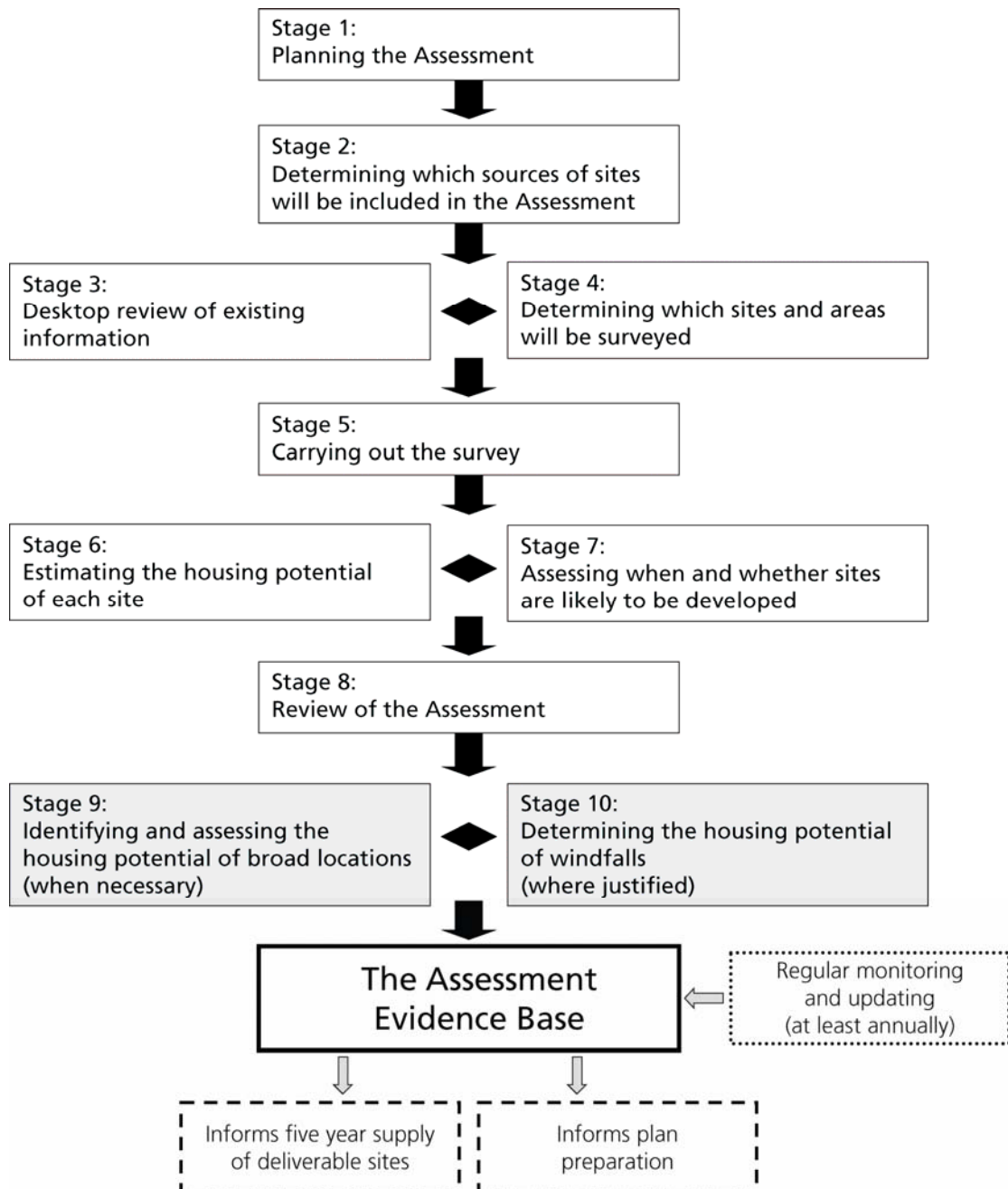
- 3.9 In order to be consistent with other published data sources the base date for the Gosport SHLAA is 01 April 2008. It is acknowledged that some sites identified in this SHLAA may now have been granted planning permission.

3.10 The SHLAA will be updated annually as part of the Annual Monitoring Report process.

Structure of the Assessment

3.11 The structure of this Assessment is based on the eight main stages and two optional stages set out in the Practice Guidance. This is illustrated in figure 2 below. The structure of this report is based on these ten stages.

Figure 2: The SHLAA Process and Outputs



4.0 Planning the Assessment

- 4.1 A detailed work programme with project milestones was prepared for the Gosport SHLAA, which took into account the resources available to the Borough Council's Planning Policy project team. The work programme also took into account the timetable and milestones set out in the Local Development Scheme (LDS) [6]. A revised LDS was published in March 2009 which takes into account new Government regulations and provides a timetable for the production of the *Core Strategy* document and other LDF documents.
- 4.2 Comments on the draft methodology were sought from the following organisations and individuals in March 2008:
- Hampshire County Council (HCC)
 - South East England Development Agency (SEEDA)
 - Government Office for the South East (GOSE)
 - Home Builders Federation (HBF)
 - Community groups
 - Key landowners
 - Local Registered Social Landlords (RSL)
 - Local home builders who have submitted planning applications for large housing sites in the last three years
 - Local property agents who have submitted planning applications for large housing sites in the last three years.

5.0 Determining which sources of supply will be included in the Assessment

- 5.1 Table 1 sets out the sources of sites with potential for housing that are included in the Gosport SHLAA. Three categories identified in the Practice Guidance are not considered as appropriate to Gosport namely: rural settlements and exception sites, urban extensions and new freestanding settlements. The relatively small size and highly urbanised nature of the Borough precludes the development of these types of sites in Gosport. However, the search for SHLAA sites did extend beyond the Urban Area Boundary as defined on the Proposals Map of the LPR and included brownfield sites outside settlement boundaries in line with the Practice Guidance.

Table 1: Sources of sites in Gosport with Potential for Housing

	Sites in the Planning Process
1	Land allocated in the LPR (or with permission) for employment or other land uses which are no longer required for these uses
2	Existing housing allocations in the LPR and development briefs
3	Unimplemented and outstanding planning permissions for housing
4	Planning permissions for housing that are under construction
	Sites not currently in the Planning Process
5	Vacant and derelict land and buildings
6	Surplus public sector land
7	Land in non-residential use which may be suitable for redevelopment for housing such as commercial buildings or car parks, including as part of a mixed-use development
8	Additional housing opportunities in established residential areas, such as under-used garage blocks
9	Large scale redevelopment and re-design of existing residential areas

- 5.2 The sources of supply focused on the existing urban area in accordance with a key locational principle set out in the *Core Strategy Issues and Options* document [7]. This aims to ensure that appropriate development takes place within the existing urban area and encourages more sustainable forms of development. A brief outline of the nine sources of supply considered in the Gosport SHLAA is set out below.

Source 1: Non-housing allocations:

- 5.3 All sites allocated or with extant permission for non-residential land uses in the LPR, which are no longer required for those uses, were considered as part of the Assessment. The SHLAA was prepared concurrently with other evidence gathering studies such as the Employment Land Review (ELR). Surplus sites identified in these studies were considered by the SHLAA. Sites that had been analysed in these other studies and were still considered to be required for their allocated uses were not considered in the SHLAA.

Source 2: Existing housing allocations and site development briefs:

- 5.4 All the sites allocated for housing and housing as part of a mixed-use scheme in policies R/H2 and R/H3 respectively of the LPR were examined as part of the SHLAA. Those allocated sites with extant planning permission as of 01 April 2008 were considered under sources 3 and 4 of the SHLAA.

- 5.5 The LPR set out the number of new homes that could be accommodated on these sites. The housing potential of these sites was re-assessed through the SHLAA with up-to-date information on development progress and constraints.

Source 3: Unimplemented and outstanding planning permissions for housing:

- 5.6 The housing potential of sites with outstanding permission for housing was re-assessed through the SHLAA with up-to-date information on development progress and constraints.

Source 4: Planning permissions for housing that are under construction:

- 5.7 All sites with extant planning permission for housing were considered as part of the SHLAA. Information on development progress gathered during the 2008 Housing Completion Survey carried out by the Borough Council in conjunction with Hampshire County Council was updated on SHLAA site visits. The housing potential of these sites was not re-calculated.

Source 5: Vacant and derelict land and buildings:

- 5.8 The housing potential of vacant and derelict land and buildings was assessed through the SHLAA. This work was based on the typology of previously developed land set out in the National Land Use Database (NLUD) [8]. There are six categories of previously developed land identified by NLUD. Category A is land that was previously developed and is now vacant, which could be developed without treatment. Category B is vacant buildings, unoccupied for one year or more, that are structurally sound and in a reasonable state of repair. Category C is derelict land and buildings so damaged by previous industrial or other development that it is incapable of beneficial use without treatment. Categories D, E and F in the NLUD typology were assessed under other sources in the SHLAA.

Source 6: Surplus public sector land:

- 5.9 The housing potential of all sites in the Borough listed on the Register of Surplus Public Sector Land was assessed through the SHLAA. This register is compiled by English Partnership on behalf of the DCLG using information supplied from a number of public sector organisations such as Defence Estates and the Highways Agency.

Source 7: Land in non-residential use which may be suitable for re-development for housing:

- 5.10 The housing potential of a number of sites in different types of non-residential use was assessed through the SHLAA. Surplus sites identified in other evidence gathering studies that were not allocated in the LPR and did not have extant permission for non-residential land uses were considered as part of this source of supply.

Source 8: Additional housing opportunities in established residential areas:

- 5.11 A number of sites were identified within existing residential areas that could accommodate additional housing. This included under-used garage forecourts which can also be subjected to aspects of anti-social behaviour.

Source 9: Large scale redevelopment and re-design of existing residential areas:

- 5.12 One area of the Borough has been identified for major redevelopment namely the Rowner Renewal Project.

Areas excluded:

- 5.13 The Practice Guidance states that particular types of land or areas may be excluded from the Assessment. Open space identified in the 2002 and 2004 Open Space Monitoring Reports [9 and 10] was excluded from the SHLAA. Both reports concluded that there was a deficiency of all types of open space throughout the Borough and therefore no areas of open space were surplus to requirements and suitable for housing development. The update of the Open Space Audit is currently underway. It will identify whether there is any surplus open space that could be released for housing. The update of the Open Space Audit will inform future updates of the SHLAA.
- 5.14 Allotment gardens form a valuable part of Gosport's green network. The 2008 Annual Monitoring Report stated that there were no vacant plots across the Borough and that there were substantial waiting lists for plots. Allotment gardens have therefore been excluded from the SHLAA. The Borough Council is responsible for providing adequate cemetery provision and ensuring a continuous supply of land is available for this purpose. It is likely that new cemetery provision will be required by 2026. All existing cemeteries will be retained and are excluded from the SHLAA.
- 5.15 Gosport contains a number of protected habitats. A key spatial objective set out in the *Core Strategy: Issues and Options* document is to conserve and enhance the natural environment. Consequently all international, national and local nature conservation designations were excluded from the SHLAA.
- 5.16 The Gosport peninsula does not contain a train station and the road network is characterised by high levels of congestion. The South Hampshire Rapid Transport system (SHRT) was planned to provide a high quality public transport alternative to the car and consequently land was safeguarded for the route. This scheme was abandoned following the Government decision to withdraw funding. However, Transport for South Hampshire, the transport delivery agency for the sub-region, has brought forward an alternative scheme known as Bus Rapid Transport (BRT) which follows a similar alignment to the SHRT scheme. Community Infrastructure Funding (CIF) for Phase 1 of the scheme was approved by Government in March 2009, planning permission was subsequently granted in July 2009 and the project is expected to be delivered by March 2011. Therefore the route of the SHRT through Gosport will continue to be safeguarded for future transport plans and was excluded from the Gosport SHLAA.

6.0 Desktop review of existing information

- 6.1 Table 2 sets out the data sources used to identify sites with potential for housing in the Gosport SHLAA. A number of SHLAA sites were identified through several data sources.
- 6.2 A list of sites within and not currently in the planning process was assembled. Desk-top information was gathered for these sites and entered on the SHLAA database. This included information on site identity, site status, land use, constraints and land ownership.

Table 2: Sources of Information for Gosport SHLAA

Sites in the Planning Process	Purpose
Site allocations in the LPR not yet the subject of planning permission	Identify sites
Planning permissions under construction	Identify sites
Site specific development briefs	Identify sites and any constraints to delivery
Planning application refusals	Identify sites and any constraints to delivery
Dwelling starts and completions records	Monitor development progress
Sites not currently in the Planning Process	Purpose
2002 and 2004 Urban Capacity Studies	Identify buildings and land and any constraints to development
Sites identified through consultation on Site Allocations DPD	Identify buildings and land and any constraints to development
Gosport Borough Council Empty Property Register	Identify vacant buildings
English House Condition Survey	Identify buildings
National Land Use Database	Identify buildings and land and any constraints to development
Register of Surplus Public Sector Land	Identify buildings and land
Gosport ELR	Identify surplus employment buildings and land
Valuation Office database	Identify vacant buildings
Borough of Gosport Industrial Estates Register	Identify vacant buildings
Commercial property databases	Identify vacant buildings and land
Ordnance Survey maps	Identify land
Aerial photography	Identify land

- 6.3 Site identity details included a SHLAA reference number, the site address and an Ordnance Survey grid reference. The site area was measured in hectares and the ward noted.
- 6.4 Site status details recorded the source of the SHLAA site according to the categories set out in table 1 and whether or not it was in the planning process. The land use allocation in the LPR was noted if relevant and whether a development brief had been prepared. As the Gosport SHLAA was undertaken in parallel with other evidence based studies, it was recorded whether the site was considered in the draft Employment Land Review. A brief planning history was set out and it was noted whether the site had been identified in earlier Urban Capacity Studies.

- 6.5 Current and past land uses of the site were noted if known. The surrounding land uses were also noted.
- 6.6 Desk-top information on constraints was recorded. It was noted whether the site was located within the Urban Area Boundary as defined on the Proposals Map of the LPR. The location of the site in relation to Flood Zones 1, 2 and 3 as set out by the Environment Agency was recorded. The presence of trees protected by Tree Preservation Orders was noted. All relevant built heritage designations were recorded on the database namely Listed Buildings, Scheduled Ancient Monuments, Historic Parks and Gardens, Areas of Special Character and Buildings of Local Interest. Finally, nature conservation information was noted, for example, whether the site included habitats that supported protected species.

7.0 Determining which sites and areas will be surveyed

The nature of the housing challenge

- 7.1 The Practice Guidance states that the scope and the intensity of the assessment should be related to the nature of the local housing challenge. There is currently a high rate of housing completions in the Borough with several major sites being developed at the same time. The *South East Plan* requires Gosport to make provision for 2,500 net additional dwellings between 2006 and 2026. The housing provision target for Gosport is relatively low in comparison to neighbouring districts and recognises that there are a number of significant local constraints particularly in regard to transport infrastructure.

Choosing a site size threshold

- 7.2 A size threshold of 0.2 hectares was set for site inclusion in the Gosport SHLAA. It was considered that sites above this threshold could accommodate ten or more dwellings and could be considered as a large housing site. A site of 0.2 hectares developed at a density of 50 dwellings per hectare (dph) would deliver ten new homes. It is acknowledged that due to the characteristics of some sites lower densities may be appropriate. If insufficient land were to be identified to meet Gosport's housing target then it would be necessary to lower the site size threshold through an iterative process.
- 7.3 All sites identified in the desktop review, which were above the size threshold and had not been excluded in Stage 2 of the Assessment, were surveyed. This included sites put forward for housing as part of the informal consultation on the Site Allocations and Delivery DPD.
- 7.4 The Practice Guidance suggests a number of geographical areas that could be surveyed. Therefore a comprehensive additional survey was undertaken of the Principal and District Centres (Gosport Town Centre, Stoke Road and Lee-on-the-Solent Town Centre) as part of the Gosport SHLAA. Pedestrian catchment centres or pedsheds of 400 metres around these identified centres were also comprehensively surveyed. The pedsheds were measured from the nearest edge of the identified centres and were based upon pedestrian routes.

8.0 Carrying out the Survey

- 8.1 A site proforma was produced that included the site characteristics set out in the Practice Guidance and incorporated the comments made by consultees on the draft SHLAA Methodology. A copy of the proforma forms Appendix 4.
- 8.2 The site visits enabled the desktop information gathered in stage 3 of the SHLAA to be checked and updated. This included physical constraints such as access and steep slopes. The current operational uses of both the SHLAA site and the surrounding area were noted. Any information on land ownership displayed, for example, on marketing signs was recorded. A note was made on development progress, for example the number of dwellings under construction or completed. Brief urban design comments were made, for example, on the type and height of adjacent buildings. Finally, an initial assessment was made on the possible deliverability or developability of the site for housing.
- 8.3 The site visits were carried out in spring 2008. A proforma was completed for each site and digital photographs provided a visual record.

9.0 Estimating the housing potential of each site

- 9.1 A density multiplier was used to estimate the housing potential of SHLAA sites that were considered suitable for new-build housing schemes. The density multiplier was not used for sites considered suitable for housing as part of a mixed use scheme or the conversion of existing buildings. The density multiplier is based on an assessment set out in a coding frame. This coding frame and a worked example are shown in Appendix 5. The parameters and methodology of this multiplier are set out below.
- 9.2 The Practice Guidance states that the estimation of housing potential should be guided by existing or emerging plan policy. Policy R/H4 of the LPR states that proposals for higher density developments will be permitted in areas with good access to public transport or close to Principal or District centres. This follows the Government's approach set out in PPS3. This is developed as a locational principle in the *Core Strategy: Issues and Options* paper, which aims to reduce the need to travel by ensuring development is built at appropriate densities close to existing local services.
- 9.3 Information on townscape and local distinctiveness is being developed in an emerging townscape Assessment which will provide an evidence base to support the LDF. This assessment has defined a number of Character Areas.
- 9.4 The net density of urban blocks within the Character Areas was calculated. The number of blocks analysed was proportionate to the size of the Character Areas. The mean density excluding extreme values was calculated for each Character Area in the Borough.
- 9.5 The revised Character Area in which each site was located was noted. The mean density excluding extremes for the relevant Character Area was the starting point for the density multiplier calculation. A desk top assessment recorded whether the site was within an identified shopping centre as defined in the LPR, within a 400 metre pedshed of a Principal or District Centre or within a 200 metre pedshed of a Local or Neighbourhood Centre. It was noted whether the site was within 400 metres of a bus stop served by eight or more buses per hour. The type and height of surrounding buildings was recorded during a site visit along with a commentary on urban design criteria and any possible constraints.
- 9.6 A points system was devised to assess the different factors affecting housing potential. Site specific data was entered into the density multiplier to provide an approximate housing potential, which was informed by the existing density of the Character Area, proximity to local services and accessibility. The multiplier was used flexibly to incorporate the importance of high quality design with an assessment of the characteristics of the surrounding area and any known constraints.
- 9.7 On larger sites the density multiplier reflected the fact that as the demand for other uses became greater, the gross to net ratio decreased. The gross to net ratios for different site sizes used in the Gosport SHLAA were as follows:
- Up to 0.4 hectares: 100% gross to net ratio
 - 0.4 to 2 hectares: 75% to 90% gross to net ratio
 - Over 2 hectares: 50% to 75% gross to net ratio.

- 9.8 The final indicative density was expressed as net residential density in dwellings per hectare (dph) and is only intended to be an approximate figure. In order to promote the efficient use of land the minimum potential density for a site identified in the Gosport SHLAA was 30 dph. Finally, the housing potential for each site was calculated in the density multiplier by multiplying the net residential density by the site area.
- 9.9 The conversion of vacant and derelict buildings provided a valuable source of potential housing in the Gosport SHLAA. A design-led approach was taken to calculate the housing potential of these sites rather than the density multiplier. The Conservation and Design team at the Borough Council provided advice on a site by site basis.
- 9.10 Finally, work was done on estimating the housing potential of a number of mixed-use sites in the Borough. This work was carried out in conjunction with the Employment Land Review.

10.0 Assessing when and whether sites are likely to be developed

- 10.1 The suitability, availability and achievability of all the sites identified in the Gosport SHLAA were assessed in order to provide information on whether a site can be considered deliverable, developable or not currently developable.
- 10.2 *PPS3* defines a deliverable housing site as available now, in a suitable location for development now and with a reasonable prospect of achieving the delivery of housing within five years. *PPS3* defines a developable housing site as being in a suitable location for housing and with a reasonable prospect of being available for housing development at a specific point in time. The Practice Guidance on SHLAAs states that if it is unknown when a site could be developed then it should be regarded as not currently developable and discarded from the assessment.
- 10.3 All the sites identified in the SHLAA were assessed through a developability matrix, which forms Appendix 6. Key pieces of information on suitability, availability and achievability collected through desk top analysis and site visits informed this stage of the assessment on how constrained or unconstrained housing development would be on individual sites. Information provided in supporting statements on sites that had been put forward for housing as part of the Site Allocations and Delivery DPD informal consultation was also used in the assessment.
- 10.4 All the criteria set out in the developability matrix are discussed below. These criteria were set out in accordance with the Practice Guidance and were further informed by a PUSH workshop on Housing Strategy [11] and the Borough Council's Property Services section. All the criteria were assessed and scored for each SHLAA site with a score of 1 indicating the least constrained and 5 indicating the most constrained. Average constraint scores were calculated in regard to suitability, availability and achievability. The standard deviation was also extrapolated so that the range of scores could be examined and marked differences between criteria highlighted. The individual criteria were not weighted, but on certain sites one or more specific factors constrained a potential housing site to such a great extent that it acted as an insurmountable or significant barrier to deliverability and developability. These SHLAA sites were then considered to be not currently developable.
- 10.5 A null score was entered in the matrix if information was not available for a particular constraint. However, when new information becomes available on identified sites it will be used to inform future updates of the SHLAA. Although all the data fields were not completed for each site the Borough Council considers that the matrix provided a robust general assessment of deliverability and developability for the SHLAA sites.
- 10.6 The average developability score, which took into account suitability, availability and achievability, was used to estimate the likely timeframe for housing development for each identified SHLAA site. This phasing was set out in accordance with paragraphs 54 and 55 of *PPS3: Housing*. The Housing Trajectory contained in section 13 of this report is based on this phasing and illustrates the expected rate of housing delivery in the Borough from 2008 to 2026. The phasing of deliverable and developable SHLAA sites is set out as follows:
- 0 to 5 years (April 2008 to March 2013)
 - 5 to 10 years (April 2013 to March 2018)
 - 10 to 15 years (April 2018 to March 2023)

- 15 to 19 years (April 2023 to March 2027).

Assessing suitability for housing

- 10.7 A suitable housing site should contribute to the creation of sustainable, mixed communities in Gosport.
- 10.8 A site with extant planning permission for housing or allocated for housing in the LPR was generally considered suitable for housing. However, there were some factors, such as flood risk, that had altered the suitability of some sites since planning permission had been granted or the LPR had been adopted.
- 10.9 A number of factors are identified in the developability matrix as affecting a site's suitability for housing. Existing non-residential allocations in the LPR acted as a constraint. The continued requirement of individual sites will be informed by ongoing evidence based studies particularly the Employment Land Review and the Open Space Audit. The presence of trees on site and the likelihood that the site contained protected animal and plant species acted as constraints in the developability matrix. Built heritage designations, such as Listed Buildings and Conservation Areas, affected suitability. A number of potential physical problems and limitations were considered in the developability matrix namely access, the provision of services, flood risk, hazardous risk, contamination and any other known constraints such as an unmarked burial ground. The potential positive or negative impact of a housing development on the local townscape was assessed along with quality of the environment for prospective residents.

Assessing availability for housing

- 10.10 The Practice Guidance states that a site should only be considered available for development when it is known to be controlled by a developer who has expressed an intention to develop or the landowner has expressed an intention to sell.
- 10.11 Three sets of criteria are assessed in the developability matrix in regard to availability. Firstly, land ownership affects availability. Multiple land ownership can constrain the comprehensive development of a site. Particularly land issues such as ransom strips can delay development. Secondly, the operational requirements of a site are considered. A site in active non-residential use will not be available for housing unless its future operational use is in question. Finally, developer interest is assessed in the matrix, and whether the landowner has expressed an interest in promoting the site for residential development.

Assessing achievability for housing

- 10.12 Housing development is only possible on economically viable sites. The achievability of housing on identified SHLAA sites was assessed in the developability matrix according to a number of different factors that can be grouped into three main categories namely market, cost and delivery factors.
- 10.13 The economic viability of existing, proposed and alternative uses was considered in terms of land values. The attractiveness of the immediate locality of the SHLAA site was assessed along with the level of potential market demand.

- 10.14 A residual method of valuation deducts the costs of development and the required level of profit from the sales revenue of the end product to calculate the residual value of the land. The developability matrix identifies eleven normal and abnormal costs. These include site clearance for example the demolition or conversion of vacant buildings on brown field land, ground conditions for example the infilling of voids and exceptional works such as the diversion of sewers. The cost of meeting relevant planning standards is considered along with the likely cost of developer obligations and contributions. The level of required profits and the cost of financing development may vary and are likely to be higher if the development is long term or high risk. The likelihood and level of potential funding or investment to address identified constraints or assist development is also included in the developability matrix. Finally, any off-site costs such as highway improvements were considered particularly for major SHLAA sites.
- 10.15 There is an exceptionally high rate of implementation for residential planning permissions in the Borough. In fact permission lapsed for a net total of just 24 dwellings between 2000 and 2008 of the 4861 dwellings granted permission in this period forming just 0.5% of the total. This indicates that once planning permission has been granted by the Borough Council there is a very good chance that the new homes will be completed as the developer will already have assessed all the relevant economic variables.

Overcoming constraints

- 10.16 Specific constraints to housing development on individual sites were identified and actions considered for overcoming these constraints. These constraints and action are discussed for each source in section 11 of the Assessment.

11.0 Review of the Assessment

- 11.1 Table 3 is the core output table of the Gosport SHLAA. The table is categorised into the nine sources of supply, which are discussed in greater detail below. The housing potential was calculated either through the density multiplier or through a design led approach. Each site has been assessed through the developability matrix to determine when each identified site can be realistically expected to be developed for housing. Important constraints are identified and ways in which they could be overcome are discussed below.
- 11.2 Appendix 1 shows the locations and boundaries of each SHLAA site listed in table 3. Appendix 7 sets out the housing potential calculations and assessments for each site identified in table 3. Appendix 8 sets out the assessments of suitability, availability and achievability made through the developability matrix and likely phasing of each site identified in table 3.
- 11.3 Appendix 9 lists all sites that were identified in the SHLAA, but have not been included for a number of reasons. A brief commentary explains why each site has been discarded. This list will be reviewed in each update of the SHLAA. It is possible that requirements for other land uses may change. Under these circumstances individual discarded sites may be included in future updates of the SHLAA. Such updates will be informed by other evidence gathering studies such as the Employment Land Review and the update of the Open Space Audit.
- 11.4 A brief analysis of the identified SHLAA sites and the nine sources of supply are set out below.

Source 1: Non-housing allocations:

- 11.5 Two sites are identified in this category with a total housing potential of 13 dwellings.
- 11.6 The Royal Hospital Haslar was put forward for an unspecified amount of housing as part of a mixed-use scheme by Defence Estates in the informal consultation on the Site Allocations DPD. The existing health and community facilities at the Royal Hospital Haslar are protected under policy R/CF2 of the LPR. The site is so highly constrained as to be considered not currently developable for housing. Housing could only be considered if it was part of an enabling use that met the Council's corporate approach to the site and the identified constraints had been overcome.
- 11.7 Land at Magister Drive is the reserve retail site at Cherque Farm allocated for shopping and commercial uses under policy R/S1 of the LPR, but could be suitable for residential development if there is no demand for retail or commercial development.

Source 2: Existing housing allocations and site development briefs:

- 11.8 Three sites are identified in this category with a total housing potential of 300 dwellings.
- 11.9 Gosport Waterfront is considered suitable for housing as part of a mixed-use scheme and is identified as a strategic brownfield sites in the *Core Strategy: Issues and Options* document. Gosport Waterfront is an area that is at risk of flooding. The site could be demonstrated to be an exception site as defined

in PPS25: *Development and Flood Risk* due to its regeneration value that would benefit not only the immediate area but also Gosport Town Centre. However, any development proposals would need to demonstrate to the satisfaction of the Environment Agency that appropriate mitigation measures are in place. Although the LPR allocates 50 dwellings under policy R/H3, it is considered that Gosport Waterfront is capable of delivering a far greater number of dwellings. However, any development proposing a higher level of housing development would need to demonstrate that there were significant regeneration benefits. The number of dwellings to be provided on this site will be informed by a masterplan which will consider the relationship of all the proposed mixed uses.

11.10 Daedalus is considered suitable for housing as part of a mixed-use scheme and is identified as a strategic brownfield sites in the *Core Strategy: Issues and Options* document. This Assessment reflects the LPR allocation of 200 dwellings under policy R/H3. A Joint Planning Statement for Daedalus [13] was published by Fareham and Gosport Borough Councils in 2006. The South East of England Development Agency (SEEDA) has purchased most of the site and is committed to working with both Borough Councils to develop a strategy for its development. There are a number of Grade II Listed Buildings on the site part of which forms a Conservation Area. The provision of affordable housing in certain defined areas of the site is an aspiration of both local planning authorities in the Joint Planning Statement. SEEDA have since published a Visionary Framework for the site which Gosport Borough Council broadly supports but has reservations about the precise mix of development.

11.11 Priddy's Hard Heritage Area is suitable for a mixed use schemes and which would require a housing component to enable the community and leisure facilities to be brought forward.

Source 3: Unimplemented and outstanding planning permissions for housing:

11.12 Six sites were identified in this category with outstanding planning permission for ten or more new homes. All sites were considered to be deliverable with a potential for 263 dwellings.

Source 4: Planning permissions for housing that are under construction:

11.13 Six sites were identified where planning permission for housing had been implemented and construction was underway. All of these were classed as deliverable with a potential for 466 dwellings.

Source 5: Vacant and derelict land and buildings:

11.14 Two sites with a total housing potential of 32 dwellings were identified in this category.

11.15 Weevil House and St George House are substantial vacant buildings within Royal Clarence Yard Retained Area that may be suitable for conversion to housing as part of a wider economic regeneration scheme.

11.16 Pier House is a former Hampshire County Council care home, which is currently vacant. It is located within the Marine Parade Area of Special Character. Planning permission for 14 dwellings as part of a mixed use scheme was granted after the base date of the Gosport SHLAA.

Source 6: Surplus public sector land:

11.17 No sites in this category were considered suitable for housing.

Source 7: Land in non-residential use which may be suitable for re-development for housing:

11.18 No sites in this category were identified as being developable.

Source 8: Additional housing opportunities in established residential areas:

11.19 Eight sites were identified in this category with a total net housing potential of 106. Agnew House and Rogers House were both identified in the 2007 Best Value Sheltered Housing Review and involve the redevelopment and re-provision of enhanced sheltered housing for the elderly.

11.20 Stoners Close, Lapthorn Close and Austerberry Way are under-used garage forecourts. Evidence of anti-social behaviour such as graffiti and the dumping of rubbish were noted on site visits. Problems with access made these sites developable rather than deliverable.

Source 9: Large scale redevelopment and re-design of existing residential areas:

11.21 The Rowner Renewal Project is the only site identified in this category. This scheme is being promoted by the Rowner Renewal Partnership which comprises the Home and Communities Agency, Gosport Borough Council, Hampshire County Council, Portsmouth Housing Association and Taylor Wimpey UK Ltd. The regeneration proposals include the demolition of run down housing and retail buildings in a defined area centred on Rowner Precinct and their replacement with modern homes and facilities designed to create a sustainable community. It is likely that a net total of 199 homes will be provided and the redevelopment will extend over a ten year period. Outline planning permission has now been granted since the base date April 2008.

Summary

11.22 Table 3 demonstrates a net housing potential of 1,379 dwellings across all nine sources of housing supply in the Borough.

Table 3: Gosport SHLAA sites

Source 1: Non-housing allocations					
Ref	Address	Housing potential (net)	Deliverable or developable	Likely timeframe	Constraints
H/AG/05	Royal Haslar Hospital	n/a	Not currently developable	n/a	Community and health allocation; current operational use; built heritage; access; burial grounds; flood risk assessment required
H/LE/02	Land at Magister Drive, Cherque Farm	13	Deliverable	0-5 years	
	Total	13			
Source 2: Existing housing allocations and site development briefs					
Ref	Address	Housing potential (net)	Deliverable or developable	Likely timeframe	Constraints
H/HD/05	Priddy's Hard Heritage Area (First Phases)	70	Developable	0-5 years	Built heritage, flood risk assessment required
H/HD/05	Priddy's Hard Heritage Area (Later Phases)	30	Developable	5-10 years	Built heritage, flood risk assessment required
H/LW/08	Daedalus (First Phases)	67	Developable	0-5 years	Built heritage; flood risk assessment required as site over 1ha
H/LW/08	Daedalus (Later Phases)	133	Developable	5-10 years	Built heritage; flood risk assessment required as site over 1 ha
H/TN/02	Gosport Waterfront	n/a	Developable	n/a	Flood risk assessment required, masterplan needs to be produced to inform housing numbers
	Total	300			

Source 3: Unimplemented and outstanding planning permissions for housing

Ref	Address	Housing potential (net)	Deliverable or developable	Likely timeframe	Constraints
H/AG/01	47 Monckton Road	10	Deliverable	0-5 years	
H/CC/06	Former Gosport Railway Station	35	Deliverable	0-5 years	
H/HD/06	Shell Filling Rooms	9	Deliverable	0-5 years	
H/LW/07	Residual married quarters, Daedalus	152	Deliverable	5-10 years	
H/BS/02	1-25 The Leisure, Cunningham Drive	44	Deliverable	0-5 years	
H/TN/03	91-93 High Street	13	Deliverable	0-5 years	
	Total	263			

Source 4: Planning permissions for housing that are under construction

Ref	Address	Housing potential (net)	Deliverable or developable	Likely timeframe	Constraints
H/CC/01	Royal Clarence Yard (First Phases)	272	Deliverable	0-5 years	
H/CC/01	Royal Clarence Yard (Later Phases)	115	Deliverable	5-10 years	
H/HD/03	Land adjoining 15 St Thomas's Road	22	Deliverable	0-5 years	
H/LE/01	Cherque Farm	13	Deliverable	0-5 years	
H/LW/01	38-42 Marine Parade East	25	Deliverable	0-5 years	
H/LW/03	83-93 High Street, Lee-on-the-Solent	14	Deliverable	0-5 years	
H/PV/01	Land East of Grays Close	5	Deliverable	0-5 years	
	Total	466			

Source 5: Vacant and derelict land and buildings

Ref	Address	Housing potential (net)	Deliverable or developable	Likely timeframe	Constraints
H/CC/03	Weevil House and St George House, Royal Clarence Yard Retained Area	18	Developable	0-5 years	Adjacent to oil pipeline; built heritage; flood risk assessment required
H/LW/02	Pier House, Marine Parade East	14	Deliverable	0-5 years	
	Total	32			

Source 6: Surplus public sector land					
No suitable housing sites identified as developable					
Source 7: Land in non-residential use which may be suitable for redevelopment for housing					
No suitable housing sites identified as developable					
Source 8: Additional housing opportunities in established residential areas					
Ref	Address	Housing potential (net)	Developable or deliverable	Likely timeframe	Constraints
H/BN/02	Stoners Close	17	Developable	10-15 years	Access
H/BN/03	Lapthorn Close	14	Developable	10-15 years	Access
H/BN/04	389-391 Fareham Road	4	Deliverable	0-5 years	
H/FT/02	Agnew House, St Vincent Road	22	Deliverable	0-5 years	
H/HD/02	82-84 Priory Road	10	Developable	5-10 years	Built heritage
H/LE/08	Rogers House, Elmore Road	16	Deliverable	0-5 years	
H/RH/04	Austerberry Way	23	Developable	5-10 years	Access
	Total	106			
Source 9: Large scale redevelopment and re-design of existing residential areas					
Ref	Address	Housing potential (net)	Developable or deliverable	Likely timeframe	Constraints
H/GR/01	Rowner Renewal	199	Developable	5-10 years	Demolition and re-housing
	Total	199			
Total housing potential across all nine sources of housing supply					
	Total	1,379			

12.0 Broad locations and windfalls

- 12.1 The Practice Guidance states that if insufficient sites are identified in the SHLAA to meet the housing requirement that there are two options for addressing this shortfall. These are the identification of broad locations and determining the housing potential of windfalls. However, the figures set out in table 5 of Section 13 of this report demonstrate that sufficient land has been identified for housing to meet the *South East Plan* requirement of 2,500 net additional homes in the period 2006 to 2026. Therefore it was not necessary to carry out the two optional stages in the Gosport SHLAA to meet the *South East Plan* housing requirement.

Windfall:

- 12.2 However, a windfall assessment has been carried out in order to produce a realistic Housing Trajectory in the final section of this report. The windfall figure for the Borough is additional to the *South East Plan* housing requirement.
- 12.3 *PPS3* states that an allowance should not be made for windfall in the first ten years of land supply. A windfall calculation has been done for the remaining eight years from 2018 to 2026. This calculation did not include windfalls on large sites. This follows the guidance published by the Planning Advisory Service [17] that windfalls are not simply sites which are not allocated in plans; they are also not sites identified and assessed in a SHLAA database. It was considered that a large site windfall would have involved double counting identified SHLAA sites.
- 12.4 Table 4 sets out completions on small sites in the Borough over a ten year period from April 1998 to March 2008. A total of 394 net additional dwellings were completed and occupied on small sites over this period. This is an annual small site completion rate of 39 dwellings per annum. A trend based windfall calculation shows that a total of 312 homes are likely to be completed on small sites in Gosport between April 2018 and March 2026.

Table 4: Small site housing completions April 1998 to March 2008

Year	Dwellings (net)
1998-1999	22
1999-2000	44
2000-2001	26
2001-2002	37
2002-2003	36
2003-2004	30
2004-2005	49
2005-2006	52
2006-2007	66
2007-2008	32
Total	394

13.0 The Assessment Evidence Base

- 13.1 Table 5 sets out how the housing requirement for Gosport of 2500 additional dwellings is set out in the *South East Plan* can be met.

Table 5: Meeting the *South East Plan* housing requirement in Gosport

		Dwellings (net)
Completions 2006-2008		963
SHLAA sites	<i>With planning permission</i>	729
	<i>Without planning permission</i>	650
Small sites with planning permission (not included in SHLAA sites)		105
Windfalls		312
Total		2,759

- 13.2 A total of 963 net additional dwellings were completed and occupied between 2006 and 2008.
- 13.3 A total of 1,379 net additional dwellings can be provided on sites identified in the Gosport SHLAA. This includes 729 homes with extant planning permission in April 2008.
- 13.4 In addition there is planning permission for a further 105 net additional dwellings on small sites not identified in the SHLAA. This means there is planning permission for 834 net additional dwellings.
- 13.5 There is an exceptionally high rate of implementation of residential permission in the Borough standing at 99.5% between 2000 and 2008. It was not, therefore, considered necessary to apply a discount for non-implementation of planning permission. All 834 dwellings are considered to be deliverable.

Gosport Housing Trajectory:

- 13.6 An indicative Housing Trajectory for Gosport is set out in Figure 3 with its component detailed figures set out in Appendix 10. The trajectory is based on the requirement set out in policy H1 of the *South East Plan* for Gosport to make provision for 2,500 net additional dwellings between 2006 and 2026. The annual net additional dwelling requirement is 125 per annum.
- 13.7 The trajectory shows that 963 net additional dwellings were completed in the first two years of the *South East Plan* period between April 2006 and March 2008.
- 13.8 The trajectory sets out annualised projected housing completions for the Borough from April 2008 to March 2026. These projections come from three sources:
- SHLAA sites listed in table 3.
 - Small sites with extant planning permission at April 2008.
 - A trend based windfall figure for the second half of the plan period.

13.9 The three lines in the trajectory were generated in the following way:

- The 'plan' line annualises the *South East Plan* requirement.
- The 'monitor' line shows the number of dwellings above or below the cumulative allocation at a given time.
- The 'manage' line shows the annual number of completions needed to meet the *South East Plan* housing requirement, taking into account shortfalls and surpluses from both previous and future years.

13.10 The SHLAA housing trajectory complies with paragraph 54 of *PPS3* in that it sets out a five year supply of specific deliverable sites to meet the housing requirement set out for Gosport in the *South East Plan*. The trajectory also complies with paragraph 55 of *PPS3* by setting out a further supply of specific developable sites for a further thirteen years up to 2026.

13.11 Table 6 demonstrates that there is a five year supply of deliverable sites. There are sufficient sites to deliver 822 dwellings which are more than the housing requirement for this period.

Table 6: Five Year Supply of Deliverable Sites

Five Year Housing Requirement for Gosport		
	Dwellings	Annual Average
Housing Requirement 2006-2026 (South East Plan)	2500	125
Completions 2006-2008	963	
Housing Requirement 2008-2026	1537	85.4 ¹
5 Year Housing Requirement 2008/09 – 2012/13	427	85.4 ¹
¹ The annual average has taken into account the past level of completions		
Five Year Supply of Deliverable Sites 2008/09 – 2012/13		
Large Sites with Planning Permission	462	
Small Sites with Planning Permission	105	
Other Deliverable Sites	255	
Total	822	

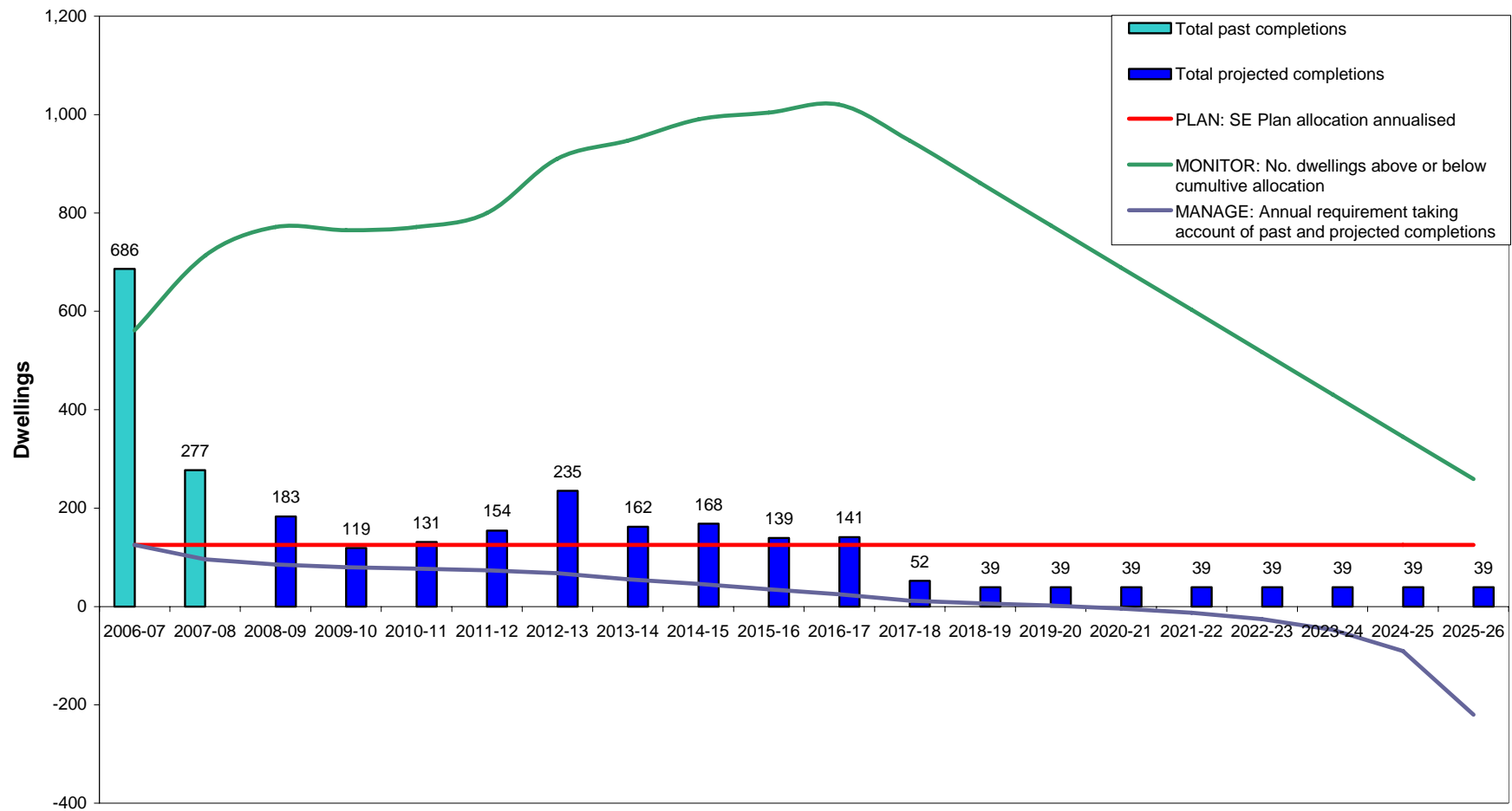
13.12 During the first two years of the *South East Plan* period 963 net additional dwellings were built in Gosport. This is almost four times the annual net additional dwelling requirement of 125 dwellings per annum. This explains the steeply rising 'monitor' line and the steadily falling 'manage' line on the housing trajectory.

13.13 The recent high level of completions in the Borough is a consequence of several major brownfield sites coming on stream at the same time such as Priddy's Hard and Royal Clarence Yard. The trajectory shows how the annual completion rate in the Borough will fall as these sites are built-out.

13.14 The Gosport SHLAA housing trajectory clearly demonstrates that there is a sufficient supply of both deliverable housing sites and developable housing sites to meet the housing requirement set out for the Borough in policy H1 of the *South East Plan*. This assessment is a key part of the evidence base for the Gosport LDF and will be used to inform ongoing plan preparation.

13.15 The Gosport SHLAA housing trajectory will be updated on an annual basis and published in the Annual Monitoring Report.

Figure 3
Gosport Housing Trajectory 2009



Appendix 3: Schedule of responses to consultation on draft SHLAA

Ref. No.	Consultee	Comment	Response/Action
1	Sport England	No objections as no sports pitches are identified as potential sites in the SHLAA.	Noted
2	HCC (Highways & Transportation)	Paragraphs 2.6 and 5.16 should be updated to reflect the fact that BRT has both funding and planning permission.	Noted. Relevant paragraphs have been updated to reflect these changes.
		8 or more buses per hour is a high figure for accessibility.	It is considered that the figure for bus accessibility is appropriate for Gosport.
		HCC are in the process of confirming whether sites H/BH/02 and H/RH/03 are still needed by TfSH for the BRT.	As HCC have not yet indicated whether these sites will be required they have been excluded from this version of the SHLAA.
		Would expect sites identified via the SHLAA & taken forward into the GBC Site Allocations and Delivery Plan Document to demonstrate the relative capacity, operational and safety impacts of development on the local highway network which normally requires a Transport Assessment.	Noted
3	Groundwork Solent	New sites need to take account of the likely extremes of climate change and as such there is a heightened need to take account of other physical features e.g. water courses. Coping with extremes of water run off needs to be allowed for in SUDS and sites will also need to cope with drought.	Noted. These issues would be dealt with if a planning application is submitted for development of these sites.
		Supports statement in Para 10.7 that suitable housing sites should contribute to the creation of sustainable mixed communities. They would welcome additional and specific reference to the need to assess sites on the basis of likely CO2 emissions, water resource needs, energy consumption and waste and recycling. Would welcome more specific wording in Section 10 to adequately weight such environmental factors when assessing availability and achievability.	Noted. These issues would be dealt with if a planning application is submitted for development of these sites.

		Supports the safeguarding of the SHRT route as a BRT and recognises and supports the fact that weighting is afforded in the density multiplier to sites which are accessible to district and neighbourhood centres and which are more easily accessible by bus.	Noted
4	Environment Agency	There is headroom within the discharge consent at Peel Common wastewater treatment works. However, it is unlikely that all the development allocated to the works can be accommodated within the current consent limits. Water efficiency measures should be considered to reduce flow to the works.	The Core Strategy will include policies that aim to achieve greater water efficiency and improved surface water management.
		The potential impact on international conservation designations is an issue with increased recreational pressures brought about from future development.	The Core Strategy will include policies that will protect important sites and GBC are currently working with other PUSH authorities in assessing the impact of development on international sites including the cause of recreational disturbance
		A number of sites have been identified where there is a risk of flooding. All development in the floodplain must be justified sequentially.	Table 3 has been updated where appropriate.
5	RSPB	Identified that many of the identified sites are close to European Sites and recommends that further evaluation be undertaken in respect of all of the SHLAA sites to determine whether their proximity to an international designation would affect their 'suitability' & 'deliverability'.	Sites adjacent to European Sites will be identified in the Core Strategy and will be subject to a HRA.
6	Abbey Developments	All sites that are put forward to the SHLAA that are within the Open Space Monitoring Report should be considered.	The Open Space Monitoring Report identifies a deficiency of all types of open space throughout the Borough and as such these areas were excluded from the assessment. This is in line with Practice Guidance on SHLAAs.
		Put forward Stokesmead Field site.	The Open Space Monitoring Report identifies a deficiency of sports pitches, children's play areas and other outdoor sports facilities in the Anglesey Ward. Furthermore, Stokesmead Field is a high value open space due to its waterside location and is an important feature of the Anglesey Conservation Area. At the Local Plan Review Inquiry the inspector concurred with this opinion. Circumstances haven't changed to warrant its inclusion at this stage.

7	South East England Partnership Board	All potential sources of supply should be properly tested with particular care given in applying minimum site dwelling number thresholds or ruling out potential land sources.	Noted
8	Portsmouth Water	The trunk mains system has a degree of spare capacity and also reservoir storage and source works are in surplus and are able to cope with the South East Plan housing allocation.	Noted
9	QinetiQ Estates	Put forward Qinetiq Alverstoke site.	Part of the site is open space and therefore excluded. Part, also considered suitable for low level employment purposes and required as such in the Employment Land Review. Due to character of the area housing would not be appropriate.
10	English Heritage	Whilst areas subject to heritage designations should not be excluded, due consideration should be given to the potential impacts upon the value of built heritage assets and their settings.	Built heritage assets were taken account of when assessing the housing potential of sites. However, a more detailed assessment would be needed if a planning application is submitted.
		Not all nationally important archaeological remains are scheduled and as such the Historic Record/SMR should be consulted and the advice of the Council's conservation team sought.	The assessment of sites for the SHLAA takes a generally broad approach; the Conservation & Design Section would be consulted if a planning application was submitted for the development of such sites.
		Reference to the emerging work on character and distinctiveness is welcomed	Noted
11	Lee-on-the-Solent Residents' Association	Concerned that job creation or improvements to commuting facilities will not be in place in the timescales for housing delivery suggested in the SHLAA.	Noted. The draft Core Strategy will address employment issues and will seek to identify land for employment. It will also consider transport issues.
		Table 3 shows availability of land for 1379 dwellings but note that 'windfall' is not accounted for in the first 10 years and sites less than 0.2 ha are excluded.	Noted
		Put forward 6, 7 & 8 Marine Parade East and 2 Osborne Road as potential sites.	These sites both fall below the site size threshold and as such were excluded from the study.

AGENDA ITEM NO. 7

Board/Committee:	Economic Development Sub Board
Date of Meeting:	29 September 2009
Title:	Employment Land Review
Author:	Development Services Manager
Status:	For Decision

Purpose

To present to the Sub Board a draft of the Employment Land Review for consultation.

Recommendation

That the Sub Board agrees the draft Employment Land Review for the purposes of consultation.

1.0 Background

- 1.1 The Employment Land Review (ELR) is a key component of the evidence base of the Local Development Framework (LDF) and its findings have been incorporated within the Core Strategy: Preferred Options. Appendix 1 includes an Executive Summary of the ELR including a list of recommendations. The main ELR report is a detailed technical document and is supported by the 'Site Profiles' document which sets out an assessment appraisal of each employment site. Both documents have been placed in the Members' Room, and will be published on the Council's website for consultation purposes.
- 1.2 Government guidance set out in PPS1: *Delivering Sustainable Development* states that planning authorities should bring forward sufficient land of a suitable quality in appropriate locations to meet the expected needs for industrial development.
- 1.3 The South East Plan recognises that the economy of South Hampshire is less prosperous than other parts of the region. For such areas Local Development Documents should:
 - give priority to delivering economic development in allocating land;
 - protect sites for industrial and commercial use where there is a good prospect of employment use;
 - Consider whether any upgrading or improvement of existing sites is required.
- 1.4 The Government requires local authorities to undertake an Employment Land Review (ELR). The South East Plan states that Ears are an integral part of the preparation of Local Development

Frameworks and that it will be necessary to ensure that there is sufficient quantity and quality of employment floorspace to meet local requirements.

- 1.5 The ELR aims to provide an assessment of:
- existing employment sites and their suitability for employment uses;
 - the potential future demand for employment floorspace;
 - the potential future supply of sites for employment; and
 - The suitability of these sites for different types of employment development.
- 1.6 The ELR will provide evidence when identifying new sites for employment uses and when seeking to safeguard employment sites from other uses such as residential.

2.0 Report

- 2.1 The ELR has been produced in accordance with the Government's guidance note (ODPM 2004). The Study focuses on particular employment land uses including offices (B1a), Research and Development (B1b), Light Industrial (B1c), General Industry (B2) and Warehousing and Distribution (B8) as required by the Government guidance. The ELR contains detailed information including:
- the relevant employment policy context;
 - details relating to the drivers and barriers to economic growth;
 - an assessment of the existing supply and recent completion rates;
 - the use of various forecasts largely based on sub-regional work undertaken on behalf of PUSH; and
 - details regarding a potential portfolio of employment sites covering the period to 2026.
- 2.2 Most of the research for the ELR was carried out in 2007 and 2008 before the current recession, however it is important to acknowledge that the Study considers the long term to 2026. It is considered that the broad conclusions regarding the suitability of sites are unlikely to be affected by the recession although the delivery of sites is likely to be phased over a longer period.
- 2.3 The ELR recognises that Gosport has had a long reliance on the Ministry of Defence as a major source of employment. However due to significant rationalisation over the past two decades this dependence has led to a number of significant weaknesses in the local economy including loss of MoD bases which have to a large extent not been replaced with new jobs. This has led to the skilled workforce finding jobs elsewhere in South Hampshire. The significant increase of out-commuting to employment locations on the M27 corridor and a loss of jobs in Portsmouth has led to significant congestion at peak times on limited road infrastructure with relatively

poor public transport options which are exacerbated by the peninsula location. There has been an almost continual fall in the number of jobs in the Borough and consequently Gosport has the lowest job density in the South East of England.

- 2.4 The long-term reliance on the MoD for training and employment opportunities has also lead to a lack of diversification of the local economy and a relatively low level of business density. There are also significant pockets of income, skills and employment deprivation.
- 2.5 In the light of these key issues it is clear that the provision of significant local employment and improved skills is a key objective of the Borough Council which will assist in alleviating deprivation and reduce the need to travel and thereby reduce congestion.
- 2.6 The South East Plan requires that almost 900,000 sq.m. of employment floorspace is created in south-east Hampshire over the period to 2026. As part of the PUSH Employment Policy Framework (PUSH 2009) it has been agreed that 81,500 sq.m. of additional employment floorspace should be identified in Gosport. This is a minimum target and local authorities are encouraged to exceed this figure in order to deliver the employment-led regeneration required for South Hampshire. The ELR considered that this target is an ambitious but realistic target that has the potential to increase employment density in the Borough.
- 2.7 The ELR includes a detailed assessment of how important a number of key business clusters are to the economy of Gosport, particularly advanced manufacturing, marine and aviation. It recognises that it is important to ensure that employment assets, such as access to deep water, access to the runway at Daedalus and the re-use of other specialist facilities, are protected in order to meet the needs of these clusters.
- 2.8 As part of the assessment of sites it has been concluded that:
 - Daedalus is a key strategic employment site and has significant potential for marine, aviation and other hi-tech industries;
 - The Gosport Waterfront has the potential for marine and office employment and that these uses will need to be investigated as part of the forthcoming Masterplanning work;
 - In addition to the above sites there are a small number of other sites that can potentially add to employment floorspace in the Borough including the formerly proposed LRT depot site, south of Huhtamaki on Grange Road and the former Civil Service (excluding the sports pitch) on Fareham Road.
 - There is also potential for the Royal Haslar Hospital site to provide some additional employment utilising on-site medical facilities for healthcare, research and development, light industrial and office use.

- HMS Sultan has been identified as an 'Employment Priority Site' and Blockhouse has been identified as part of the 'Haslar Peninsula Strategic Area'. If the MoD release these sites with the Plan period (to 2026) priority will be given for employment uses within these sites in order to maintain or exceed current employment densities on these sites.
- the majority of existing sites are required to be safeguarded for employment uses although it is acknowledged that the quality of certain sites may need to be improved to meet the needs of modern business;
- a small number of constrained sites currently used for employment but located within residential areas may not be suitable for safeguarding. This is not to say that the existing employment uses should be relocated only that if the employment use ceased, the site may be suitable for alternatives uses.

2.9 Table 1 sets out the current known supply:

Table 1 Summary of identified employment supply in Gosport (April 2008)

Potential sources of employment floorspace	Employment Floor space (Esq.)
Net gain/loss of floorspace built between 1 April 2006-31 March 2008	-395
Outstanding planning permission for employment uses	+10,156
Estimated potential within existing employment sites	+2,500
Allocations and other sites identified in the Local Plan Review	+39,700
New sites identified	+16,500
Key MoD releases	Not known
Total	At least 68,461

2.10 The table highlights that the current, projected supply of employment floorspace is approximately 68,500 esq. and that there is a 13,000sq.m shortfall of the PUSH target of 81,500 esq. However this figure could be exceeded by a combination of MOD releases (Royal Haslar Hospital, Blockhouse and Sultan).

2.11 It is important to recognise that exceeding the PUSH target is encouraged and will increase job densities in the Borough. The current shortfall and uncertainty regarding the amount of employment floorspace that can be secured from future releases highlights the importance of safeguarding existing sites.

2.12 The Study has identified the need to improve transport infrastructure and maintain a high quality environment in order to ensure that the Peninsula is more attractive to new business and investment.

3.0 Risk Assessment

3.1 Failure to prepare an Employment Land Review would lead to the LDF Core Strategy being found unsound by a Government Inspector.

4.0 Conclusion

4.1 The draft Employment Land Review demonstrates that it is necessary to safeguard the majority of existing employment sites for employment purposes. It will be necessary to ensure opportunities are taken to maximise employment floorspace within proposed development sites in order to exceed the proposed 81,500sq.m net additional employment floorspace agreed as part of work undertaken by PUSH. It will be necessary to continually monitor progress particularly in the light of the current recession and the uncertainty surrounding certain sites. Consequently there is a need to be flexible and improve the quality of facilities and infrastructure in order to attract new investment, particularly linked to existing clusters (aviation, and marine) and emerging clusters (such as environmental technologies).

Financial Services comments:	None
Legal Services comments:	None
Service Improvement Plan implications:	Development Services SMP includes a task to prepare the LDF Core Strategy and associated documents. There are no direct SIP implications
Corporate Plan:	The ELR will inform policies that can attract investment and maximise local employment opportunities.
Risk Assessment:	This has been dealt with in section 3 of this report.
Background papers:	Draft Employment Land Review (2009) and accompanying Site Profiles located in the Members' Room. Employment Land Review: Guidance Note (ODPM 2004) South East Plan (GOSE 2009)
Appendices/Enclosures:	
Appendix '1'	Executive Summary of the Draft Employment Land Review.
Report author/ Lead Officer:	Jayson Grygiel

Appendix 1: Executive Summary of the Draft Employment Land Review

Purpose of the Employment Land Review

1. The primary purpose of the Employment Land Review (ELR) is to assess the supply and demand for employment floorspace and land in Gosport Borough, taking into account the wider employment requirements of South Hampshire as included in the South East Plan.
2. The ELR brings together a range of information including:
 - an assessment of existing employment sites and their suitability for employment uses;
 - the potential future demand for employment land;
 - the potential future supply of sites for employment; and
 - the suitability of these sites for different types of employment development.
3. The ELR forms an important element of the evidence for the emerging Gosport Local Development Framework (LDF) including the Core Strategy and Site Allocations and Delivery Development Plan Documents. It will inform the Borough Council when developing its employment policies and allocating land for a variety of land uses.

Overarching Issues

4. There are a number of overarching themes that need to be considered that will have a significant influence on the Gosport economy and consequently on demand for the quality and quantity of employment land. These include: the need to deliver sustainable development; adapting to and mitigating against the effects of climate change; dealing with the challenges of globalisation; overcoming pockets of deprivation; an ageing population; and building upon Gosport's local strengths. Section 2 of the ELR expands on these issues in more detail.
5. It is important to note that most of the ELR has been prepared prior to the economic recession and consequently the economic growth targets for the sub-region may appear rather ambitious. The recession is already having significant implications in the short term on employment levels and the amount of land that is developed for employment purposes. However it is considered that the objective for employment-led regeneration is the most appropriate strategy for Gosport in order to address the issues highlighted above. This approach is perhaps even more important now as there is a need for new and innovative sectors to emerge to provide new jobs over the medium-long term. The current market conditions highlight the need for monitoring the take-up of employment land in Gosport and the sub region as a whole.

Policy Context

6. The ELR and policies of the Gosport Local Development Framework will need to be considered in the context of national, regional, sub-regional and local policies and strategies. The Government's guidance set out in PPS1: *Delivering Sustainable Development* states that planning authorities should bring forward sufficient land of a suitable quality in appropriate locations to meet the expected needs for industrial and commercial development. It needs to take into account issues such as accessibility and sustainable transport needs, the provision of essential infrastructure and the need to avoid flood risk.

7. The South East Plan (in particular Policy RE6) recognises that the economy of South Hampshire is less prosperous than other parts of the region. For such areas Local Development Documents should:
 - give priority to delivering economic development in allocating land;
 - protect sites for industrial and commercial use where there is a good prospect of employment use;
 - consider whether any upgrading or improvement of existing sites is required.
8. The sub-regional strategy included within the South East Plan recognises that over the last two decades South Hampshire's economic growth rate has been consistently below that achieved by the Region as a whole. It aims to increase the sub-region's economic growth rate to 3.5% per annum (Gross Value Added) by 2026. This will involve an increase in jobs of 59,000 over the period 2006 and 2026, as well as an increase in productivity and additional land for business development and house building.
9. The preferred spatial option is to focus growth on the cities of Southampton and Portsmouth and the main towns. In the first half of the period development will be focussed on existing allocations and brownfield sites within urban areas, plus urban extensions. However in the second half of the period it will be necessary for development to take place on greenfield areas concentrated in Strategic Development Areas (SDAs). Two SDAs have been identified, to the north east of Hedge End and to the north of Fareham.
10. To enable this to happen there will need to be increased investment in transport and other infrastructure. The South Hampshire Strategy states that land will be provided to accommodate two million square metres of new business floorspace. It divides this between south west Hampshire and south east Hampshire and sets out a locational strategy for each. The south east Hampshire allocation, which includes Gosport, sets out a requirement of almost 900,000 square metres of additional business floorspace. It is anticipated that around 53% of this requirement will be on previously developed land within Portsmouth and the other towns, with the remainder on greenfield land including the proposed Fareham Strategic Development Area. It is envisaged that:
 - 59.6% will be offices (B1) (535,000 m²);
 - 13.7% manufacturing (B2) (123,000 m²); and
 - 26.7% warehousing (B8) (240,000 m²).

The Drivers and Barriers of Economic Growth

11. A number of economic drivers of growth and barriers have been identified for the South Hampshire sub-region based on various studies commissioned by the Partnership of Urban South Hampshire (PUSH). The ELR sets out these drivers and barriers in a Gosport context. These are summarised below.

Industrial Employment Structure

12. South Hampshire as a whole has a diversified economy with a well-balanced industrial structure. However there is a continued need to move away from declining sectors (defence and manufacturing). The decline in these traditional industries has led to a significant loss of local jobs and the emergence of social and economic deprivation, particularly in Gosport due largely to the rationalisation of Ministry of Defence sites in the Borough. Key points include:

- There has been a loss of almost 4% of Gosport based jobs over the past decade - the Borough currently has 20,300 employee jobs;
- The Borough has the lowest job density in the South East (0.52 jobs per person of working age);
- Despite significant rationalisation the Borough has a high dependency on public sector employment (36% of jobs);
- There is a significantly low proportion of employment in growth sectors such as finance, IT and other business activities; and
- Important business clusters exist in advanced manufacturing, aerospace and defence, marine, and analytical instruments.

13. As Gosport is dependent on a few key sectors mainly connected with Defence, it makes the economy particularly vulnerable to political decisions taken outside the area. There is a need to strengthen clusters where it has been shown that Gosport has particular locational advantages as well as enabling the growth of regionally expanding sectors such as business services.

Accessibility to employment land

14. It is recognised that parts of the sub-region including Gosport have significant traffic congestion issues. This needs to be improved to make the Gosport Peninsula more attractive to inward investment. Key issues include:

- The loss of employment within the Borough over the past two decades has led to increased out-commuting from Gosport. The Borough only provides work for 51% of its workforce (Census 2001).
- Latest research as part of the MVA Employment and Commuting Study (2008) suggests that 64% of the workforce now commute out of the Borough
- This has been exacerbated by the fact that Fareham Borough is now the largest destination of out-commuting (36% of commuters) rather than Portsmouth (28%) resulting in less sustainable commuting patterns with an increase in car-based travel to employment along the M27 corridor rather than pedestrian/cycleway/bus use in connection with the ferry to Portsmouth.
- There is limited transport choice to commute to new employment areas on the M27. Bus services are not an attractive alternative as they are affected by the road congestion. The problem is exacerbated by the peninsula location which concentrates traffic on a limited number of routes with significant bottlenecks.
- Where local employment is provided a high proportion (71%) is taken by Gosport residents highlighting the potential for new employment opportunities to reduce out-commuting.
- Despite the peak-time congestion problems, journey time evidence shows that off-peak travel times to the motorway is relatively good. Consequently the relatively low land prices with access to the motorway network are positives that can encourage investment.

15. These issues highlight the need to provide local employment opportunities and the need to have sufficient employment land and premises supported by good transport infrastructure.

Labour supply/economic activity

16. One of the key drivers of the South Hampshire economy is the high participation in the labour market. Key points include:

- Almost 88% of the working age population of Gosport is economically active which is higher than the regional and Hampshire averages.
- The Borough has a consistently low unemployment rate, although this is beginning to rise as the recession starts to affect local employers (3.1% June 2009). There is very limited long term unemployment compared with regional and national averages.
- The Borough has a higher proportion of people of working age on incapacity, lone parent, carers or disabled benefit than the county and regional averages.
- Youth unemployment makes up a higher proportion of the unemployed than Hampshire and Regional averages.
- The Borough has significant concentrations of young people (e.g. Grange Ward 36% of the population are under 16) where there is a need to provide accessible employment opportunities in the future.

17. When considering labour supply and the impact that this will have on the demand for employment it is necessary to look at population projections based on the proposed dwellings requirement included in the SE Plan (2,500 dwellings in Gosport). The population is projected to fall by 2.2% between 2006 and 2026, the working age population (16-64) is projected to fall by 11.4% due to an ageing population, however if the retirement age was raised, for example, to 70 by 2026 the working age population will decrease by just over 3% (HCC 2009).

Earnings

18. Earnings themselves are a function of industrial structure but also a function of the skills of an individual. It is important that the labour force has the required skills to meet business needs. Gosport residents earn (£10.75 per hour) below the national (£12.01) and regional average (£13.26). Workplace earnings in Gosport (£10.75) are currently the same as the rate for Gosport residents although still lower than the regional (£12.64) and national averages (£12.00) (NOMIS 2008).

Productivity

19. Over the long term productivity improvements are the main driver of economic growth. Factors that drive productivity are changes in the workforce, innovation and enterprise, investment in technology and competition. When assessing GVA per capita (a standard measure of productivity), it has been found that productivity in South Hampshire and Gosport is low compared to both the South East and the national average. Since the mid 1980's South Hampshire's economic growth has been consistently below that achieved by the South East region as a whole, but above the national growth rate. Over the 10 year period between 1991 and 2001 the annual GVA growth rate for South Hampshire ranged from 1.7% to 3% (DTZ 2007).
20. Gosport has a GVA per head of the *total population* (all ages) of £15,154 (2005) which is the lowest in Hampshire. This is significantly below the British average of £18,945 (2006) highlighting that Gosport's economy has been underperforming in terms of productivity. This highlights that there is a relatively high proportion of people of working age not actually in employment for a number of reasons ((long-term sickness, non-working parent, carer, disabled or unemployed). Consequently there may be a need to bring more of the local population into the employment market if the overall productivity of the Borough is to increase.
21. However when considering GVA per *person in employment* the figure for Gosport is £41,700, which is £5,000 per employee higher than the figure for the South East as a whole (GVA CLREA estimates 2006). This reflects the relatively strong emphasis on

high productivity sectors in Gosport (University of Portsmouth 2008) with a high level of productivity for those actually in work.

22. Some of the main drivers for productivity improvements come from business formation and entrepreneurial activity. The South Hampshire business formation rate and self employment rate lag behind the South East and national average. Without improvements in these measures it is likely that there will be restrictions in productivity growth which will act as a barrier to the potential economic performance of South Hampshire.
23. Despite recent improvements in terms of business start-ups, Gosport has the lowest business registration rate in the South East with just 22.9 new registrations per 10,000 resident adults in 2006. This compares to the Great Britain average of 37.3 start-ups per 10,000 resident adults and the highest in the South East region of 75.3 start-ups per 10,000 resident adults in South Bucks (Small Business Services: Business Start-Ups and Closures, VAT Registrations and De-registrations 2006).
24. Business density in Gosport (the number of businesses within an area per 1,000 residents) is significantly lower (18.9) than the Hampshire (38.1) and South East averages (38.5). Encouragingly the density has been increasing over recent years which may have implications for the future provision of new employment space.

Skills and Training

25. The DTZ study recognises that the sub-region has a good skills base but recognises that there is a shortage of high skills within certain areas including Gosport which can be a barrier to economic growth. Consequently there is a need for further development of the skills base to match future business needs. Gosport has a higher proportion than the County average of residents without any qualifications and a significantly lower proportion of residents without degree qualifications.
26. There is a significantly lower proportion of professional occupations in Gosport compared to the county and regional averages and a significantly higher proportion of the workforce employed in elementary 'low skilled' occupations. There is also a significantly lower proportion of the Gosport workforce working in skilled trades occupations in comparison to the county and regional averages.

Business Support Services

27. The PUSH Report of drivers of growth recognises that the presence of business support services such as accountancy, financial, marketing and legal services are important to support the business community (DTZ 2007). Gosport has the lowest proportion of business and knowledge-led services in Hampshire.

Provision of infrastructure

28. The provision of infrastructure can be a very important driver of growth whilst the lack of it can be a significant barrier to growth. New development can increase pressures on existing infrastructure, including roads and public transport, water supply and sewerage, education, leisure, health and community facilities. Consequently the provision of infrastructure in association with any new employment development is a critical requirement which needs to be considered as part of an employment land review.

Quality of Life

29. Quality of life is a key economic driver for growth in South Hampshire. Over 20% of the sub-region is designated as either a National Park or an Area of Outstanding Natural Beauty which in conjunction with its coastal location makes South Hampshire

an attractive location. The strength of the natural environment has contributed to significant population growth across the sub-region. (DTZ 2007). Gosport itself enjoys an attractive location adjacent Portsmouth Harbour and the Solent. It is essential in Gosport to ensure that growth does not detract from existing natural assets. It is also important to enhance existing assets as this can be an important factor when businesses are making locational decisions for investment.

Provision of employment land

30. The above factors clearly highlight the importance of having sufficient quality and quantity of employment land in order to encourage economic growth, provide local employment opportunities, assist in dealing with the effects of a changing industrial structure and provide entrepreneurial opportunities to assist in improving productivity.
31. It is clear from the Economic Drivers and Growth Report that the supply of employment land could act as a constraint to potential growth in the cities and the urban boroughs (DTZ 2007). A particular issue in the urban boroughs is the availability of prime industrial land (SE Hants Area Investment Framework). Many brownfield sites have been left derelict with considerable investment required to develop these sites into good quality industrial land. The need for considerable investment can act as a disincentive to industrial developers in urban boroughs with many sites left derelict for some time (DTZ 2007).
32. The South East Plan considers strategic sites to be important contributors to sustainable economic growth. Generally, the larger the site the more it offers the market in terms of employment opportunities either by attracting multi-nationals or the creation of clusters of high-tech, higher productive businesses (HEP 2007).
33. Recent years have seen a reduction in the amount of employment land created across the sub region, which together with the generally low quality of existing stock and premises have constrained development. However in Gosport after a period of limited development of employment land there has been a successful recent surge of employment premises being completed and occupied.
34. The development of brownfield sites in the sub region and Gosport in particular is crucial to enable future economic growth. There has been significant investment on such sites in Gosport with a number of recently completed new industrial sites which are generally now achieving good occupancy rates. There are also other potential employment land opportunities in the pipeline following MoD land releases. It is important that any future land releases by the Ministry of Defence and other organisations receive the appropriate infrastructure investment to enable these sites to be developed for employment.

Taking Stock of the Existing Situation (Stage 1 of the Employment Land Process)

Employment Land

35. It is estimated that the employment sites in the Borough cover an area of approximately 184 ha which represents about 7% of the land area of the Borough. This includes (see Appendix 2 in the main report for details):

Non-Defence Sites

- 110ha of employment sites in non-defence ownership
- 67 ha of this land currently safeguarded as existing employment land by Policy R/EMP3 of the Gosport Local Plan Review (excluding protected MoD employment sites);

- 7 ha of land allocated in the Local Plan Review for employment uses (Policy R/EMP1) that has since been developed as industrial estates;
- 3 ha of land allocated in the Local Plan Review for mixed uses (Policy R/DP4) that has since been developed for employment uses;
- 18 ha of land used for employment but not identified on the Proposals Map; and
- 15 ha of existing employment land on mixed use sites which will be redeveloped as part of a larger mixed use development.

Defence Sites

- 73 ha of Defence employment sites.
- 28 ha has already been safeguarded in the Local Plan Review (R/EMP3) at Fleetlands (now known as Vector Aerospace);
- whilst 45 ha has not been allocated for employment to date (Defence Storage and Distribution Agency (DSDA), Institute of Naval Medicine, Qinetiq Alverstoke and key employment areas within HMS Sultan).
- The figure only includes the sites that have the key employment type uses (e.g. manufacturing and R&D). It excludes much of HMS Sultan as this is primarily a training facility, as well as Blockhouse and the Browndown training camp. This is because such sites are considered to be outside of the narrow B1, B2 and B8 focus of the Employment Land Review, as recommended by the Government guidance (ODPM 2004). It is acknowledged that such sites provide significant employment in the Borough and are essential for training and enhancing the local skills base.

Employment floorspace

36. The Borough has just over 457,000sq.m of employment floorspace (B1, B2 and B8). The mix of employment floorspace varies considerably within the Borough. In terms of floorspace for each type of employment use it is clear that Gosport has a strong industrial focus with 66% either being light industrial or general industrial with a significant amount of warehouse and distribution (14.7%). It is also clear that the office sector is small within the Borough (7.2%).
37. Table 1 highlights the concentrations of the key employment uses within the Borough in terms of floorspace.

Table 1: Dominant wards for each employment type in terms of floorspace

Use type	Dominant Ward*	Other significant wards*
Office (B1a)	Brockhurst (43.7%)	Town (30.1%), Bridgemary North (9.4%), Bridgemary South (6.5%)
Research and Development (B1b)	Anglesey (100%)	None*
Light industry (B1c)	Bridgemary North (60.6%)	Forton (10.7%), Town (8.6%), Elson (8.5%), Bridgemary South (6.8%)
General Industry (B2)	Elson (47.4%)	Rowner and Holbrook (10.9%), Town (9.9%), Lee West (9.1%), Bridgemary North (6.9%), Brockhurst (6.9%), Hardway (5.1%)
Warehouse, Storage and Distribution (B8)	Bridgemary North (53.5%)	Lee West (16.6%), Elson (11%), Privett (6.5%), Forton (6.5%)

* It is important to note that these are the predominant use types for each employment premises. For example R&D may take place on sites in other wards- for instance an R&D element may support the primary function of manufacturing on an employment site

38. In terms of market segments (see definitions in Appendix 3 of the main report) there are two significant segments in Gosport. The largest is general industrial areas

accounting for 49% of employment land with sites for specific occupiers accounting for 33% of the floorspace. A very large proportion of the site specific occupier floorspace is within Ministry of Defence control (85%). This highlights the Borough's reliance on a small number of key employers in the Borough particularly the MoD.

39. Three other segments (offices, research and technology, and incubator units) account for over 12% of employment land. The research and technology/science park segment is the second largest segment in the non-MoD sector, albeit a small proportion overall total. This sector is largely a spin-off from MoD activities (Haslar Marine Technology Park and Qinetiq). There are no sites classified within five market segments. This is not to say the Borough has no presence in these types of segments only that there are no employment sites that are particularly dominant or specialise in these sectors.

Non-employment floorspace on employment sites

40. Many of the Borough's industrial estates also contain other non- B1, B2 and B8 type uses. Often these uses are complimentary or ancillary to the employment functions and contribute towards a sustainable community as well as providing jobs in their own right. Significant non-employment uses include retail and builders merchants. Just over 4% of the Borough's total floorspace on employment sites is taken up by non-employment (i.e. non B1, B2 and B8 floorspace) representing just under 20,000 sq.m.

Vacancy rate of existing stock

41. Gosport has had a consistently lower than average proportion of vacant commercial and industrial floorspace in comparison to the South East Region and England averages. In terms of the occupancy of premises, the older industrial estates continue to have a relatively high level of occupancy although vacancies have increased from 6.6% in 2004 to 13.1% in 2007. This is likely due to the increased competition from new floorspace. The highest vacancy rates are found on those sites which have only recently become available to the market. Occupancy is likely to increase on these sites as they become more established within the marketplace.

Rental Value and Yields

42. The rental value of employment floorspace is lower in Gosport than other parts of the sub region with £73 per m² for industrial floorspace and £129 per m² for office floorspace in Gosport. The Borough has the highest yields in the sub region suggesting a higher level of risk than other locations. It has a 7% yield for industrial floorspace and 7.25% for office (Kings Sturge 2008).

Recent completions

43. A full methodology is contained in the main document which is important to consider as there have been changes in the way completions have been calculated at a County level. It is very clear that whatever method is used to calculate completions Gosport has experienced significant levels of completions during the last five years as a result of previous MoD land being available to the market. When taking into account the occupation of completed premises in the 2004-2007/08 period, the annual average completion rate is almost 6,215 square metres per annum.
44. Between 1988 and 2007/08 half of the completed and occupied floorspace has been granted planning permission for a combined B1, B2 and/or B8 uses rather than a specific use class. This provides flexibility for sites to include a variety of employment uses. The Government's draft PPS4 on employment issues encourages a flexible approach and states that local authorities should avoid designating sites for single or restricted use classes wherever possible. Since 2004, 31% of the occupied

newly completed floorspace has been light industrial, 30% general industrial, 22% office and 15% warehouse and distribution.

45. Since 1988 78.5% of all completed floorspace has been within the general industrial/business market segment, followed by the Incubator/SME Cluster segment with 13.4%, with a small proportion of office (6.9%) and sites for specific occupiers (1.2%). The Incubator/SME Cluster segment has been more significant since 2004 representing 22% of completed employment floorspace.

Loss of employment floorspace to other uses

46. A total of 8,177 square metres has been developed for non-employment uses (B1, B2 and B8 uses) on employment sites since 2000, amounting to just over 1,100 sq.m per year. It is estimated that this represents about 1 hectare of land lost from employment use. Much of this loss of floorspace has been the result of redeveloping an older industrial area at Coldharbour to a mixed use site which included the retention of employment uses as well as the development of new residential buildings and a doctor's surgery and pharmacy.

47. It is important to note however that over the long term (past 20 years) the loss of jobs and employment land and premises has been considerable due to the rationalisation of MoD sites. The main report includes a table of existing and former MoD sites to highlight the point.

Completion and losses of employment floorspace over the South East Plan period (2006-2026)

48. Over the first two years of the South East Plan period, Gosport has had a net loss of employment floorspace of almost 400 sq.m.

Supply of potential employment land and floorspace

49. Taking into consideration all the known existing sources of potential supply, Table 2 below summarises the Borough's employment land floorspace (net and gross) supply as at 1 April 2008:

Table 2: Potential Supply of Employment Floorspace as at 1st April 2008

	Net Floorspace (square metres)	Gross Floorspace (square metres)
Total completions (1 April 2006- 31 March 2008)	-395	1,820
Outstanding planning permissions (as at 31 st March 2008)	10,156	10,156
Potential floorspace on existing employment sites without planning permission	2,500	2,500
Allocations and other identified available sites without planning permission	39,700	89,900
Total	51,961	104,376

50. A more detailed breakdown of the existing known supply highlights that light industry will form a large proportion of this supply. There will be a small gain of office and distribution floorspace and a net loss of general industrial floorspace. Now that the current potential supply has been established in the Borough, in terms of those sites already identified within the planning system it is necessary to investigate whether this is sufficient to meet the future demand for sites over the Plan period.

Creating a Picture of Future Requirements (Stage 2)

51. In order to quantify the amount of employment land required across the main business sectors within Gosport over the period to 2026 it has been necessary to assess both demand and supply elements and consider how they can be met by the existing stock of business premises and by allocated sites.
52. The Employment Land Review takes into account the PUSH preferred scenario (see paragraph 9 of this summary) and evidence studies conducted for PUSH, particularly the *South Hampshire Economic Driver and Growth Combined Report* (DTZ 2007) which highlights a significant shift in industrial structure towards office-based services.
53. PUSH has produced an employment floorspace policy framework which includes an apportionment target for new net employment floorspace for each district in South Hampshire (PUSH 2009). This takes into account economic forecasts, labour supply projections as well as past development rates for each authority. The policy framework is intended to provide a sub-regional policy context for detailed policies and proposals contained within Local Development Documents.
54. In accordance with draft PPS4, PUSH advocates a pragmatic and flexible approach to the allocation of land for employment. It will also support authorities who seek to safeguard employment land from other development proposals where justified by up-to-date Employment Land Review. The figures set out in the framework are targets not requirements and should be considered a minimum figure. Authorities are encouraged to exceed them wherever possible in order to deliver PUSH's objectives of economic growth.
55. The PUSH work acknowledges that there is a substantial supply of sites which are already earmarked for employment development because they have planning permission or are allocated in adopted Local Plans for that purpose. Straightlining the residual, based on existing commitments was considered unsuitable because it does not deliver the locational strategy outlined in Policy SH3 of the South East Plan and consequently would not sufficiently deliver urban regeneration. The methodology used in the study to apportion the residual supply of employment to individual districts uses a combination of forecasting methods. These are covered in detail in Section 6 of the full report.
56. The PUSH minimum net employment floorspace targets for Gosport are set out in Table 3.

Table 3: PUSH minimum net additional floorspace targets for Gosport Borough (2006-2026)

	Offices (B1a)	Manufacturing (B1b, B1c & B2)	Logistics & Warehousing (B8)	Total
Gosport	39,000 sq.m.	12,500sq.m.	30,000sq.m	81,500sq.m.
SE Hampshire	535,000 sq.m.	123,000 sq.m	240,000sq.m	898,000 sq.m.

57. 48% of the PUSH target for Gosport is for office use, 37% for warehousing logistics and 15% for manufacturing. This reflects national and local trends which highlight a decline in manufacturing employment in recent years and a growth in business services and logistics. Notwithstanding these specific use-class targets it will be important for Gosport to ensure that there is sufficient floorspace available for the

Borough's high-tech manufacturing and marine sectors which are important local clusters.

58. Section 6 of the Employment Land Review considers a number of forecast methods to ascertain whether the Borough should consider an employment floorspace target higher than the minimum target included in the PUSH Apportionment work. The ELR presents a summary of possible employment floorspace targets which range from just 51,675 sq.m. to 200,000 sq.m. Each method has been considered and justification provided regarding whether the approach is reasonable, realistic and would satisfactorily deliver economic growth in accordance with PUSH objectives. The closest forecast to the PUSH target for Gosport of 81,500sq.m (within 5%) is the Labour Forecast 1a (lower density) method which aims to increase the number of jobs in the Borough by 13% (in line with PUSH employment growth) which resulted in a figure of 78,000 sq.m. of net additional employment floorspace required.
59. The ELR concludes that the PUSH employment floorspace target of 81,500 sq.m (minimum) is appropriate in relation to the spread of different forecasts although it is acknowledged that it is a challenging target requiring on-going monitoring. This target would require additional floorspace to be identified over and above the existing supply of outstanding permissions and sites identified in the Gosport Local Plan Review (see Table 2). Additional sites are considered in Stage 3 of the Employment Land Review.
60. The remaining part of Stage 2 assesses the future needs of key sectors of the Gosport economy using a number of recent studies. It concludes that additional employment land in the Borough would be required to meet the demands of key clusters such as marine, aviation and advanced manufacture. It is also acknowledged that land will need to be available to support growth sectors such as office, business services and logistics. Even though these have been traditionally small sectors in the Gosport economy they have been identified as key areas to increase productivity of the PUSH area.

Identifying a Portfolio of Employment Sites (Stage 3)

61. The key objectives of Stage 3 are:
- to undertake a detailed review of all significant sites in the existing employment site portfolio;
 - to confirm which of them are unsuitable/unlikely to continue in employment use;
 - to establish the extent of any gaps in the portfolio; and
 - if necessary identify additional sites to be allocated or safeguarded.
62. In order to assess the portfolio of sites for Gosport a detailed set of criteria has been devised based on Government advice. Six key indicators which consist of a number of attributes have been assessed. These are: market attractiveness; site quality of existing sites or developability of proposed sites; suitability of uses; accessibility; availability to the open market; and planning policy and sustainability.
63. Each site has been ranked as being high, medium or low in relation to each of the six indicators. The prime purpose of the assessment is to highlight key issues relating to various attributes and to provide a broad measure of comparing sites. Whilst the scores are subjective and provide a broad assessment they do give a general indication of a site's appropriateness for employment use and it is accepted that further site and market appraisal is required when developing a particular site. Only sites of over 0.25 hectares or 500sq.m. of floorspace have been considered.

64. Appendix 5 (of the main report) and the accompanying Employment Site Profile document provide an assessment of each employment site. The location of each site is shown on the plans at the end of the Executive Summary. As a result of the assessment a number of recommendations have been made in relation to the site portfolio (see Recommendations Section of the Executive Summary).
65. A number of key points regarding the site portfolio is outlined below:
- Most existing sites are considered to be appropriate to be maintained for employment purposes although it is recognised that certain sites may need to be redevelopment or refurbished to meet the needs of modern business.
 - A small number of existing sites are not appropriate to safeguard for employment purposes due to their constrained nature within residential areas. Other uses on such sites may be appropriate if the businesses were to relocate.
 - The existing allocations of Coldharbour, Daedalus, Gosport Bus Station and Priddy's Hard Heritage area are considered appropriate to be retained for mixed use sites with employment floorspace. Daedalus in particular is identified as a strategic employment site for the PUSH area.
 - In addition the Grange Road site south of Huhtamaki which is also identified in the Local Plan Review as a potential employment site is considered an appropriate employment allocation now that it is no longer required as a tram depot.
 - In order to meet the proposed PUSH employment figure of 81,500sq.m. of net additional floorspace a number of additional sites have been considered for employment purposes. Sites that should be included as part of the Borough's employment land portfolio include the Civil Service Sports Ground site (excluding the area outside the existing urban area boundary); the Retained Area at Royal Clarence Yard (particularly for marine type uses) and Haslar Hospital (as part of a medical/care/health led mixed use site).
66. It is estimated that if all the employment land came forward on existing permissions and allocations, and the additional identified sites of the Royal Clarence Yard retained area and Civil Service Sports Ground, there would be a shortfall of approximately 13,000 sq.m. The Royal Hospital Haslar site could meet some of the shortfall but at this stage in the process it is difficult to ascertain the level of employment use on this site.
67. It is recognised that Ministry of Defence land at HMS Sultan and Blockhouse may become available during the Plan period (to 2026) and that these site should be identified as sites of employment potential. Employment uses should be considered as the prime use on such sites in order to replace lost employment as well as taking the opportunity to increase employment densities in the Borough. Due to the uncertainty regarding the release of these sites it is not possible to count these sites as part of the PUSH supply but it is recognised that these sites have significant potential to meet and exceed Gosport's employment land target.
68. In the light of the above any Core Strategy policy will need to recognise that there are a number of sources of supply that may provide additional floorspace which can offset undelivered potential from the identified possible sites as well as contributing further floorspace over and above the 81,500 sq.m. minimum target. Some of these sources can be investigated further as part of the consultation in relation to both the Core Strategy and the Site Allocations and Delivery DPD.

69. Sources of potential supply include:

- small extensions of existing employment sites;
- the intensification of existing sites;
- maximising employment floorspace on identified mixed use allocations;
- the encouragement of higher density employment uses and resistance to lower employment density uses;
- the release of additional Ministry of Defence sites (unidentified); and
- other sites as yet unidentified (for example in the Town Centre).

70. Other key themes identified as part of the appraisal process include:

- the need to ensure existing sites remain attractive to businesses and that a quality environment is important for attracting new business investment;
- it is necessary to safeguard key economic assets such as: access to the waterfront and retention of related marine infrastructure (waterfront sites); airfield access (Daedalus); and on-site medical facilities (Haslar);
- there is a need to improve transport infrastructure both road and public transport in order to ensure the peninsula is more attractive to new business and investment;
- need to ensure sites have good access to business services and other related facilities.

71. It is clear that sufficient land can be made available in Gosport to increase employment levels in the Borough. However it will be necessary to continually monitor progress particularly in the light of the current recession and the uncertainty surrounding certain sites. Consequently there is a need to be flexible and improve the quality of business facilities and infrastructure in order to attract new investment particularly linked to existing clusters (aviation, and marine) and emerging clusters (such as environmental technologies).

Summary of Recommendations

Quantity of employment land

- An employment floorspace target (net additional gain) of 81,500 sq.m over the period 2006-2026 will provide a realistic target for the Borough and has the potential to increase the employment density of the Borough.

Locational principles of new employment sites

- Employment sites should be located in accessible locations with good access to public transport users, cyclists and pedestrians. Opportunities to improve bus services, cycle and pedestrian access should be sought.
- Offices should be located in Gosport town centre, edge of centre sites, Lee and Stoke Road centres and on employment sites in the Borough's most accessible locations including sites on or close to the A32.
- Light industrial uses should be located on a variety of employment sites in terms of size and market segment.
- General industrial and warehousing/logistics businesses should be accommodated on large sites, with significant buffers from residential areas and good access to Gosport's main road network.
- Employment sites should be within easy reach to business services and services important to employees such as a convenience store, cashpoint and food outlets. Such local facilities should be safeguarded and encouraged where appropriate to serve key employment areas.

Portfolio of employment sites

Potential sites

- It is recommended that a range of employment sites are identified in the Core Strategy and/or Site Allocations and Delivery DPD to accommodate businesses from different employment uses and segments.
- It is necessary to ensure that densities are increased on identified sites.
- Important employment assets should be protected and where possible enhanced. Examples include access to deep water and associated marine infrastructure, access to runways and associated aviation infrastructure, specialist on-site facilities including medical, research and technology.
- Daedalus is identified as a key strategic employment site and retained as a mixed use allocation. The site has significant potential for marine, aviation and other hi tech industries.
- Coldharbour and the Bus Station allocations are retained and provide a significant amount of employment floorspace including office, marine related industries (at Coldharbour)
- Priddy's Hard Heritage Area is retained as a mixed use allocation and includes an element of employment floorspace together with a range of leisure uses.
- The 'Grange Road site, South of Huhtamaki' is identified as an employment allocation including the potential for office, light industrial, general industry and warehousing/logistics.
- In order to meet the Gosport floorspace target and increase local employment density additional sites that are very likely to be available during the Plan period have been identified for employment purposes:
 - Civil Service Sports Ground (area within existing Urban Area Boundary only): potential for a landmark building with office and light industrial uses.
 - Haslar Hospital Site: potential to utilise on-site medical facilities for healthcare, research and development, manufacturing and office uses.

- Retained Area at RCY: potential to utilise deep water access for marine industries including for office and light industrial uses.
- HMS Sultan has been identified as an 'Employment Priority Site' and Blockhouse has been identified as part of the Haslar Peninsula Strategic Area. If the MoD release these sites within the Plan period priority will be given for employment uses within these sites in order to maintain or exceed current employment densities on these sites.

Existing sites

- The following existing employment sites are protected as 'Employment Priority Sites' and should remain predominately for B1, B2 and B8 uses.

Brockhurst Industrial Estate	Glenmore Business Park	Oaklands Office Park
Cement Works, Fareham Road	Gosport Business Centre	Ordnance Business Park
Cranbourne Industrial Estate	Gosport Town Centre Employment Area	Qinetiq Alverstoke (only area currently within the Urban Area Boundary)
DSDA Gosport (not whole site only core area)	Haslar Marine Technology Park	Quay Lane Industrial Estate
Fareham Reach	Huhtamaki, Grange Road	Regent Trade Park
Former Cyanamid	Huhtamaki, Rowner Road	St George Barracks South
Forton Road Industrial Estate	Heritage Business Park	Vector Aerospace formerly DARA Fleetlands
Frater Gate Business Park	Institute of Naval Medicine	Venture Business Park

- At Royal Clarence Yard protect existing employment areas such as the Cooperage and North Meadow as 'Existing Employment Areas' within the existing Mixed Use allocation.
- Haslar Marina to be safeguarded as an 'Existing Employment Site' and investigate the potential to expand the employment area of this site.
- Gosport Town Centre to be designated a principal shopping centre recognising the predominant role of retail and other town centre services but recognising the potential for office development including:
 - identifying the potential for other possible sites in and around Gosport Town Centre (eg under-used car parks or under-performing retail areas) for office uses (as well as leisure, retail and community uses). This would be investigated through the Sites Allocation and Delivery DPD consultation process;
 - acknowledging the potential for intensification within this area; and
 - encouraging above ground floor office development.
- Lee-on-the-Solent and Stoke Road centres to be designated as retail and service centres acknowledging the potential for office development. It is also worth considering the redesignation of ground floor areas in Stoke Road for B1a uses through consultation in the Site Allocations and Delivery DPD.

- Do not safeguard employment uses on a small number of lower quality employment sites that are less suited to modern business and are small constrained sites within residential areas.

Bury Cross	Royal Mail Depot, Forton Rd	Westfield Road Industrial Estate
Clayhall Road	Solent Buildings Supplies site, Forton Road	Wilmot Lane Depot

Improving Existing Employment Sites

- Consider measures to improve the attractiveness of existing employment sites particularly those with high and/or rising vacancy rates in order that they can meet the needs of modern business. This could include redevelopment of existing sites and extensions to existing buildings. It will be necessary to take into account technological changes required for modern business as well as improving energy efficiency of buildings which are easily accessible to workers.

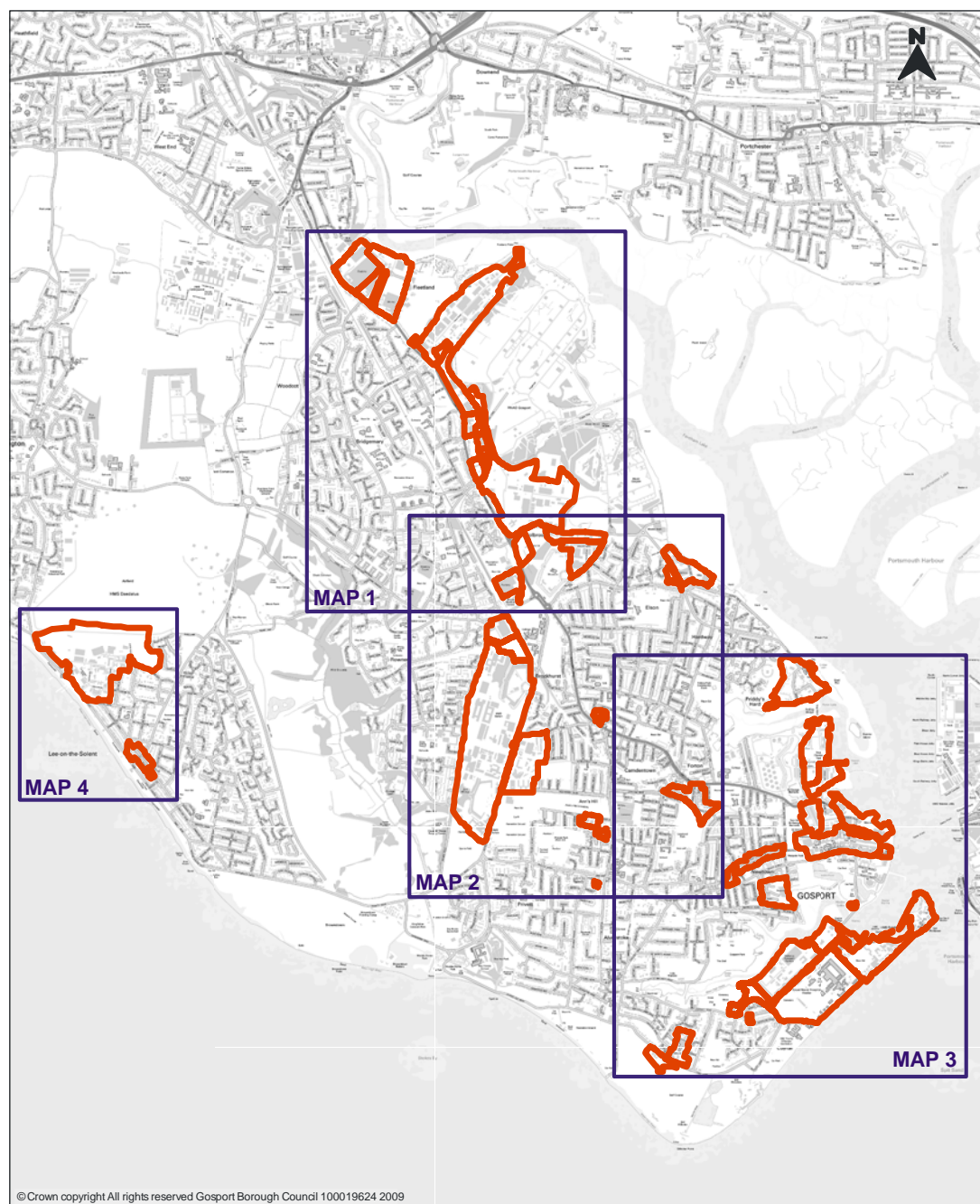
Infrastructure Improvements

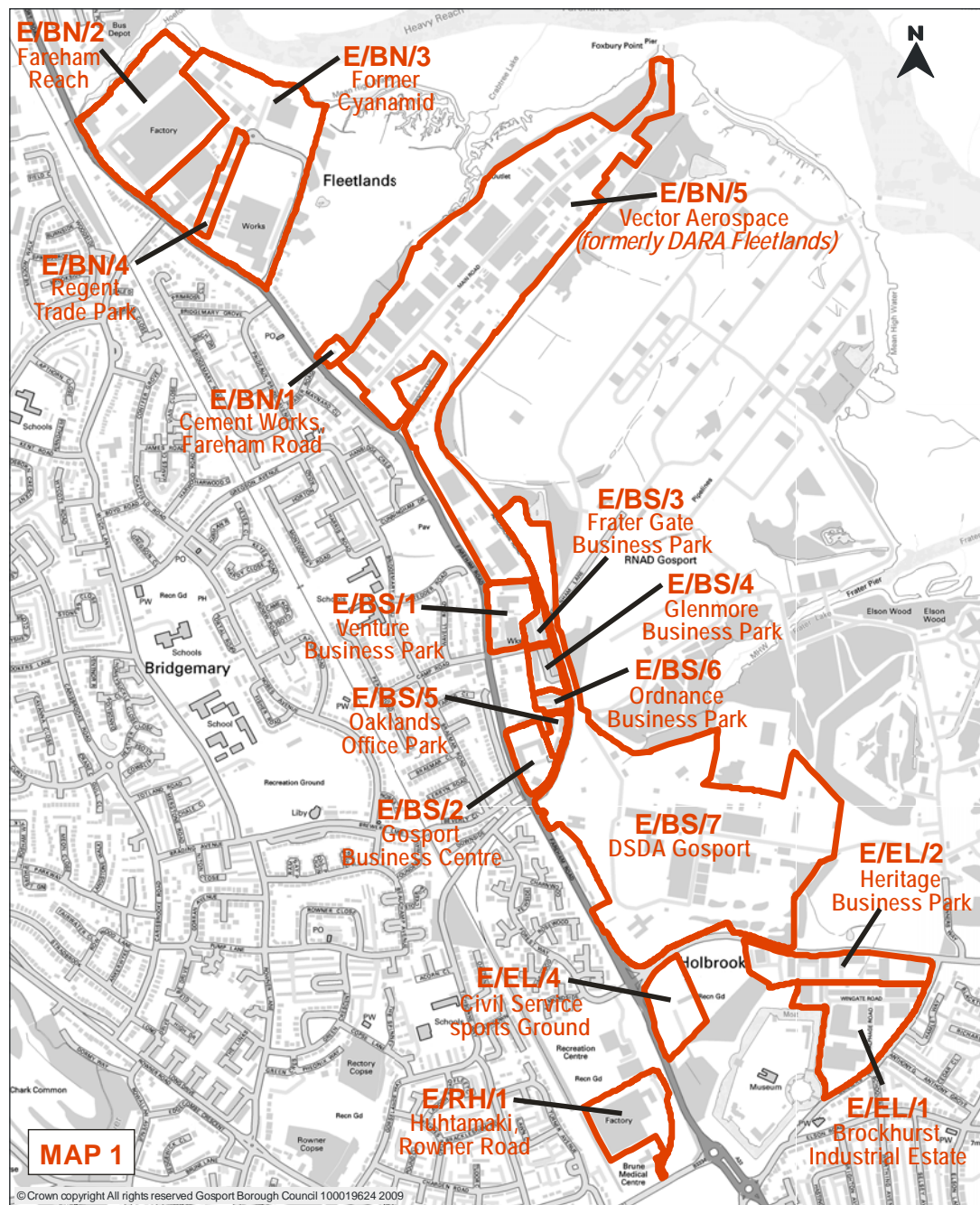
- The Borough Council and its partners to continue to seek transport infrastructure improvements to improve the attractiveness of the Borough to inward investment for employment purposes.

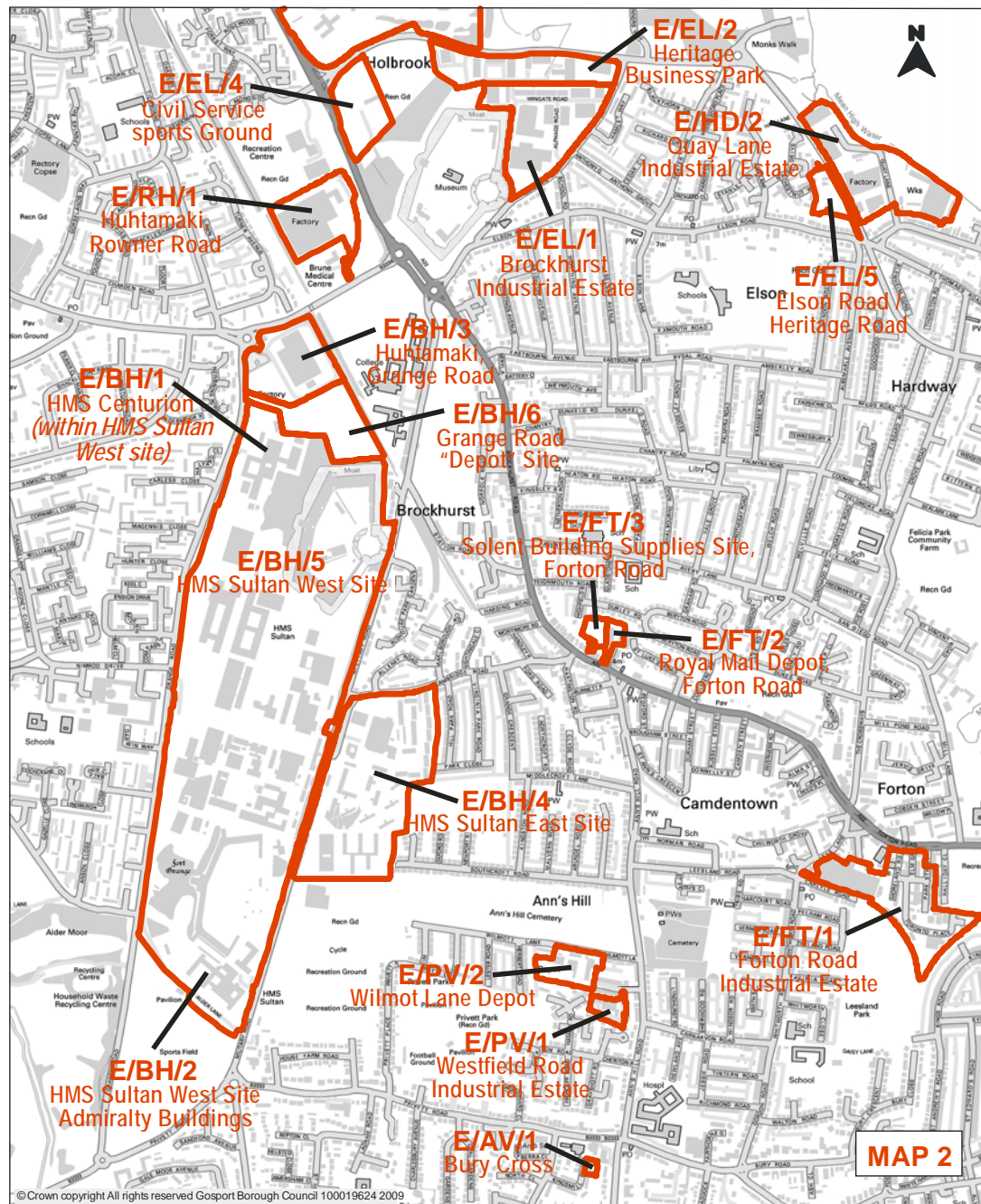
Monitoring and Review

- Need to monitor the supply of employment areas being released, the amount of employment floorspace being developed and the employment densities being achieved. This will help ascertain that sufficient employment levels are being achieved to regenerate the Borough and meet PUSH's objectives for South Hampshire.
- Review supply figures as and when new sites have been identified and considered suitable for employment
- Ensure the Core Strategy has an enabling policy to allow alternative sources of employment supply to come forward.
- Ensure it is made clear that MoD training bases should be considered primarily for employment uses, particularly the HMS Sultan site.

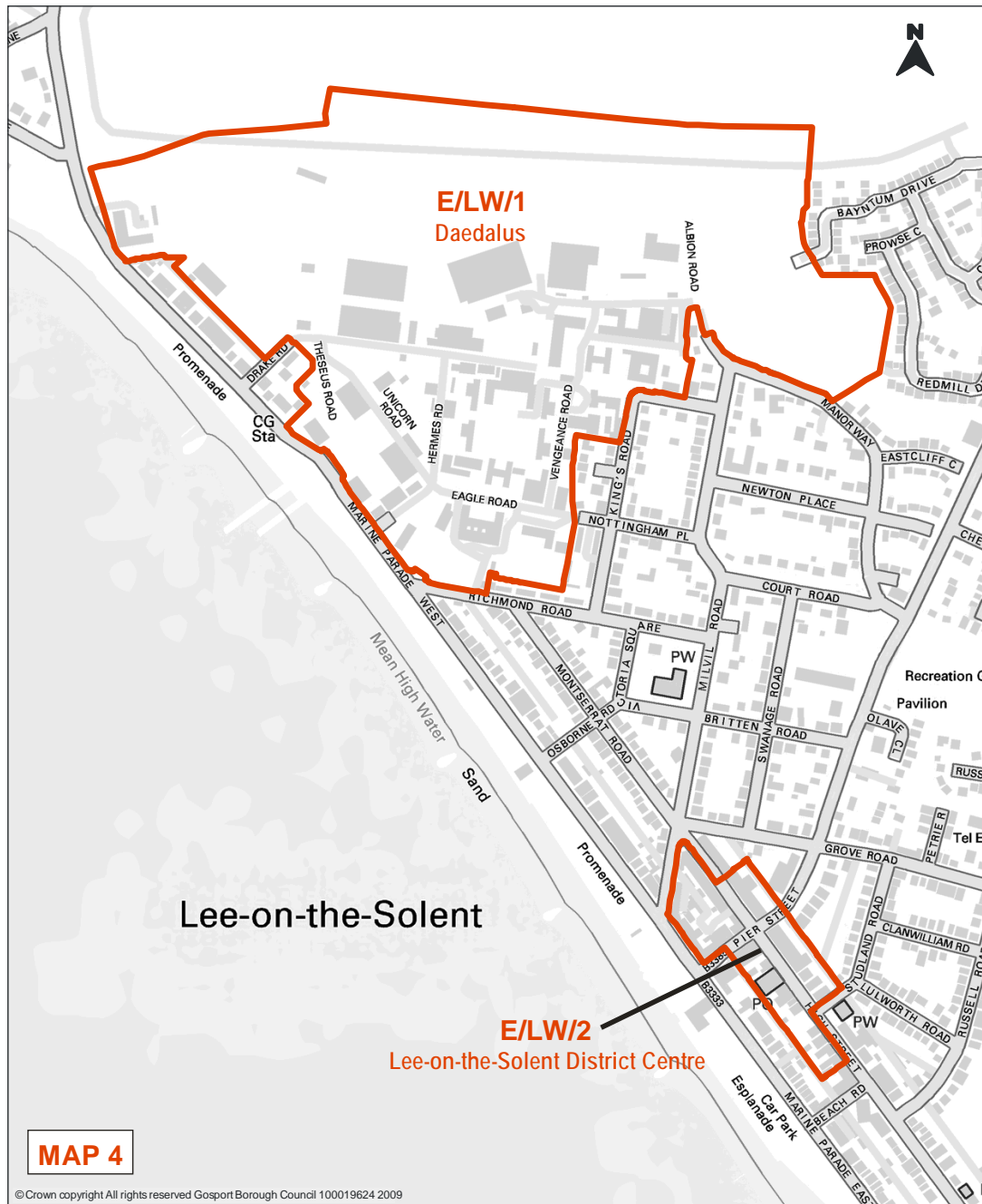
Location Plans of Assessed Sites











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AGENDA ITEM NO. 8

Board/Committee:	Economic Development Sub Board
Date of Meeting:	29 September 2009
Title:	Local Development Framework Core Strategy: Preferred Options - Final report
Author:	Development Services Manager
Status:	For Decision

Purpose

To present to Members the final draft LDF Core Strategy: Preferred Options Document and to seek approval to publish it for consultation.

Recommendation

That the Economic Development Sub Board considers the draft Core Strategy: Preferred Options set out in Appendix A and approves it for public consultation.

1 Background

- 1.1 At the meeting of the Sub Board on 20 July 2009 Members were advised that the Council is required to prepare a Local Development Framework (LDF) which in due course will replace the Local Plan Review. The first part of the LDF is the Core Strategy. The draft Core Strategy: Preferred Options report is set out in Appendix A.
- 1.2 Members previously considered the first seven chapters of the draft Core Strategy: Preferred Options:
 1. Introduction
 2. Profile of Gosport
 3. Sub Regional Context
 4. Vision and Spatial Objectives
 5. Sustainable Development and Climate Change
 6. Spatial Strategy and Infrastructure
 7. Strategic Area Policies
- 1.3 The Sub Board supported these chapters in July and since then, some minor amendments have been made to reflect the views expressed by Members and improvements to clarity have been made. A schedule of these changes is set out in Appendix B.

2 Report

2. Whereas the first 7 chapters deal with key strategic issues such as the location of major development proposals, chapters 8 - 15 deal

with the following specific topic areas:

8. Design and Heritage;
9. Transport and Accessibility;
10. Economy and Employment;
11. Housing;
12. Retail and Community Facilities;
13. Open Space;
14. Biodiversity and Geological Conservation;
15. Flood Risk and Coastal Erosion.

Chapter 16 deals with implementation and monitoring.

- 2.3 The draft Core Strategy: Preferred Options has been informed by a series of background documents which are listed in Appendix C. Copies of all these documents have been placed in the Members Room. These documents will also be placed on the Council's website as background documents to the Core Strategy.
- 2.4 The key issues that are of particular importance to Gosport relate to transport and accessibility and economy and employment. The Core Strategy highlights the fact that a large number of Gosport residents seek employment by commuting out of the Borough. This places severe strain on the highway network causing congestion. The Core Strategy seeks to address this issue by first ensuring that there is sufficient land available for employment development thereby providing opportunities for inward investment and increase in local jobs. Secondly it is important that sufficient transport infrastructure is provided to meet the needs of future development. As the Borough Council is not the highway authority it is critical that the Council influences those agencies that can implement transport improvements.
- 2.5 It considered that consultation should be undertaken on the Core Strategy: Preferred Options. It is proposed that there should be a six week consultation period from 5 October 2009 to 13 November 2009.
- 2.6 Following the consultation a revised final Core Strategy will be prepared and brought to Members for approval in 2010 before being submitted to the Secretary of State. It will then be subject to an examination by an independent inspector at a public inquiry. Following the inquiry the inspector will prepare a report which be binding on the Council.

3 Risk Assessment

- 3.1 The Core Strategy is a statutory requirement resulting from the Planning and Compulsory Purchase Act 2004. The preparation of the Core Strategy has been identified in the Gosport Local Development Scheme.

4 **Conclusion**

- 4.1 The draft Core Strategy: Preferred Options document has been prepared in accordance with government guidance and sets a strategic planning framework for the future of the Borough. The Sub Board's approval is sought for the publication of the document for consultation purposes.

Financial Services comments:	None
Legal Services comments:	None
Service Improvement Plan implications:	Development Services SMP includes a task to prepare the LDF Core Strategy. There are no direct SIP implications.
Corporate Plan:	The aim of the Core Strategy is to provide a framework to reflect the Council's spatial corporate priorities
Risk Assessment:	This has been dealt with in section 3 of this report.
Background papers:	Economic Development Sub Board 20 th July 2009 report on draft LDF Core Strategy. LDF Core Strategy: Issues and Options Report PPS12 :Local Spatial Planning (DCLG)
Appendices/Enclosures:	
Appendix 'A'	Draft Core Strategy: Preferred Options
Appendix 'B'	Schedule of changes to July version of Core Strategy - chapters 1-7.
Appendix 'C'	List of background documents supporting the Core Strategy.
Report author/ Lead Officer:	Chris Payne

Local Development Framework

Draft Core Strategy : Preferred Options

September 2009

*Delivering
for Gosport*



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Prosperity



Pursuit of Excellence

GOSPORT
BOROUGH COUNCIL



Gosport Borough Council

Local Development Framework

Draft Core Strategy: Preferred Options

September 2009 Version

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TOPIC PAPERS- see www.gosport.gov.uk/ldf

GLOSSARY- see www.gosport.gov.uk/ldf

**If you require hard copies of any of these documents please contact:
The Planning Policy Section at the Town Hall**

E-mail: planning.policy@gosport.gov.uk. **Telephone:** 023 9254 5461

LIST OF POLICIES

- CS1: Sustainable Development & Climate Change
- CS2: Sustainable Construction
- CS3: Spatial Strategy
- CS4: Infrastructure
- CS5: Green Infrastructure
- CS6: The Gosport Waterfront
- CS7: Gosport Town Centre
- CS8: Daedalus
- CS9: Haslar Peninsula
- CS10: Rowner
- CS11: Alver Valley
- CS12: Design and Heritage
- CS13: Employment Land
- CS14: Skills
- CS15: Tourism
- CS16: Transport and Accessibility
- CS17: Housing
- CS18: Town, District and Local Centres
- CS19: Community Facilities
- CS20: Open Space
- CS21: Biodiversity and Geological Conservation
- CS22: Flood Risk and Coastal Erosion

1.0 INTRODUCTION

WHAT IS THE LOCAL DEVELOPMENT FRAMEWORK?

- 1.1 Gosport's Local Development Framework (LDF) will replace the existing Gosport Borough Local Plan Review. It is being prepared under a new planning system introduced by the Government (Planning and Compulsory Purchase Act 2004 and the Planning Act 2008) that will change the way the Borough Council will plan for the future of its communities. When adopted Gosport's LDF together with the SE Plan (the Regional Spatial Strategy) will form the statutory Development Plan for the area.
- 1.2 The LDF will deal with spatial issues, for instance the use and development of land, the movement of people and access to opportunities. The Gosport LDF has been prepared in conjunction with the Gosport Sustainable Community Strategy which has been prepared by the Local Strategic Partnership (known as the Gosport Partnership). The land use implications of the Sustainable Community Strategy will be addressed in the LDF.
- 1.3 The Gosport LDF will consist of a number of documents including the Core Strategy. Appendix 1 gives more detail about the documents that comprise the LDF.

CORE STRATEGY

- 1.4 The Core Strategy is the most important document in the LDF as it sets the context for all other documents in the LDF. It also sets out the spatial vision for the future of the Borough up to 2026 along with objectives and policies which seek to achieve this vision.
- 1.5 The Core Strategy has been prepared in line with the Government's Planning Policy Statements (PPSs). It must be in conformity with the SE Plan which includes the South Hampshire Sub Regional Strategy. The Core Strategy will take into account the Regional Economic Strategy, the Local Transport Plan and other important local strategies, plans and projects.
- 1.6 The Draft Core Strategy: Preferred Options Report is the second stage of the process. It builds on the earlier Issues and Options Report and the response to consultation.
- 1.7 The Core Strategy policies will provide the basis for more detailed policies, proposals and guidance to be set out in other Local Development Documents including the Site Allocations and Delivery DPD, thematic Supplementary Planning Documents (SPD) such as design and sustainability and site-specific SPDs. Details of these documents are contained within the Gosport Local Development Scheme.

ISSUES AND OPTIONS STAGE

- 1.8 The Issues and Options Report was published in December 2006 and put forward some of the key issues affecting how Gosport will develop up to 2026 and asked a series of questions on how these should be addressed. The consultation on this report was carried out in conjunction with the Gosport Partnership who were reviewing their Sustainable Community Strategy. A series of Vision Events were held around the Borough seeking the views of the community. The consultation responses have been used to inform the

Preferred Options Stage. The response to these events and other consultation initiatives are summarised in a separate Consultation document (which can be viewed at www.gosport.gov.uk/ldf).

PREFERRED OPTIONS REPORT - THIS STAGE

- 1.9 This Preferred Options Report sets out the Borough's suggested Core Strategy policies outlining the Council's preferred approach to key issues facing the Borough. These issues are summarised in the 'Profile of Gosport' (Section 2) and are considered within the regional and sub regional context (Section 3).
- 1.10 In order to ensure that the Core Strategy reflects the aspirations of the local community, a spatial vision has been developed to take account of the Gosport Sustainable Community Strategy, with a number of objectives set out to deliver this vision (Section 4).
- 1.11 The Core Strategy policies are included in the following sections:
- Sustainable Development and Climate Change (Section 5);
 - The Gosport Borough Spatial Strategy (Section 6) including a key diagram, the overall level and location of growth and an infrastructure strategy;
 - Policies relating to a number of identified strategic sites (Section 7);
 - Core Policies (Section 8-16), which relate to a number of themes including employment, open space, housing, retail and community facilities centres and biodiversity; and
 - An Implementation and Monitoring section (Section 16) outlining how the Core Strategy will be implemented including an infrastructure delivery plan as well as monitoring information relating to the performance of each Core Strategy policy.
- 1.12 Each suggested policy is accompanied by a brief outline of issues relating to the policy, a consideration of options, an explanation of key elements of the policy, together with the appropriate methods of delivery. The Preferred Options are supported by a series of Topic Papers in order to provide a more detailed assessment. These Topic Papers include key national, regional and local policy considerations, a summary of evidence and consultation responses, a detailed assessment of options considered and a summary of the findings of the Sustainability Appraisal. The Topic Papers are 'living drafts' and consequently will be updated as and when there is a new policy, evidence and consultation information. The Topic Papers accompanying the 'Preferred Options' document relate to the information available as at 1 June 2009.

HOW CAN I GET INVOLVED?

- 1.13 You may have already been involved through earlier consultation processes. The Core Strategy builds on work already done in developing Gosport's planning strategy such as the Issues and Options Report. This is an opportunity for people to make further representations.
- 1.14 A period of 6 weeks from 5th October 2009 to 13th November 2009 will be given for people to make representations on the Preferred Options Report. Representations should be made on the official form. This can be found on the Borough Council's website and is available at the Town Hall and libraries.

WHAT HAPPENS NEXT?

- 1.15 The Borough Council will carefully consider all representations received and, where appropriate, seek to resolve objections. The revised version of the Core Strategy will then be published for a formal consultation period of six weeks in Spring 2010.
- 1.16 The published Core Strategy will then be submitted to the Secretary of State for examination together with a summary of representations received during the consultation period.
- 1.17 The Examination 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's report will be binding on the Borough Council.
- 1.18 For further information go to: www.gosport.gov.uk/ldf or contact the Planning Policy Section at the Town Hall, High Street, Gosport PO12 1EB or by telephone on 023 9254 5461 or email planningpolicy@gosport.gov.uk.

2.0 PROFILE OF GOSPORT

LOCATION

- 2.1 Gosport is located in South Hampshire and has a distinctive geography. 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. The Borough contains two principal settlements, Gosport and Lee-on-the-Solent, separated by the Alver Valley.

Plan 1: Gosport Borough



POPULATION AND HOUSEHOLDS

- 2.2 The population of the Borough is fairly stable. Hampshire County Council's Long Term projections show that the population in 2006 was 79,519 persons. This is projected to decrease by a total of 2.2% to 77,764 persons by 2026. Conversely, the population of Hampshire is projected to increase by 9.6% over the same period. Despite the projected decrease in the Borough's population between 2006 and 2026, the total number of households is projected to increase from 33,501 to 35,899 households representing a proportional increase of 7.2%. Gosport is also one of the most densely

populated areas in the South East Region, with an urban density of 30.5 people per hectare.

- 2.3 Hampshire County Council's Long-term Population Estimates show that the Borough has an ageing population. The population aged over 64 is projected to increase by 44.1% between 2006 and 2026. However, over the same period, the population aged 0-44 years is projected to significantly decrease by 13.4%. The ageing population will have planning and resource implications for the Borough.
- 2.4 It is 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.
- 2.5 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% (Census 2001). The Gosport Housing Needs Assessment 2007 identified, that 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 were three bedroom units, 33% two bedroom units, 12% one bedroom units and 12% with four or more bedrooms.
- 2.6 The Borough has seen a high rate of housing completions over recent years and has been well ahead of meeting the SE Plan requirement of 2,500 new homes between 2006 and 2026. The provision of affordable housing has been increasing with the Local Plan Review seeking the provision of 40% affordable housing for residential development on sites of at least 0.5 hectare or 15 dwellings or more in total.

ECONOMIC PROSPERITY AND SKILLS

- 2.7 Historically, Gosport developed primarily as a support base for the Royal Navy providing significant employment for local residents. There has been a significant change both in the patterns of employment and mode of travel to work in the last three decades. Employment at Portsmouth Naval Base has fallen while several other Ministry of Defence establishments in the Borough and around the Harbour have closed. Some of these sites have been redeveloped and others are available for re-use. 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 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
- 2.8 The 2001 Census shows that Gosport had the second highest workplace self-containment ratio in Hampshire with 72% of Gosport based jobs filled by local residents. This suggests that when local jobs are provided they are successfully filled by local residents.
- 2.9 There are 1,370 VAT registered businesses in Gosport employing just under 20,000 employees. The business sector is characterised by a small number of companies employing a large proportion of the workforce. Gosport has the lowest business density and the lowest business start-up rate in the South-East which 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.

- 2.10 In terms of occupation, 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 are a significantly lower proportion of jobs within the finance, IT and other business activities sector in comparison to county and regional levels. Earnings are lower within the Borough when compared to those at national and regional level both for residents and by workplace.
- 2.11 The unemployment rate at June 2009 was 3.1% and whilst increasing in recent months, remains lower than the national average. However, certain areas such as Town and Grange wards experience higher levels of employment deprivation. The 2007 Indices of Deprivation show that two Super Output Areas within Town ward were within the top 20% of the most deprived nationally.
- 2.12 In respect of qualifications, the proportion of pupils achieving 5+ GCSE at A*-C grade or equivalent is significantly below the county and national average. The proportion of Gosport residents achieving NVQ 4 and above (e.g. First Degree, Higher Degree, etc) is also significantly below the county and national average.

TRANSPORT

- 2.13 Access to the peninsula is via three road routes. One of these is the A32 which is part of the Strategic Transport Network. 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.
- 2.14 The increasing dominance of the journey to work by private motor vehicle has resulted in high levels of congestion on the A32, B3385 (Newgate Lane) and other roads in the morning and evening peaks. By 2002 the traffic flow capacity had been reached on parts of the A32. Whilst there is relatively good bus service coverage, services are subject to delays arising from this traffic congestion.
- 2.15 Hampshire County Council and Portsmouth City Council submitted proposals for a Light Rapid Transit system linking Fareham, Gosport and Portsmouth. In November 2005, the Government chose not to provide funding for this scheme. The County Council formally abandoned the project a year later and has since been looking at alternatives. Proposals for a Bus Rapid Transit Scheme are now being considered and funding has been secured from the regional authority.

ENVIRONMENTAL QUALITY

- 2.16 Despite being densely developed there are some important and attractive open spaces within the Borough. The Alver Valley, much of which is set to become a Country Park, the 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. The quality of Gosport's environment is also reflected in its built heritage with 16 Conservation Areas, 521 Listed Buildings and 13 Scheduled Ancient Monuments as well as historic parks and gardens.

- 2.17 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.
- 2.18 Gosport is a coastal borough and as such is at risk of 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 533 hectares of land is located within Flood Zones 2 and 3. In terms of residential, business and community units in Gosport, approximately 2,700 of these are within Flood Zone 2, representing 7% of the total units within the Borough, including just over 1,000 units in Flood Zone 3, accounting for 3% of the total units in the Borough. The risk from flooding is predicted to increase through the effects of climate change including rising sea level and an increased incidence of severe storms.

KEY ISSUES

- 2.19 It is necessary for the Core Strategy to help address key identified issues facing the Borough. Many of these issues have been highlighted in the above profile with additional ones outlined in the Sustainability Appraisal Scoping Report (GBC December 2006). These issues have been identified as a result of consideration of available evidence, consultation with the Gosport Partnership (the local strategic partnership) and the latest policy context. The key strategic issues which are particularly relevant to the Core Strategy are summarised in Table 2.1

Table 2.1 Key Strategic Issues

Issue 1: Adapting to, and mitigating against, Climate Change
<p>The Core Strategy needs to :</p> <ul style="list-style-type: none"> • deal with the consequences of climate change (including the potential increase of flooding incidence through sea-level rises and greater frequencies of storms); and • include measures which reduce CO₂ emissions that contribute to climate change.
Issue 2: Using resources sustainably
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • ensure development minimises the use of resources including water, energy and materials and that these are from sustainable

<p>sources;</p> <ul style="list-style-type: none"> • ensure development minimises waste; • help reduce air pollution including traffic-borne pollution on the A32 and the impact on residents of Gosport and Fareham; • facilitate the development of renewable resources; and • develop brownfield sites within urban areas and thereby help regenerate the Borough and reduce the pressure on greenfield sites in the sub region.
<p>Issue 3: Regenerating the local economy and improving local employment and skill opportunities.</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • enable the development of brownfield sites for employment purposes to compensate for job losses on these sites; • assist in regenerating the local economy in order to provide a significant number of local jobs to help alleviate deprivation and social exclusion, and reduce out-commuting; • ensure there is sufficient employment land available to meet the needs of a range of modern businesses including those of existing clusters (advanced manufacturing, marine and aviation) as well as emerging sectors (environmental technology); • facilitate diversification of the economy; • consider ways in which the local skill levels can be enhanced; • facilitate the refurbishment of existing sites; and • continue to develop the tourism sector.
<p>Issue 4: Improving accessibility and reducing car usage</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • ensure that employment, services and facilities are conveniently accessible to local residents; • ensure road access to the peninsula is improved; • encourage less car-use and more travel by other more sustainable modes; • ensure public transport links are significantly improved to services and employment areas within Gosport and the sub region; and • ensure cycling and pedestrian networks are safe and convenient.
<p>Issue 5: Improving health and well-being</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • ensure that existing health facilities are safeguarded and land is available for new facilities in accessible locations; and • ensure open spaces including natural greenspaces are accessible to local residents to allow opportunities for passive and active recreation to assist with an individual's physical and mental well-being.
<p>Issue 6: Meeting housing needs</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • meet the requirements of the Borough's ageing population and ensure the increasing number of households are accommodated; • ensure sufficient affordable housing is provided to meet local

<p>needs;</p> <ul style="list-style-type: none"> • ensure there is an appropriate range and mix of dwellings to meet local needs at each stage of life; • ensure new housing contributes towards the regeneration of the Borough; • ensure housing at an appropriate density is located on sites which are accessible to public transport and local services; and • enable ageing stock to be refurbished or redeveloped to meet modern housing standards.
<p>Issue 7: Maintaining vibrant centres</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • ensure the continued viability and vitality of Gosport Town Centre, which is considered vulnerable from competition from other centres in the sub region; and • ensure that all the centres have a range of facilities and services appropriate to their size to serve the local neighbourhood.
<p>Issue 8: Providing infrastructure and services</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • consider ways in which existing infrastructure deficiencies can be addressed; and • ensure the provision of the appropriate level of infrastructure and services to meet the needs generated by new development.
<p>Issue 9: Improving leisure and cultural facilities</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • enable the provision of improved leisure and cultural facilities in order to improve satisfaction and participation rates which are below the national average.
<p>Issue 10: Creating a local and sub regional green infrastructure network</p>
<p>The Core Strategy needs to:</p> <ul style="list-style-type: none"> • protect and enhance its existing green infrastructure network; • identify new green infrastructure opportunities within the Borough and linkages to neighbouring areas within the sub region; • protect and enhance the Borough's internationally, nationally and locally important habitats and species which face pressure from direct and indirect habitat loss, air pollution, water quality, climate change and disturbance; • create the Alver Valley Country Park to reduce the need to travel to other recreational areas outside of the Borough; • facilitate improvements to open space facilities to meet identified deficiencies in terms of quality, quantity and accessibility (sports pitches, allotments, cemetery, play areas); and • improve public access to the coast and countryside where appropriate.

Issue 11: Maintaining and improving the quality of the built environment

The Core Strategy needs to:

- preserve and enhance the Borough's rich historic environment and character which contributes to the local distinctiveness of the Borough;
- ensure new development is designed to a high quality; and
- ensure areas are safe and attractive places to live, work and visit, including designs which can reduce crime, disorder and the fear of crime.

Issue 12: Dealing with the consequences of an ageing population
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The Core Strategy needs to:

- ensure there are appropriate and sufficient housing and care facilities for the elderly; and
- ensure there are sufficient transport, health and leisure facilities for elderly residents.

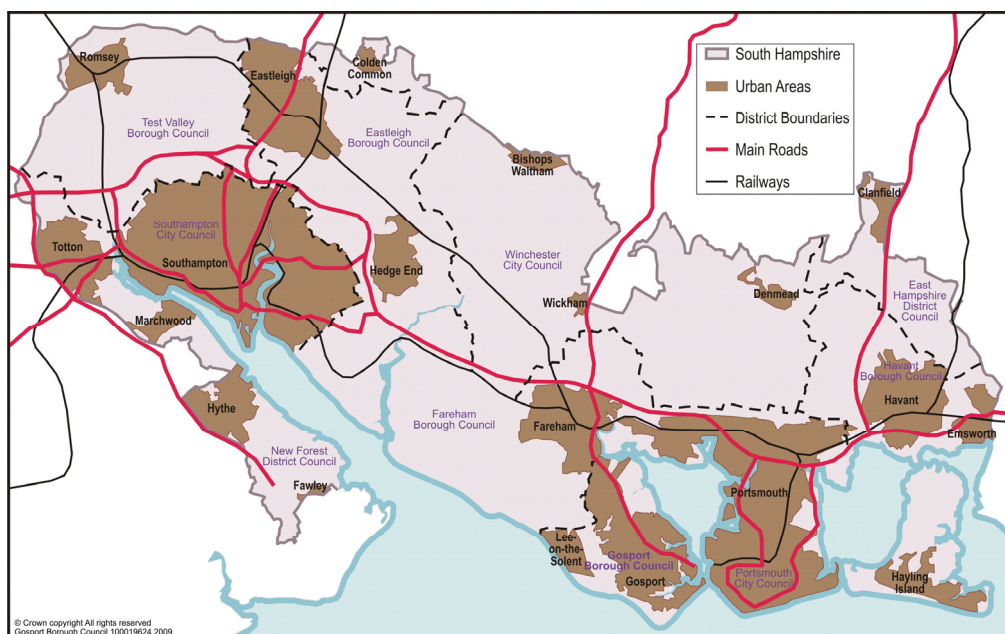
FURTHER INFORMATION

- 2.20 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.

3.0 SUB REGIONAL CONTEXT

- 3.1 In terms of regional planning Gosport is located in the South East of England. The Regional Spatial Strategy for the South East, The SE Plan was published by the Government in 2009. This new Plan provides an updated strategic policy framework for the Region, and places a renewed emphasis on urban regeneration and sustainable development.
- 3.2 The SE Plan recognises that there are distinct sub regions, which because of particular issues require their own strategy. South Hampshire is one of these sub regions (see Plan 2). The Partnership for Urban South Hampshire (PUSH) initially prepared the Sub Regional Strategy and the strategy has been generally endorsed by the Government in the published SE Plan. PUSH is a consortium of local authorities which includes Gosport Borough Council.

Plan 2: Area covered by the South Hampshire Sub Regional Strategy



- 3.3 The aim of the South Hampshire sub regional 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.
- 3.4 The principal objective of the sub regional strategy is to address the economic regeneration and development needs of the sub region by improving its economic performance to at least match the regional average, with a target of achieving a Gross Valued Added (GVA) rate of growth of 3.5% per annum by 2026. This will involve an increase in jobs as well as productivity, requiring land for business development and house building.
- 3.5 The SE Plan proposes that some 2 million square metres of new business floorspace is to be developed within South Hampshire during the Plan period with almost 900,000 sq.m. in South East Hampshire. It will therefore be necessary to allocate land for offices, manufacturing and warehouse uses.

- 3.6 The SE Plan proposes that 80,000 new home should be provided in South Hampshire. The core policy seeks to focus growth on the cities of Southampton and Portsmouth and the main towns. However not all development can be accommodated within the existing urban area. It proposes initially to concentrate development within existing urban areas, then in a number of urban extensions and finally in two 'Strategic Development Areas' (SDA). These SDAs would have a variety of types, sizes and tenures of new housing together with a full range of shopping, local facilities and employment opportunities. One SDA is proposed to the north of Fareham whilst the other is proposed to the north east of Hedge End
- 3.7 The SE Plan makes it clear that over and above existing commitments no new greenfield development is expected in Southampton, Portsmouth, Gosport, the part of the new Forest that lies in the sub region and in Fareham district outside the SDA.
- 3.8 The SE Plan acknowledges that congestion is a major issue on several sections of the Strategic Transport Network including the A32. It also recognises that in order to enhance the economic competitiveness of South Hampshire it is necessary to secure improvements to the strategic network and accessibility to local services, facilities and places of work. The SE Plan seeks to secure these improvements by a range of measures including reducing the need to travel, managing the network and investing in new schemes.
- 3.9 South Hampshire has a dense and complex settlement pattern and accommodates a population of nearly one million people. It is recognised that provision for substantial economic growth and new urban development must be balanced with the retention of the sub region's quality of life and environmental character. Within the urbanised parts of the sub region, there are substantial areas of undeveloped land. The SE Plan recognises that some local authorities may consider that it is necessary to consider the inclusion of local gaps to enable the settlement pattern to be appropriately shaped. These local gaps would need to be justified in the LDF documents.
- 3.10 Within the sub region Gosport Borough has a distinct identity and it is important that this is retained. Large parts of the Borough are already developed and much of the open space is highly valued in terms of nature conservation interest and/or its recreational importance. The provision of local gaps is essential to shaping the settlement pattern and maintaining its local distinctiveness.
- 3.11 Gosport has an important role to play in promoting sustainable economic regeneration in the sub region. A significant amount of land within the Borough is owned by the Ministry of Defence (MoD) and as it continues to rationalise its operations as part of a national review there is the likelihood that some of its land holdings will be released for re-development. These land releases as well as other sites will provide opportunities for economic development which can contribute towards meeting the employment needs of Gosport residents and improving the economic performance of South Hampshire.

4.0 VISION AND SPATIAL OBJECTIVES

VISION

- 4.1 The vision for the Council's Core Strategy is based on 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 as highlighted in the Council's Sustainability Scoping Report. The joint consultation undertaken by the Gosport Partnership and the Borough Council has been fundamental in the process of developing the vision.

2026 SPATIAL VISION FOR GOSPORT

Gosport will take advantage of the regeneration opportunities presented by its attractive and accessible coastal location. It will be a desirable place to live, work and visit, with the needs of the community being met in a well designed and sustainable way. The Borough's carbon footprint will be significantly reduced by being more energy efficient, employing water conservation measures and using recycled materials. Measures will have been taken to avoid adverse impacts of climate change on the community and the local environment.

The opportunities provided by the Waterfront locations along Portsmouth Harbour and at Lee-on-the-Solent will provide a mix of employment, homes, shops, leisure and community facilities. Gosport Town Centre will be revitalised by enhancing the range of quality services and facilities (including retail, financial and professional services, and leisure facilities) that will meet the needs of the local community. The appearance of the Town Centre will be enhanced with strong linkages to the Waterfront. Gosport's maritime heritage will be highly valued and will reinforce the Borough's distinct identity.

Development will take place in accessible areas in order to reduce reliance on the private car. Traffic congestion (especially that related to out-commuting) will be reduced. Gosport will be served by a quick efficient public transport network which will include the reuse of the former Gosport- Fareham railway line. Road access will be enhanced initially by junction improvements to strategic routes serving the Borough and by the provision of a western access road. Water transport will become more important through 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.

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 tourism, marine and high-tech manufacturing sectors. Brownfield land such as the Daedalus site will provide opportunities for maximising business development and growth. Local people will have improved skills and qualifications through the enhancement of educational and vocational training facilities.

There will be a variety of housing types that meet the needs of the local community. There will be a range of affordable housing on offer, people

will have more opportunity to access housing and there will be less

and anti-social behaviour will have been reduced.

SPATIAL OBJECTIVES

- 4.2 The spatial objectives of the Core Strategy reflect the elements outlined in the 2026 Spatial Vision for Gosport and are set out below. They have been amended from those included in the earlier Issues and Options Report to take account of comments received from key stakeholders.

- SO1:** To promote sustainable development in accessible locations making the most effective use of land.
- SO2:** 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.
- SO3:** To minimise energy requirements of development and require the use of renewable energy sources where appropriate in order to mitigate the impact of climate change.
- SO4:** 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.

- SO5:** To create a safe and healthy environment where people want to live.
- SO6:** To ensure that the existing community is served by appropriate infrastructure and that all new development is supported by suitable infrastructure including transport improvements and water management.
- SO7:** 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 are encouraged.
- SO8:** To ensure economic regeneration achieves a more sustainable employment base enabling the growth of key business sectors as well taking opportunities to develop Gosport's tourism industry.
- SO9:** To meet the requirement for housing development identified in the SE Plan with an emphasis on re-use of urban sites, quality design and innovation in layout.
- SO10:** To make provision for a range of housing types and tenures to provide the opportunity for all members of the community to live in a decent home.
- SO11:** To create a high quality Waterfront environment.
- SO12:** To maintain and improve the vitality and viability of Gosport Town Centre maximising the economic regeneration opportunities at the Waterfront.
- SO13:** To maintain and improve facilities in the Borough's centres to meet the needs of local communities.
- SO14:** To provide and promote a range of quality health, education, community, leisure and cultural facilities in locations that are easily accessible.
- SO15:** To conserve and enhance the Borough's historic built environment with particular importance given to those characteristics that provide local distinctiveness.
- SO16:** To create a range of attractive and accessible open spaces and promote participation in active recreation.
- SO17:** To protect and enhance the Borough's biodiversity and geology including natural assets such as the coast and harbour.

- 4.3 It will be necessary for the policies and proposals of the Core Strategy to meet these objectives and thereby deliver the overall vision and address the issues identified in Paragraph 2.20. The relationship between individual policies and the above objectives and identified issues are set out in Appendix 2.

5.0 SUSTAINABLE DEVELOPMENT

Evidence

The Sustainable Development and Climate Change Topic Paper includes more detailed information regarding these issues including the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 1: Supplement: Planning and Climate Change

PPS 23: Planning & Pollution Control

PPS 25: Development and Flood Risk

Sustainable development principles are incorporated into the other Government Planning Policy Statements and Guidance

SE Plan 2006-2026 (Policies CC1-CC4, NRM 11-16, SH8).

SUSTAINABILITY AND CLIMATE CHANGE

Background

- 5.1 The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations. It includes the need to develop vibrant communities, reduce social inequalities and improve accessibility for all members of the community to jobs, health, housing, education, leisure and recreational facilities. It requires that natural resources are used prudently and that the environment is protected and where possible enhanced.
- 5.2 Achieving sustainable development is integral to combating climate change. The Government believes that climate change is the greatest long-term challenge facing the world today and that man made emissions are the main cause. The Borough Council is required to take account of the impacts of climate change when planning for the future, including reducing emissions that contribute to this process and at the same time adapting to the consequences of climate change.

Local Context

- 5.3 The concept of sustainability underpins the Gosport Core Strategy and the Gosport Sustainability Community Strategy. All development will need to accord with key sustainability principles in relation to its location, design and construction. It will be necessary that development and the people using it minimise the use of natural resources including reducing the need to travel.
- 5.4 It is clear that achieving sustainable and environmentally sensitive development across South Hampshire requires joint working and the application of consistent standards. Consequently the Partnership of Urban South Hampshire (PUSH) authorities have been working collaboratively to produce common standards based on Policy SH8 of the SE Plan. There are a number of major challenges facing the sub region, particularly in relation to rising sea levels. In addition the South East of England will be subject to more extreme weather events, increasing average temperatures, drier

summers and greater winter rainfall. Adaptation and mitigation of the impacts of climate change is a fundamental element of the Core Strategy.

Options Considered

- 5.5 National and regional planning policy provides a strong framework in which to develop an overarching local sustainable policy. It will also be necessary to comply with the Habitats Directive and the Water Framework Directive.
- 5.6 The Council's preferred approach will need to reflect the Government's sustainability objectives and will need to accord with the Sustainability Policy Framework developed by PUSH (March 2008).
- 5.7 It is considered that the policy should set out key principles relating to the use of resources including energy, water, raw materials and air quality as well as the use of land including the quality of local habitats, landscape and townscape. There is a need to reduce the impact of development including the reduction of greenhouse gas emissions and ensuring new development adapts to effects of climate change.
- 5.8 One of the key aims of the Core Strategy is to set out the broad locations for development. It is clear that genuine options relating to the broad location of development are limited due to the small size and built up nature of the Borough as well as significant environmental considerations including internationally and nationally important habitats and areas within defined flood Zones. However there are significant opportunities for the development of brownfield land within the Borough which can contribute to its regeneration and meet key PUSH objectives. The overarching sustainable development policy will need to include a set of locational principles consistent with national and regional policy.

SUGGESTED POLICY CS1: SUSTAINABLE DEVELOPMENT & CLIMATE CHANGE

1. Key Sustainable Development Principles:

- a) **The Core Strategy will ensure that new development minimises its impact on climate change and accord with key sustainable development principles by:**
 - i) **Ensuring development is resilient and adaptable to climate change impacts;**
 - ii) **Reducing the use of natural resources including energy and water consumption;**
 - iii) **Reducing potential greenhouse gas emissions;**
 - iv) **Promoting the development of renewable energy resources;**
 - v) **Ensuring new development incorporates best practice principles of urban design;**
 - vi) **Ensuring that new development creates and contributes to a high quality public realm including green infrastructure for the local community;**
 - vii) **Ensuring the quality of the natural environment (biodiversity, water, air and land resources) are protected and enhanced including the consideration of contaminated land and water issues; and**

viii) Ensuring the Borough's built heritage and cultural features are protected and enhanced.

- b) Development should avoid having an adverse impact on the natural or built environment. In exceptional instances where development is unavoidable mitigation measures will be required in accordance with national guidance.

2. Locational Principles:

- a) Development will need to accord with the following locational principles:
- i) Development should take place on sites within the existing urban area;
 - ii) Brownfield sites should be prioritised for development;
 - iii) Development should be located on sites that reduce the need to travel;
 - iv) Higher density development should be located in areas with good access to employment, community facilities and infrastructure.
 - v) All development should be well connected by public transport, cycling and walking, as demonstrated through a design and access statement;
 - vi) There should be an appropriate mix of uses in Gosport to provide a sustainable community;
 - vii) Development proposals will need to accord with the relevant national policy for internationally, nationally and locally important habitats and species.
 - viii) Development will need to reduce the risks of flooding including meeting the sequential test and where required an exception test as set out in PPS25.

Explanation of Policy CS1

- 5.9 Development in the Borough will need to accord with the principles outlined in the above policy as well as more detailed policies contained within the Core Strategy and other Development Plan Documents. Additional guidance will be included in a forthcoming Sustainable Development Supplementary Planning Document (SPD) and form the basis for future development management policies to be included in the forthcoming Site Allocations and Delivery DPD.

Key sustainable development principles

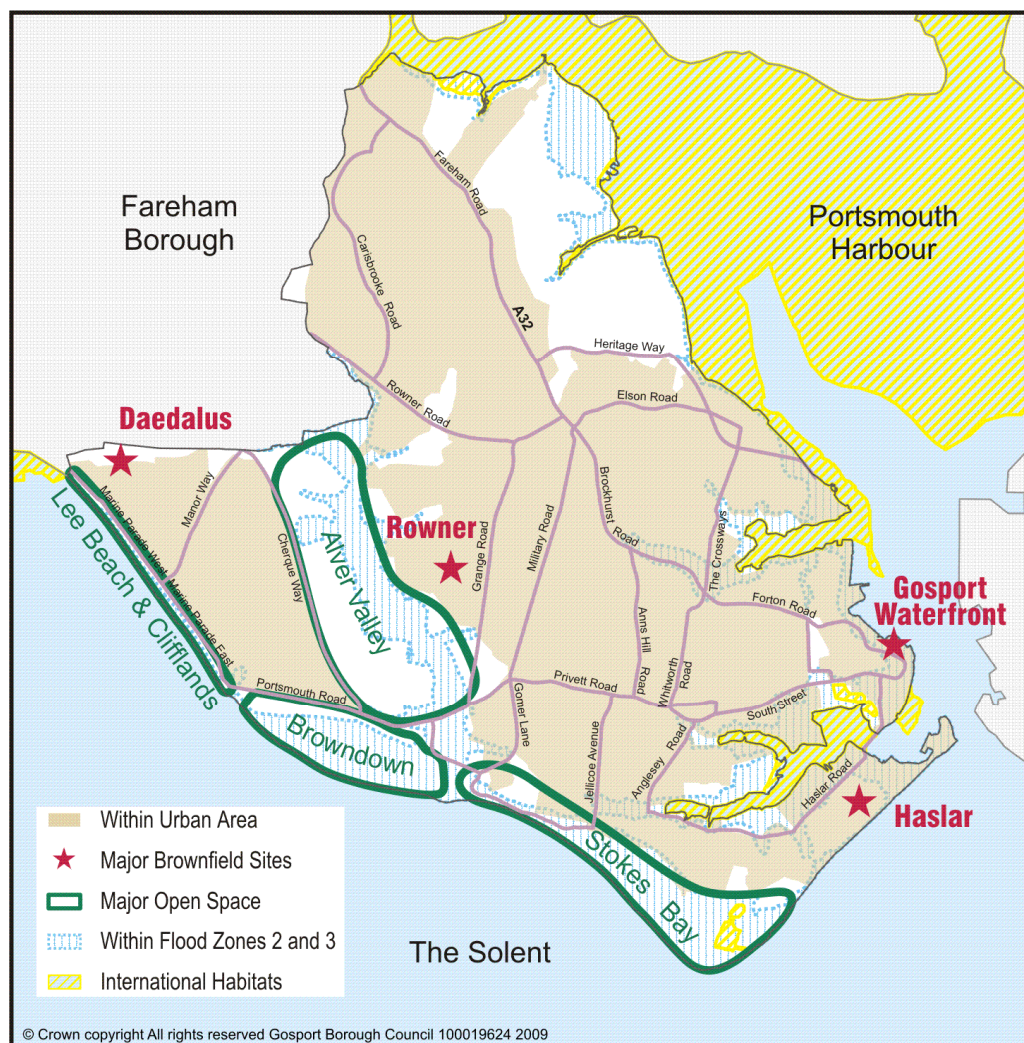
- 5.10 Further elaboration of the sustainability principles which are in accordance with the PUSH Sustainability Framework, are included in more detailed policies contained within the Core Strategy including:

- sustainable construction (Policy CS2);
- renewable energy (Policy CS2);
- green infrastructure (Policy CS5)
- urban design and built heritage (Policy CS12);
- open space (Policy CS20); and
- biodiversity (Policy CS21).

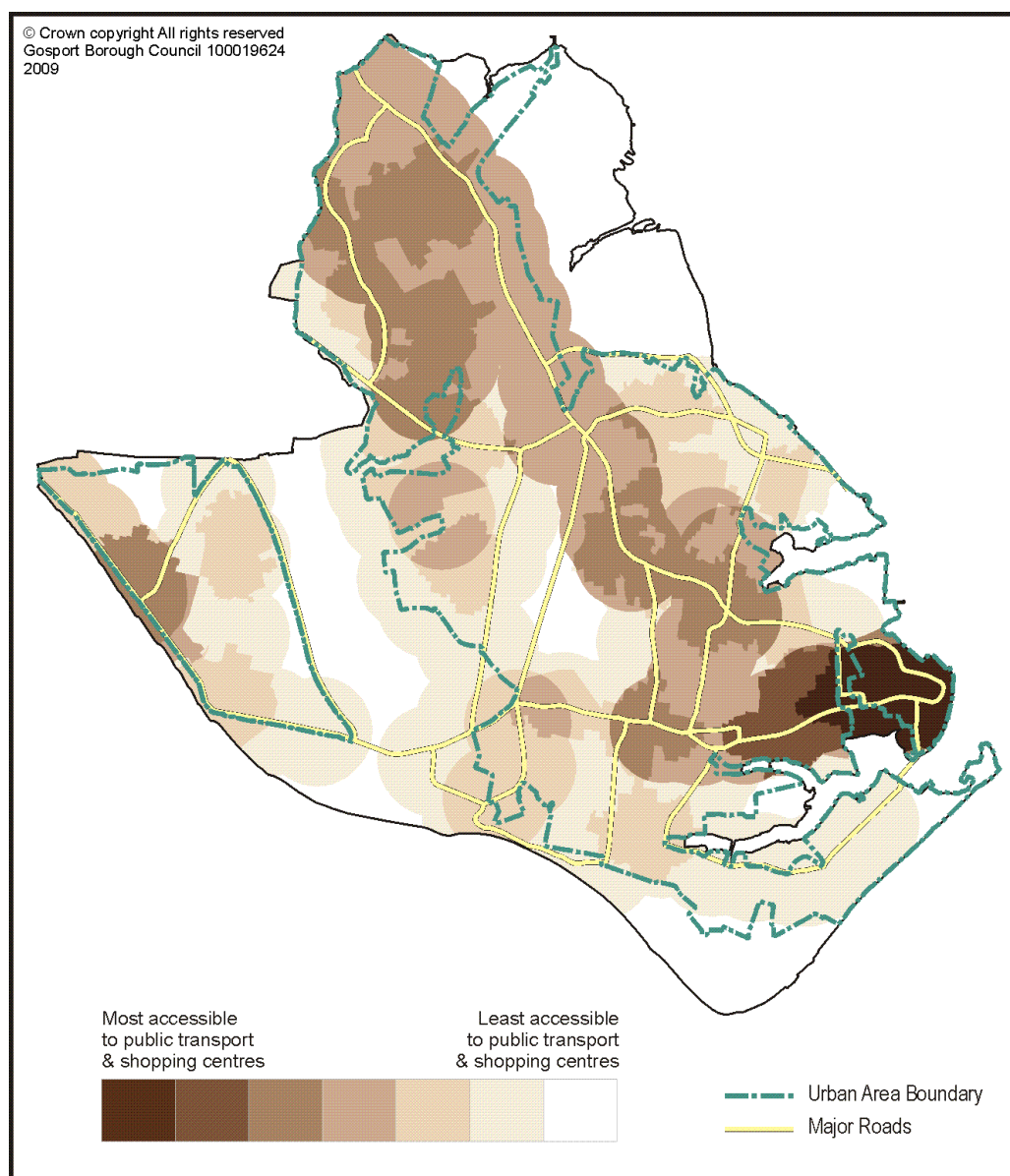
Locational principles

- 5.11 The locational principles set out the broad locations for development which is one of the key purposes of the Core Strategy. Key elements of the locational principles are set out in Plan 3a and 3b below. Plan 3a identifies key land use considerations including flood risk areas, strategic open areas and internationally important habitats. Plan 3b identifies the relative accessibility of locations within the Borough to services available in principal, district and local centres and the frequency of bus services. The most accessible locations are those areas within 400 metres of Gosport Town Centre and within 400 metres of a bus stop served by at least 12 buses an hour.

Plan 3a: Locational Principles: Key Land Use Considerations



Plan 3b: Locational Principles: Accessibility



- 5.12 The existing urban area (criterion 2ai) is defined by the urban area boundary on the Proposals Map and will be reviewed as part of the Site Allocations and Delivery DPD.
- 5.13 Strategic brownfield mixed use sites (criteria 2aii & 2avi) are further explained in the Spatial Strategy (Policies CS3, CS5-CS9). Criterion 2avi refers to the need to ensure that there is an appropriate mix of uses in Gosport. Often the mix of uses on a particular site will depend on a number of factors including the site location, its characteristics, neighbouring uses and the size of the site. It will therefore be important on certain sites to have a mix of uses while other sites may have one or two uses which will contribute to the overall mix of the local neighbourhood.
- 5.14 Ensuring that the Borough has a range of sites with good access to a range of services and employment opportunities in locations with transport choices (as required by criteria 2aiii-v) is a strong element of the Gosport Core Strategy (see Policies CS3, CS13, CS14, CS16, CS18 & CS19). Key environmental

issues including important habitats (criterion 2avii) and flood risk (criterion 2aviii) are dealt with by Policies CS21 and CS22 respectively.

Delivery and Implementation

5.15 This policy will be implemented through:

- the use of national regulations, policy guidance and companion guides;
- detailed guidance will be included in the forthcoming Sustainable Development SPD;
- subsequent detailed policies within the Core Strategy;
- guidance in other Local Development Documents including the Site Allocations and Delivery DPD which will define the detailed boundaries of the urban area and include allocated and safeguarded sites for a variety of uses including residential, employment, open spaces, education, health and community uses; and
- the determination and monitoring of planning applications and appeals.

SUSTAINABLE CONSTRUCTION

Background

- 5.16 In order to reduce the impact of development it will be necessary for development to meet the latest sustainable buildings standards. The Code for Sustainable Homes and the BREEAM standards for non-residential development incorporate a number of considerations including energy, water, use of materials, surface water run-off, waste, pollution, health and well-being, management and ecology.
- 5.17 In addition it is important that the Borough considers the use of renewable energy in order to reduce the Borough's dependency on fossil fuels such as oil, gas and coal and thereby reduce the production of CO₂ emissions.

Local Context

- 5.18 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.

Options Considered

- 5.19 There are basically three options that the Borough Council could consider in relation to sustainable construction:
- Continue with the existing policy that encourages developers to build more sustainably; or
 - Adopt the Government's Code for Sustainable Homes including its proposed timescales; or
 - Adopt the Government's Code for Sustainable Homes with the advanced Partnership for Urban South Hampshire (PUSH) timescales.
- 5.20 The proposed approach to sustainable design as well as the use of renewable energy has been agreed collaboratively by PUSH and will be phased over the period of the SE Plan.

- 5.21 It is considered that there is sufficient justification for the PUSH area to adopt higher standards of the Code for Sustainable Homes at an earlier stage than the Government proposes and similarly that the higher BREEAM standards for other forms of development should be incorporated. The key reasons for the earlier introduction relates to the consideration that the South Hampshire sub region is a growth area with significant development proposed between now and 2026 including 2 million sq.m. of employment floorspace, 80,000 new dwellings and associated community facilities and infrastructure.
- 5.22 This development will be taking place in a sub region which is on a sensitive stretch of coastline with rising sea levels and internationally important habitats. In addition it adjoins 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. The area also includes a number of other important habitats including rivers, woodland and downland. 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. Consequently the advance PUSH timescale is the Council's preferred option.
- 5.23 The Environment Agency has identified the need for water efficiency measures and maintaining and enhancing water quality within the Borough. Such measures will help to reduce the potential pressure on Peel Common wastewater treatment works which is constrained by tight limits on nutrients (nitrate levels) as a result of the Habitats Regulation review of consents process. The proposed consented limit for nitrates 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.

SUGGESTED POLICY CS2: SUSTAINABLE CONSTRUCTION

1. Development ¹ will need to accord with the following minimum Code for Sustainable Homes threshold level and equivalents for non-residential development as set out below:		
	All residential development achieves at least the following level of the Code for Sustainable Homes	Non residential development with a floorspace of over 500sq.m must achieve at least the following BREEAM standards
Until the end 2011	3	BREEAM 'Very Good'
From 2012	4	BREEAM 'Excellent'
From 2016	6	BREEAM 'Excellent'

2. Energy Efficiency:

- a) New development ¹ will be required to demonstrate high standards of energy efficiency in accordance with the above standards.
- b) The Borough Council will continue to work with partners to encourage retro-fitting of existing properties.

3. Renewable Energy:

- a) Development ¹ will need to contribute to the delivery of the South East Plan renewable energy target of 122MW by 2016 for Hampshire and the Isle of Wight.
- b) Developments of more than 10 dwellings or 1000sq.m of non residential floorspace should secure at least 10% of their energy this is not feasible or viable.
- c) Major areas of development will be required to either link to existing local renewable energy or produce its own and also maximise resource efficiency opportunities.

4. Water Resources:

- a) New development will need to achieve a decrease of consumption and waste in accordance with the above standards.
- b) New development will be required to ensure that the water quality of the Borough is maintained and where possible enhanced.

5. Material Resources:

- a) The Borough Council will have regard to the latest material resource strategies (including waste) when considering new development.
- b) The Borough Council will ensure land is made available for the provision of waste facilities to serve the Borough's needs.
- c) New development should use recycled materials and on-site and local secondary aggregate in construction where possible.
- d) 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.

¹ For these purposes, "development" means 1 dwelling or more and 500sq.m or more of non residential floorspace.

Explanation of Policy CS2

Sustainable Construction Standards

- 5.24 When assessing the impact of development on the use of natural resources the Borough Council will have regard to the Code for Sustainable Homes and relevant BREEAM standards.

Energy Resources (efficiency and renewables)

- 5.25 The SE Plan includes a number of policies which will provide the framework for developing more detailed policies and determining planning applications. These policies include:
- Policy CC4: Sustainable Design and Construction;
 - Policy NRM11: Development Design for Energy Efficiency and Renewable Energy;
 - Policy NRM12: Combined Heat and Power;
 - Policy NRM14: Sub Regional Renewable Targets;
 - Policy NRM15: Location of Renewable Energy Development; and
 - Policy NRM16: Development Criteria (for new renewable energy).
- 5.26 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.
- 5.27 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. The forthcoming sustainable development SPD will include further guidance on these issues.
- 5.28 It is important to note that 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% of the total housing stock. 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.
- 5.29 On larger sites it will be necessary 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.
- 5.30 Proposals for renewable energy will need to be considered in the light of other policies in the Core Strategy including the impact on residential amenity, areas of historic character and/or important habitats.

Water resources

- 5.31 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 for each level. The forthcoming sustainable development SPD will include further guidance on this issue.
- 5.32 In relation to water quality it will be necessary to ensure the following:
- 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.

Material resources

- 5.33 The Hampshire Minerals and Waste Core Strategy will be the main document to increase the efficiency of the use of materials in the Borough. Key considerations include:
- Reduce and re-use waste ensuring that development minimises primary aggregate use and encourages the use of high quality building materials made from recycled and secondary resources;
 - Increase recycling and composting ensuring the design of development provides adequate facilities to enable storage, recycling and composting; and
 - Ensure specialist facilities are provided including energy recovery from waste biomass.

Delivery and Implementation

- 5.34 This policy will be implemented through:

National and regional guidance

- the use of national regulations, policy guidance and companion guides;
- the use of the sustainability and energy policies in the SE Plan;
- the use of the relevant policies of the Hampshire Minerals and Waste Core Strategy;

SPD

- guidance produced by PUSH which will be used as the basis for the forthcoming Sustainable Development SPD;

Development Management

- the determination and monitoring of planning applications and appeals.

Partnership Working

- collaborative work by PUSH authorities to investigate the possibilities of renewable energy in the sub region (including prioritising actions resulting from the ARUP Renewable Energy Study commissioned by PUSH);
- local initiatives implemented by the Borough Council or partner organisations to improve energy efficiency and raise awareness of the use of resources;

6.0 SPATIAL STRATEGY AND INFRASTRUCTURE

SPATIAL STRATEGY

Evidence

The Spatial Strategy Topic Paper includes policy context, key findings of consultation to date, a summary of evidence and detailed consideration of options for the Borough's Spatial Strategy.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 1: Supplement: Planning and Climate Change

PPS 12: Local Spatial Planning

Various other PPSs and PPGs are relevant to particular issues such as housing (PPS3), employment (PPG4) consultation draft (PPS4), retail and leisure (PPS6) consultation draft (PPS4), transport (PPG13), open space (PPG17) and flood risk (PPS25)

SE Plan 2006-2026 (SP1, SP3, SP4, CC3, CC5, CC6, CC7, CC8, RE1, RE2, RE3, RE5, RE6, H1, H2, T1, NRM4, NRM5, NRM7, NRM8, NRM9, C5, C6, BE1, S1, S2, S3, S5, S6, SH1, SH3, SH4, SH5, SH7, SH8).

Background

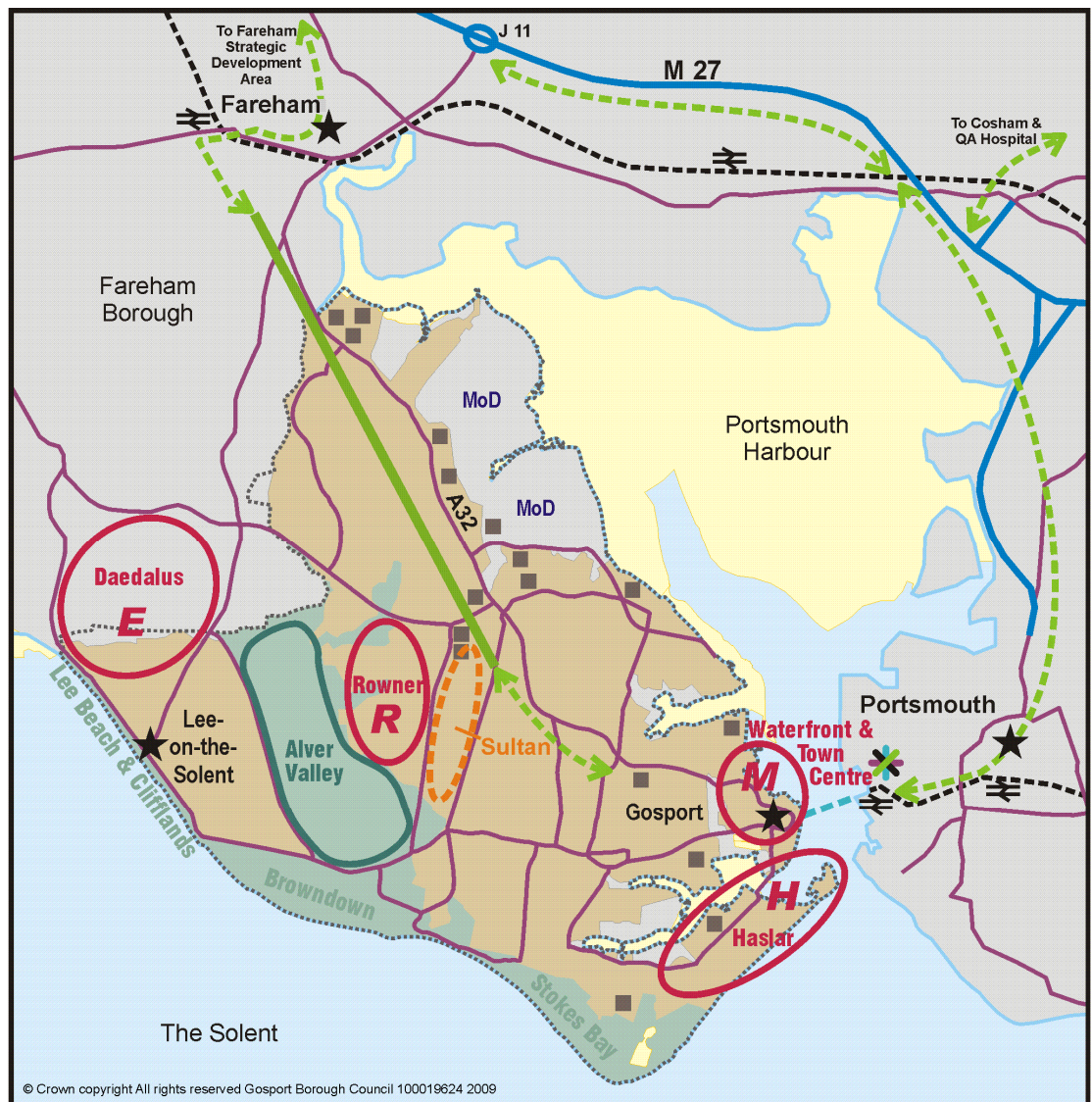
- 6.1 The Spatial Strategy for Gosport sets out the level of development to be accommodated in the Borough over the period to 2026 together with the broad locations for development and the identification of specific strategic sites. The Spatial Strategy is the key driver for delivering the Borough's vision as set out in the Sustainable Community Strategy.
- 6.2 The Spatial Strategy includes three elements:
 - the overarching Spatial Strategy;
 - infrastructure requirements; and
 - the green infrastructure policy.
- 6.3 More detailed matters relating to each use are considered elsewhere in the Core Strategy including employment land considerations, the mix and affordability of residential development and the provision of green infrastructure, recreation, health, education and community facilities.

Local Context

- 6.4 The Spatial Strategy is based on the South Hampshire Strategy developed by PUSH and incorporated within the SE Plan. The Strategy is based on emerging evidence from a variety of sub regional and local studies which are detailed in the accompanying Spatial Strategy Topic Paper.
- 6.5 The SE Plan places significant emphasis on the need to increase the economic performance of the sub region by increasing jobs and productivity. 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.

6.6 Plan 4 provides the overall context for the Spatial Strategy including the location of the proposed strategic areas.

Plan 4: Spatial Strategy



- | | |
|-----------------------------------|--|
| Borough Boundary | Strategic Area for Green Infrastructure |
| Motorway | Strategic Area for Regeneration |
| Major Roads | <i>E</i> - Employment Led |
| Railway | <i>R</i> - Residential Led |
| Indicative BRT Route (phase 1) | <i>H</i> - Health Led |
| BRT Future Phases | <i>M</i> - Mixed Use |
| Ferry | Employment Priority Site (if released by MoD) |
| Regional Transport Hub | Existing Key Employment Sites |
| Town and City Centres | Major Operational MoD Sites |
| Urban Area within Gosport Borough | Major Open Spaces |
| | International Nature Conservation Designations |

Options Considered

- 6.7 The Borough Council's Spatial Strategy will need to accord with the sustainable and locational principles set out in Policy CS1 including the need to direct development to brownfield sites within the urban area.
- 6.8 It is clear from the Council's evidence that there is a need to provide more jobs in the Borough in order to provide a more 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 and emerging business clusters. The re-use of brownfield sites to regenerate the Borough is the key focus of the Borough's Spatial Strategy. The 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.
- 6.9 In order to deliver the Spatial Strategy a number of strategic sites have been identified which will be integral for delivering the overall strategy. The development sites are all brownfield sites and offer significant regeneration benefits incorporating a number of potential uses.

Employment

- 6.10 Gosport's Spatial Strategy will need to accord with the wider sub regional framework which focuses on economic led regeneration. The South Hampshire Strategy requires that nearly 900,000 sq.m. of net additional floorspace is provided in South East Hampshire. As a result of collaborative work with the other PUSH authorities it has been established that the Borough should provide at least 81,500 sq.m. of net additional employment floorspace between 2006 and 2026. A detailed justification of this figure is set out in the Spatial Strategy Topic Paper and the draft Employment Land Review. The PUSH Employment Policy Framework makes it clear that this figure is only an indicative minimum which establishes that South Hampshire can meet the SE Plan requirement. Authorities are encouraged to exceed this figure, taking into account the findings of their employment land reviews, in order to maximise the economic regeneration of the area.
- 6.11 The draft Employment Land Review indicates that about 68,500 sq.m. of net additional employment floorspace has been identified (see Table 1) from a variety of sources including existing permissions and allocations such as Daedalus. Therefore at least 13,000 sq.m. of employment floorspace is required in order to meet the minimum figure set out by PUSH. Consequently the Borough is reliant on the use of land from future MoD land releases (potentially HMS Sultan, Royal Hospital Haslar and any releases at Blockhouse) to meet its employment land requirements. It is considered that an initial phase of employment development at HMS Sultan, which is currently used as a training base, may come forward at the end of the Plan period and that this site should be designated as an Employment Priority Site if released by the MoD.
- 6.12 The re-organisation and intensification of existing employment sites may contribute to the overall target. It will be important that existing employment sites are safeguarded and where possible refurbished/redeveloped to meet modern business needs.

Table 6.1: Employment Floorspace supply as at 1 April 2008

	Net additional floorspace (sq.m)	Gross additional floorspace (sq.m)
Total completions (1 April 2006- 31 March 2008)	-395 *1	1,820
Outstanding planning permissions	10,156	9,522
Potential floorspace within existing employment sites	2,500	2,500
Allocations *2 and other identified available sites	39,700	89,900
Additional identified sites through Employment Land Review process *3	16,500	16,500
Sub Total	68,461	120,242
Additional identified sites through Employment Land Review process without floorspace estimates *4	Significant potential not yet possible to estimate	
HMS Sultan 1 st Phase *5	Employment Priority Site if released	
Potential to exceed PUSH target for Gosport of 81,500 sq.m.	The use of land released by the MoD for employment purposes will ensure that the Borough Council exceeds the minimum requirement of 81,500 sq.m. net additional employment floorspace set out in the PUSH Policy Framework for employment floorspace	

*1 This is a net figure which includes the loss of an employment building in the 2006/07 period.

*2 Includes provision at Daedalus and the Gosport Waterfront (Coldharbour and Bus Station sites) which have been identified in the Local Plan Review for employment use and Land off Grange Road (south of Hutamaki) where employment is identified as an alternative to the transport depot which is no longer required.

*3 Includes Civil Service Sports Ground (excludes open space part) and Retained area at Royal Clarence Yard (part of the Waterfront Strategic site)

*4 Significant potential at Royal Hospital Haslar site/Blockhouse has yet to be quantified. Further details will be included for the Submission version.

*5 HMS Sultan is considered to be an Employment Priority Site, if released by the MoD following the relocation of the training facilities to south Wales, in 2017. Consequently it will become the major employment site in the Borough. It will be necessary for such releases to more than compensate for the loss of existing employment on these sites.

Housing

- 6.13 The SE Plan requires 2,500 dwellings to be provided in Gosport Borough over the plan period. The latest housing trajectory taken from the Strategic Housing Land Availability Assessment (SHLAA) is included in Appendix 1. The proposed housing will assist in meeting the needs of the local population and consequently issues such as affordability, tenure, size and special requirements will need to be fully considered. It has been demonstrated that the Borough is likely to exceed the 2,500 figure (see Table 6.2).

**Table 6.2: Housing supply as at 1st April 2008 (net)
Requirement in the SE Plan (2006-2026): 2,500 dwellings**

	Net Dwellings
Completions (1/4/06-31/3/08)	963
Existing permissions (1/4/08):	834
Outstanding Allocations (as identified in the Gosport Borough Local Review) <i>Daedalus</i>	200
Additional sites <i>Rowner Renewal</i>	199
<i>Priddys Hard Heritage Area Proposal</i>	100
Additional potential sites over 10 units (as identified by the SHLAA*)	151
Small Site Windfall Allowance (2017-2026) (as identified by the SHLAA*)	312
Total Identified	2,759

* SHLAA- draft Strategic Housing Land Availability Assessment (GBC 2009)

- 6.14 This table does not include the potential housing at the Gosport Waterfront strategic area, which has an outstanding Local Plan Review allocation of 50 dwellings at Coldharbour. This figure is being reviewed as part of the forthcoming masterplanning process to ascertain a more detailed assessment of mixed uses for the site. In addition to the dwellings identified in Table 2, it may be necessary to allow for an increased level of housing development at Daedalus, and some provision on the Haslar peninsula, in order to enable the viable development of a mix of uses such as employment and community facilities to achieve economic and social benefits. In such cases it will be necessary for the developer to provide a robust justification and ensure sufficient information is available in order that the viability of a scheme can be fully assessed.
- 6.15 The Government in PPS12 requires local planning authorities to demonstrate flexibility including making provision, where appropriate, for greater levels of growth. In order to address the issue of exceeding the SE Plan housing requirements, the Borough Council is currently undertaking work in relation to its Sustainability Appraisal, Habitats Regulation Assessment and infrastructure requirements. This is to ascertain whether there are any adverse environmental, economic and social implications and whether these can be mitigated. Consequently a scenario of 4,000 net additional dwellings is being tested. It should be made very clear that this is not a target the Borough Council is intending to reach but a theoretical level in order to properly test housing figures above the 2,500 requirement. It is considered necessary to undertake this work in order to demonstrate to a Planning Inspector at the Examination in Public that implications have been fully considered in order that the Core Strategy can be found 'sound'.

Retail and Town Centre Uses

- 6.16 It is clear from Government guidance that retail development should be focussed in the existing centres in accordance with the overall hierarchy of centres. Gosport Town Centre is the primary centre in the Borough and is recognised as an important centre in the sub regional strategy. Consequently it is considered that Gosport Town Centre will be the focus for a range of town centre uses including retail, leisure and community and office employment services. The Core Strategy aims to ensure that new opportunities to enhance retail and leisure facilities are taken, making the most of Gosport's superb Waterfront setting. The evidence set out in the Council's Retail Study

suggests that 4,000 sq.m. of floorspace should be accommodated in the Borough based on a 2,500 dwelling scenario with the potential for 5,000 sq.m. for a higher growth scenario of 4,000 dwellings. This is based on Gosport Town Centre retaining its current limited 6.1% market share of comparison expenditure and 16% of convenience expenditure.

- 6.17 As the town centre has been assessed as being vulnerable to outside competition it is considered that in order that the town centre thrives it will be necessary to 'claw-back' the significant leakage of expenditure from the Borough and that a market share of 18% of comparison expenditure and 8% of convenience expenditure should be a reasonable target which reflects Gosport's position in the South Hampshire hierarchy. This increased market share would require approximately 11,000 sq.m. net additional new retail floorspace in the Borough. This development could take place within Gosport Town Centre and as part of new development on the adjacent Gosport Waterfront site.
- 6.18 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 Rowner Renewal Project to assist with the regeneration of the neighbourhood.

Open Space

- 6.19 The Borough has a range of open spaces that need to be safeguarded to serve the densely developed Borough in order to provide recreational opportunities as well as providing visual, health, and environmental benefits.
- 6.20 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. The detailed boundaries are currently shown on the Proposals Map and will be reviewed through the Site Allocations and Delivery DPD.
- 6.21 The Alver Valley represents the main area of separation between Gosport and Lee-on-the-Solent and will be developed as a Country Park. The Alver Valley Country Park will be the main focus for green infrastructure in the Borough linking with the wider strategic and local open space network. 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 locations in the sub region.
- 6.22 As part of the wider open space strategy it will be necessary to consider improving linkages between open spaces and the wider countryside beyond the Borough boundary and access to local open spaces from residential areas. These issues are further considered as part of Policy CS20.

Community uses

- 6.23 The Borough aims to ensure that high quality and accessible health, care, education, leisure and cultural facilities are provided in the Borough with key existing facilities being safeguarded and improved. A number of strategic sites offer the potential to accommodate community facilities. The Royal Hospital Haslar site in particular is considered suitable for medical, health and care facilities as well as other community/leisure uses. Further consideration is included in the relevant strategic site policies. It will be important to protect

community facilities on existing sites. New facilities on non-strategic smaller sites will be identified in the Site Allocations and Delivery DPD.

SUGGESTED POLICY CS3: SPATIAL STRATEGY

1. The Core Strategy will make provision for the following over the period 2006-2026:	
Employment:	a minimum of 81,500 sq.m net additional floorspace
Housing:	a minimum of 2,500 net additional dwellings
Retail:	Up to 11,000 sq.m net additional floorspace.
<p>2. Development will be focussed at the following strategic areas:</p> <ul style="list-style-type: none"> a) The Gosport Waterfront and Gosport Town Centre (mixed-use); b) Daedalus (mixed-use employment led); c) The Haslar Peninsula at Royal Hospital Haslar site (mixed-use medical/health/care led) and Blockhouse (mixed-use leisure/ maritime use led); and d) Rowner Renewal (mixed-use residential led). <p>3. The Alver Valley will be identified as a Strategic Area and will be the location of a Country Park and form part of the Borough's strategic green infrastructure together with Browndown, Stokes Bay and Lee-on-the-Solent seafront.</p> <p>4. In addition HMS Sultan is considered to have significant development potential for a predominantly employment led scheme and is identified as an Employment Priority Site.</p> <p>5. The character and function of the settlement gaps between Gosport/Fareham and Lee-on-the-Solent/Stubbington will be preserved.</p> <p>6. Areas outside of the urban area will be safeguarded from development unless they are appropriate recreational uses or development essential to the operational requirements of public and other essential services.</p> <p>7. Other significant site releases not yet identified will be included in future forthcoming Site Allocations and Delivery DPDs.</p> <p>8. The Borough Council will safeguard existing employment sites, open spaces and community facilities and these will be identified in the Site Allocations and Delivery DPD.</p>	

Explanation of Policy CS3

Amount and Location of Development

- 6.24 Detailed proposals will need to accord with the Sustainable Development Policies (CS1 & CS2) and the development management policies which are currently the saved policies of the Gosport Local Plan Review (see www.gosport.gov.uk/localplanreview). These will be replaced by updated policies in the forthcoming Site Allocations and Delivery DPD.
- 6.25 In order to deliver the Spatial Strategy it will be necessary to ensure that development is supported by sufficient infrastructure (CS4) such as roads, utilities and facilities including health and education as well as green infrastructure (CS5). There is a separate policy for each of the identified strategic sites (CS6-11). There are also more detailed policies relating to employment, housing, retail centres, open space and community facilities.
- 6.26 In addition to the strategic sites it has also been necessary to identify HMS Sultan for development potential. However due to the uncertainty regarding the release dates of HMS Sultan the site has not been identified as strategic site at present but it has been made clear that should this site be released it will be an employment-led scheme.

Protection of areas outside of the urban area

- 6.27 Areas outside of the urban area including the settlement gaps between Gosport/Fareham, and Lee-on-the-Solent/Stubbington are currently shown on the Proposals Map and safeguarded by saved Policy R/OS1 of the Gosport Local Plan Review. The Core Strategy will continue to safeguard these areas. The detailed wording of the policy to be used for development management purposes and the boundaries will be reviewed as part of the Site Allocations and Delivery DPD.

Delivery and Implementation

- 6.28 This policy will be implemented through the development of strategic sites which will include a number of measures:

Core Strategy

- A Gosport Infrastructure Delivery Plan will be included with the Submission Version of the Core Strategy.

Sites Allocations and Delivery DPD

- Smaller development sites and sites to be safeguarded for a particular use will be identified in the forthcoming Site Allocations and Delivery DPD.

SPD

- The production of development briefs to be adopted as SPDs for sites including the Gosport Waterfront and Daedalus. These will include working with landowners/developers and involve key stakeholders and the general public at the relevant stages of preparation.

Partnership Working

- The Rowner Renewal Partnership which includes the Homes and Communities Agency (HCA), Portsmouth Housing Association, Taylor Wimpey, Hampshire County Council and Gosport Borough Council will continue to work together with other agencies to redevelop the Rowner Village area and deliver significant regeneration benefits;

- The use of the Alver Valley Masterplan to establish the Country Park. This will involve the Borough Council working with Groundwork Solent and other partners.

Development Management

- The determination and monitoring of planning applications and appeals; and
- The use of Section 106 agreements to secure on-site and/or off-site infrastructure and /or developer contributions in association with new development.

INFRASTRUCTURE

Evidence

The forthcoming Infrastructure Topic Paper will include more detailed information including the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options. The Borough Council will also be producing an Infrastructure Assessment as a background study to support the Core Strategy.

Background

- 6.29 In order to deliver the Spatial Strategy it is necessary to ensure that there is sufficient infrastructure to serve local residents as well as businesses, workers and visitors.
- 6.30 Delivering a high quality environment and a sustainable pattern of development are at the heart of the Core Strategy. New development may need a number of different infrastructure requirements to support it. Phased delivery of strategic and local infrastructure is a key component of delivering the Core Strategy. Such infrastructure provision includes (but is not exclusive to) transport, water supply, waste water treatment, flood defences, public utilities, affordable housing, health, education, recreation and social facilities.

Local Context

- 6.31 The Council considers that the Borough currently has insufficient infrastructure, particularly in relation to transport. This has been acknowledged by PUSH and consequently the SE Plan housing figure was set at the lower figure of 2,500 dwellings to be built between 2006 and 2026 in order to reflect the congestion problems of the Peninsula.
- 6.32 Policy CC7 of the SE Plan acknowledges that the scale and pace of development depends on sufficient capacity being available in existing infrastructure to meet the needs of new development. Where this cannot be demonstrated development will be dependent on additional capacity being released through demand management measures, better management of existing infrastructure or through the provision of new infrastructure.

Options Considered

- 6.33 In order to meet the Core Strategy 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. Consequently the only broad option is for the Core Strategy to help maintain existing infrastructure and enable new infrastructure to be developed by ensuring the Borough Council works in partnership with a range of key stakeholders including developers, infrastructure providers and the local community.

- 6.34 The key options regarding infrastructure therefore relates to how, when, and where the necessary infrastructure is provided and by who. Details of the current known requirements are contained in the Council's draft Gosport Infrastructure Assessment (2009) with a summary table contained in the Implementation and Monitoring Section of the Core Strategy (Section 17).
- 6.35 It will be necessary to consider contingency plans if certain elements of infrastructure are not provided and the consequent implications for delivering the Core Strategy. Work is ongoing on a number of key infrastructure requirements which will further inform the Core Strategy at submission stage. This includes the forthcoming assessment on road capacity in South East Hampshire and the PUSH Green Infrastructure Strategy as well as more detailed work on flood defence requirements and renewable energy.
- 6.36 The Borough Council's assessment of infrastructure requirements will need to be kept under review over the plan period as inevitably infrastructure needs will emerge that have not been identified at the present time. This will inform future decisions on infrastructure requirements.

SUGGESTED POLICY CS4: INFRASTRUCTURE

- 1. In order to support the proposed type and scale of development set out in the Core Strategy it is essential that this is supported by an appropriate level of infrastructure.**
- 2. Development will be permitted provided the necessary, physical, social, community and environmental infrastructure needed to support the development is either already available or can be appropriately phased.**
- 3. The Borough Council and its partners will continue to work together to review existing provision and identify new infrastructure needs within the Borough throughout the plan period of the Core Strategy.**
- 4. It will be necessary to ensure the appropriate type of infrastructure is provided to support the anticipated scale of development. This includes but is not limited to:**
 - Transport;**
 - Water supply and treatment ;**
 - Adequate land or funding has been provided for waste; management infrastructure;**
 - Education facilities;**
 - Open space and other green infrastructure;**
 - Leisure and sports facilities;**

- **Community facilities; and**
- **Renewable energy.**

5. It will be necessary to ensure that the transport schemes identified by the relevant authority are brought forward as soon as possible including the following improvements:

- **Bus Rapid Transit and associated proposals;**
- **A32 improvements;**
- **western access to A27/M27;**
- **water transport;**
- **bus network including the promotion of Premium Bus Network; and**
- **cycling and pedestrian networks.**

6. Where appropriate, the Council will seek developer contributions towards a range of infrastructure provision in accordance with the Council's latest standards.

Explanation of Policy CS4

6.37 Policy CS4 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 currently known infrastructure requirements set out in Section 17 will form the basis of an Infrastructure Delivery Plan at the submission stage.

Public sector funding for infrastructure projects

6.38 Some form of public finance remains the primary source of funding for most forms of infrastructure, particularly large scale projects, although this can take various forms (for example directly from the Government, the South East Economic Development Agency (SEEDA), public service providers or public/private funding arrangements).

6.39 The Borough Council, particularly as part of PUSH, will continue to secure funds to overcome the current infrastructure deficit and ensure growth within the sub region is supported by the required level of services and facilities. For example, the first phase of the proposed Bus Rapid Transit system linking Gosport and Fareham has recently secured £20 million investment from the Government.

Planning Obligations

6.40 Planning obligations are the main method of securing infrastructure related to the requirements and impacts of new development. Infrastructure may be required on-site, off-site or in the form of developer contributions to part fund a particular related need in the vicinity. The Government's Circular 05/2005 Planning Obligations sets out the guidance for ensuring that planning obligations are necessary, relevant to the proposed development and reasonable in all other aspects.

6.41 Policy CS4 will enable infrastructure requirements to be negotiated to support development on strategic sites as well as other unidentified sites in the Borough. An outline of requirements for each strategic area is set out in each site specific policy (CS6-CS11). Further details of infrastructure requirements for specific areas will be included in SPDs or relevant supporting information.

- 6.42 In relation to developer contributions the Borough Council already collects these funds for a number of key infrastructure requirements including transport, affordable housing, education and open space. These requirements are currently set out in the saved policies of the Local Plan Review (including Policies R/DP3, R/T4, R/H5, R/CF3, R/CF6 and R/OS8). A number of the Council's requirements are set out as a tariff per dwelling using a formula to determine appropriate contributions. This is a similar approach to the proposed Government's Community Infrastructure Levy (CIL).
- 6.43 The Borough Council will review the standards, requirements and formula of its developer contribution policies as part of the forthcoming Site Allocations and Delivery DPD. It will also set out how monies collected will be spent. As part of this review the Borough Council will consider the Government's latest guidance on the CIL as well as the opportunities for a common approach with other PUSH authorities. It will also be necessary to consider the findings of key studies such as the PUSH Green Infrastructure Strategy and the latest information regarding transport infrastructure.

Delivery and Implementation

- 6.44 This policy will be implemented through:

Core Strategy

- A Gosport Infrastructure Delivery Plan will be linked to the submission version of the Core Strategy;
- Identification of land for strategic infrastructure schemes; and
- Identification of mechanisms to deliver infrastructure to support development within strategic areas.

Site Allocations and Delivery DPD

- Identification of land required for certain infrastructure improvements;
- Development management policies; and
- Latest requirements and standards for developer contributions for a variety of infrastructure.

Site specific SPD

- Identification of detailed infrastructure required to deliver site proposals.

Development Management

- The determination and monitoring of planning applications and appeals; and
- The use of Section 106 agreements to secure on-site and/or off-site infrastructure and /or developer contributions in association with new development.

Programmes and Proposals by Infrastructure Providers including:

- Gosport Borough Council: open spaces, cemetery, environmental enhancements;
- Hampshire County Council: education, social services, transport;
- Water Companies;
- Environment Agency: Flood defences in partnership with local authorities and private organisations;
- Health authorities; and

- Others where appropriate.

GREEN INFRASTRUCTURE

Background

- 6.45 The SE Plan stresses the importance of providing green infrastructure. This includes parks and 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.
- 6.46 Natural England states that green infrastructure should be strategically planned and be designed and managed as a multifunctional resource. It should be capable of delivering a range of ecological services and quality of life benefits. It should also respect and enhance the character and distinctiveness of an area with regard to habitats and landscape types.
- 6.47 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.
- 6.48 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. Green infrastructure also embraces the management of environmental processes such as sustainable drainage systems.

Local Context

- 6.49 The SE Plan recognises the importance of green infrastructure and Policy CC8 states that local authorities and partners should work together to plan, provide and manage connected and substantial networks of accessible multi-functional green space.
- 6.50 The PUSH authorities are currently producing a Green Infrastructure Strategy which will set a policy framework for green infrastructure at a sub regional level and set standards for provision. It will give a clear indication of how these priorities should be reflected in each local authority LDF. The findings of this strategy will inform the Gosport Core Strategy.

Options Considered

- 6.51 It is clear from guidance produced by the Government and Natural England of the importance of protecting and enhancing green infrastructure. There is increasing recognition of all the recreational, health and environmental benefits which arise from securing a good network of interlinked sites. Existing policies in the Gosport Local Plan Review recognise the importance of open spaces and include strong policies to protect and enhance such facilities. It is acknowledged that such spaces are multifunctional and one of the key strategic priorities for the Council is to create the Alver Valley Country Park which will be located on a significant urban fringe site.

- 6.52 When considering options for green infrastructure it is recognised that the Borough Council needs to continue to safeguard and enhance existing open spaces and create new areas where appropriate. There is greater recognition of the need to consider Gosport's open spaces within a sub regional context with greater emphasis on connections along the coast and to adjacent countryside areas. There is also recognition of the importance of green infrastructure at a neighbourhood scale including street trees, green roofs, communal gardens and allotments as well as incorporating habitats within existing facilities such as formal open spaces. It will be necessary for the eventual submitted Green Infrastructure Policy and proposals to reflect the findings of the emerging PUSH Green Infrastructure Strategy.

SUGGESTED POLICY CS5: GREEN INFRASTRUCTURE

- 1. The provision of green infrastructure will be sought through the protection and enhancement of natural assets.**
- 2. New multi-functional areas of green space will create opportunities for recreation, tourism, public access, education, biodiversity, water management and healthy living.**
- 3. Green infrastructure will be required as part of new development to assist in mitigating, and adapting to, the effects of climate change.**
- 4. Green infrastructure will be protected and enhanced through:**
 - a) safeguarding corridors that connect locations of natural heritage, green space, biodiversity and other environmental interest;**
 - b) not permitting development that compromises the integrity of the overall green infrastructure network;**
 - c) using developer contributions to facilitate improvements to their quality and robustness; and**
 - d) investing in appropriate management, enhancement, restoration and the creation of new resources.**

Explanation of Policy CS5

- 6.53 Multifunctional uses include recreational, wildlife and cultural experiences which can contribute to a healthy lifestyle as well as delivering benefits such as flood protection and microclimate control.
- 6.54 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.

Delivery and Implementation

- 6.55 This Policy will be implemented through:

Core Strategy

- Identification of the Alver Valley as a green infrastructure site (CS11); and

- The inclusion of more detailed policies that recognise the importance of Sustainable Drainage System (SuDS), incorporate measures that protect and enhance biodiversity, support the provision of green roofs, protect and enhance open spaces and seek developer contributions to support new development.

Site Allocations and Delivery DPD

- Identification of existing open spaces and proposals for new open spaces;
- Development management policies; and
- The latest requirements for developer contributions with open space/green infrastructure standards.

SPD

- A Design SPD with a Landscape and Townscape assessment; and
- Sustainability SPD.

Strategies informing the Local Development Framework

- The continued cooperation of PUSH authorities and other key stakeholders in developing a common Green Infrastructure Policy Framework for South Hampshire;
- Countryside Access Plan for the Solent (Hampshire County Council 2008)
- The preparation and adoption, at appropriate intervals by the Borough, of a variety of strategies that identify the priorities regarding particular types of open spaces (eg playing pitches, play spaces, parks);
- The use of UK and Hampshire Biodiversity Action Plans (BAP) and the development of a local Gosport BAP;
- Strategies that protect the integrity of the internationally important bird sites and habitats such as the Brent Goose Strategy (to be replaced by a Waders Strategy) and the Solent European Marine Site Management Scheme.

Development Management

- The use of design and access statements to clearly demonstrate that green infrastructure including the provision of open space is an integral part of a proposed new development;
- The determination and monitoring of planning applications and appeals; and
- The use of Section 106 agreements to secure on-site and/or off-site infrastructure and/or developer contributions in association with new development.

Implementation by the Borough Council and Partners

- Creation of the Alver Valley Country Park which will create a range of formal and informal spaces for a range of activities;
- Creation of other open spaces to enhance the local network (including the Priddy's Hard Ramparts);
- Ongoing work by the Council to provide high quality open space with a range of activities and facilities that are valued by the local community; and

- Work undertaken by the Council and other landowners including Hampshire County Council and Defence Estates to enhance the Borough's biodiversity through appropriate management.

7.0 STRATEGIC AREAS

Evidence

The Spatial Strategy Topic Paper includes the evidence and detailed consideration of options for the Borough's Spatial Strategy. Detailed evidence for sites can be found in a number of documents including the draft Strategic Housing Land Availability Assessment (SHLAA), the draft Employment Land Review, the Town Centre: Retail, Leisure and Office Study and the Open Space Monitoring Report.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 1: Supplement: Planning and Climate Change

PPS 12: Local Spatial Planning

Various other PPSs and PPGs are relevant to particular issues such as housing (PPS3), employment (PPG4) consultation draft (PPS4), retail and leisure (PPS6), transport (PPG13), open space (PPG17) and flood risk (PPS25)

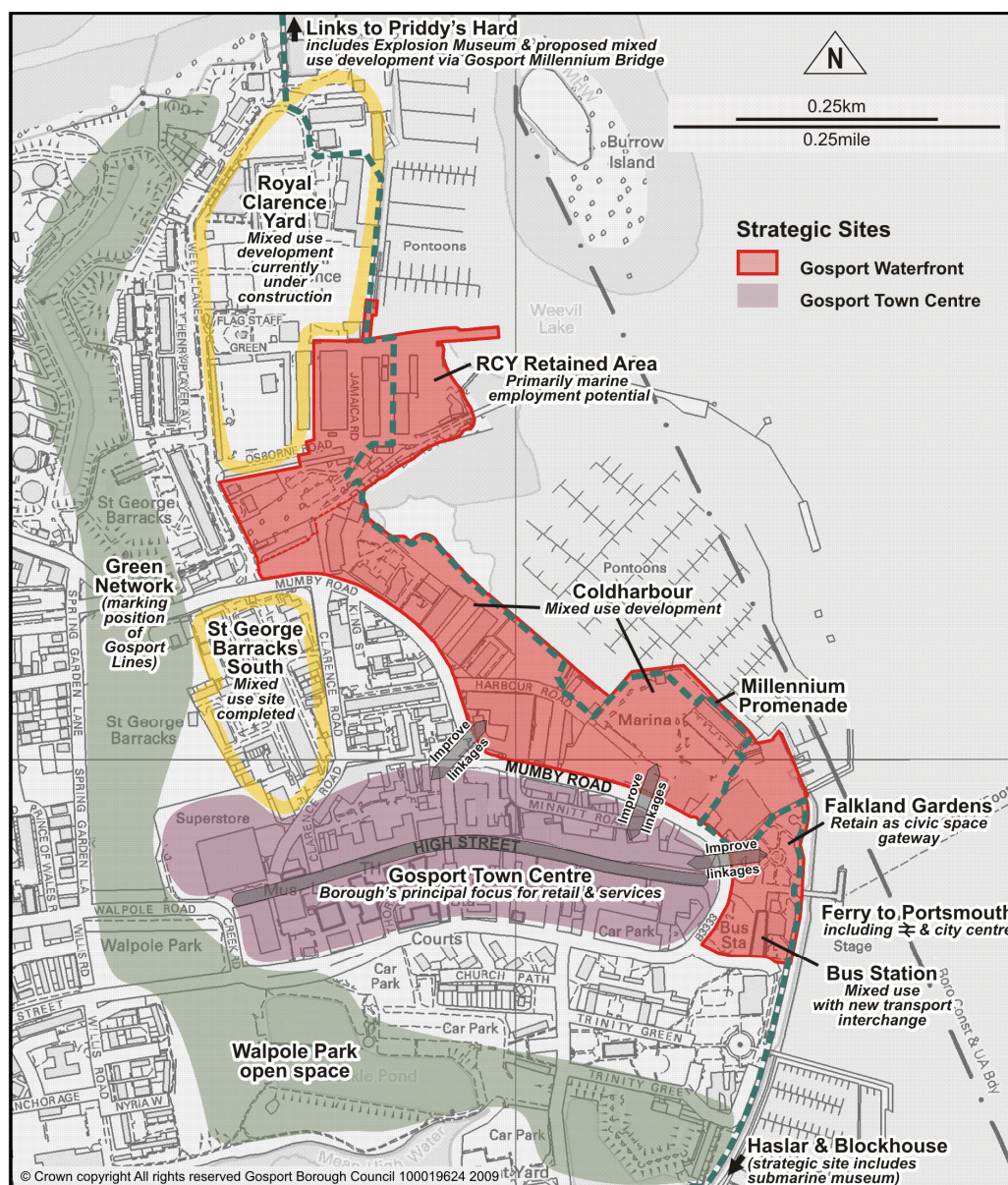
SE Plan 2006-2026(SP1, SP3, SP4, CC3, CC5, CC6, CC7, CC8, RE1, RE2, RE3, RE5, RE6, H1, H2, T1, NRM4, NRM5, NRM7, NRM8, NRM9, C5, C6, BE1, S1, S2, S3, S5, S6, SH1, SH3, SH4, SH5, SH7, SH8).

Background

- 7.1 In order to deliver the objectives of the Core Strategy and assist in delivering the Vision set out in the Sustainable Community Strategy, the Borough Council has identified a number of strategic 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 CS3), whilst the Alver Valley is an area of urban fringe land which represents the Borough's strategic area of new green infrastructure.
- 7.2 The strategic areas are:
- Gosport Waterfront (Policy CS6) and Town Centre (Policy CS7)
 - Daedalus (Policy CS8)
 - Haslar Peninsula (Policy CS9)
 - Rowner (Policy CS10)
 - Alver Valley (Policy CS11)
- 7.3 Each policy includes an annotated plan outlining broad concepts relating to the site and is accompanied by 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.

STRATEGIC AREA 1: Gosport Waterfront and Town Centre

Plan 5: Gosport Waterfront and Town Centre Proposals



Background

- 7.4 Strategic area 1 is made up of two key parts: the Gosport Waterfront and Gosport Town Centre.

GOSPORT WATERFRONT

- 7.5 The Waterfront area includes a long section of the coastline including the Royal Clarence Yard retained area, the Coldharbour area, Falkland Gardens and the Bus Station.
- 7.6 There are a number of existing uses in the area which have the potential to be redeveloped and intensified including an industrial estate, 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 new modern premises for an existing employer and a new GP surgery and pharmacy.

- 7.7 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.
- 7.8 Other parts of the Gosport Waterfront have seen considerable development over the past decade and have contributed significantly to the Borough's regeneration. This process will continue with exciting opportunities at the Priddy's Hard Heritage Area to complement existing attractions at the Explosion Museum. The Gosport Millennium Bridge over Forton Lake has improved linkages along the shore and forms part of the Millennium Promenade. The mixed-use development at Royal Clarence Yard is continuing and has already created new employment opportunities, particularly related to the marine/marina sectors, as well as housing. Leisure opportunities are set to open in the near future.
- 7.9 The central part of the Coldharbour site and the Bus Station site will provide the key focus for future regeneration along the Waterfront offering excellent opportunities for linkages with Gosport Town Centre. There will also be the possibility of future land releases by the Ministry of Defence in the area currently known as the Royal Clarence Yard retained area which is considered suitable for marine employment.

Options Considered

- 7.10 The key options regarding the Waterfront relate to the scale of development and the balance of uses. The site is Gosport's prime development site and is identified in the PUSH Business Plan as a strategic site. It will be necessary to ensure that there are strong linkages with Gosport Town Centre and that it complements and strengthens the role of the town centre. A high quality scheme on the Waterfront is paramount including the design of buildings and open spaces as well as improved access to the waterside including the completion of the Millennium Promenade. Key options regarding uses are outlined below.

Marine-related employment

- 7.11 The site's deep water access makes this an important area to retain and enhance for marine-related employment, which is one of the Borough's key business clusters. The site is identified in SEEDA's Waterfront Strategy and highlights the importance of safeguarding access to marine assets and facilities.

Leisure/Recreation/Marina uses

- 7.12 Waterside leisure activities including the potential for cultural and recreational facilities as well as bars and restaurants will be attractive to local residents. Such uses can create employment and reduce expenditure currently lost to areas outside of the Borough. These facilities link well to the existing marina use and there is the potential to enhance existing facilities, create additional associated employment as well as increasing both boat-based visitors and residents from the wider sub region.

Offices

- 7.13 It is considered that the waterfront site has the opportunity to accommodate some high quality office development, making good use of an attractive

environment. The site is also close to the ferry terminal with a short trip across the harbour to Portsmouth Harbour Railway Station with regular direct trains to London and other locations. Studies have shown that 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. This is supported by the findings of the Town Centre: Retail, Leisure and Office Study (2007).

Retail

- 7.14 The site's close proximity to the town centre and potential to attract visitors from a wider area makes this the best location in the Borough to be the main focus for new retail development. It will be necessary to consider the retail development 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.
- 7.15 The town centre itself has limited areas for retail development and in accordance with Gosport's Retail Study it is necessary to increase provision in and around the centre to make it more viable over the long term and reduce the leakage of consumer expenditure. It may be necessary to take a more pro-active approach and consider increasing Gosport's existing market share from 6% to 8% in the comparison retail sector and 16% to 18% in the convenience retail sector. Failure to provide additional floorspace will make the centre, which is already considered to be vulnerable, at greater risk from competition from other centres. It is considered that a large proportion of the estimated 11,000 sq.m. requirement (based on an increased market share) for the Borough will be in the Waterfront/town centre area. It is estimated that approximately 8,000 sq.m of net additional floorspace, mainly comparison retail (83%), could be appropriate for the Town Centre/Waterfront area. This level of new floorspace is considered to reflect Gosport's position in the sub regional hierarchy.

Transport Interchange

- 7.16 A key element of the redevelopment will include a new ferry/bus station interchange which will serve the proposed Bus Rapid Transit. 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 and include a new ferry pontoon. Proposals will need to remove the existing unattractive buildings and incorporate a well designed interchange appropriate for this important gateway to the town. The interchange will include a taxi rank and secure cycle parking.

Residential

- 7.17 The site's location overlooking the natural and historic assets of Portsmouth Harbour make this a highly desirable residential setting. However it is clear from above that this site is of strategic importance to Gosport for delivering a number of other uses and benefits to the Borough and consequently residential use should not be considered the prime focus for 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. At present an outstanding allocation of 50 dwellings has been identified in the Gosport Local Plan Review. It is acknowledged that higher figures may need to be considered as part of the mixed use development to enable a viable scheme to be developed to achieve the desired vision for this area.

SUGGESTED POLICY CS6: THE GOSPORT WATERFRONT

- 1. The Gosport Waterfront is a prime location for regeneration within the South Hampshire sub region.**
- 2. It will be a mixed-use site and together with the existing Town Centre will be the focus for new retail development in the Borough. It will also include associated food and drink, and leisure uses.**
- 3. The site will include a minimum of 28,000 sq. m of employment floorspace:**
 - Marine employment will be a high priority for the site ensuring access to deep water facilities is safeguarded;**
 - An element of high quality office development along the Waterfront will be encouraged to make use of this prestigious setting and good connections via the ferry to the national rail network.**
- 4. A new high quality public transport interchange will be created ensuring that bus and ferry connections are available to the public in a user-friendly, safe environment.**
- 5. The Waterfront will have a range of leisure and cultural facilities attractive to people of all ages creating a vibrant Waterfront location during the day and evening.**
- 6. The site will include an element of residential development to support a viable mixed use scheme.**
- 7. Buildings will be of a high quality design to reflect its superb setting overlooking Portsmouth Harbour.**
- 8. The remaining section of the Millennium Promenade will be completed and the public will have access to the Waterfront. Quality public open space will be protected and enhanced throughout the site.**
- 9. The distinctive built heritage of the area will be preserved and enhanced. Opportunities will be taken to improve the public's awareness and interpretation of the historic significance of Portsmouth Harbour particularly relating to the 'Defence of the Realm'**
- 10. Safe and attractive links with Gosport Town Centre will be enhanced ensuring that there is significant connectivity between the two parts of this strategic area.**
- 11. Development at the Gosport Waterfront will need to accord with the principles set out in PPS25 Flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and**

mitigation measures.

12. The biodiversity of the Harbour will be protected and opportunities taken to enhance it.

13. The site will need to be served by sufficient infrastructure as required by other policies in the Core Strategy.

Explanation of Policy CS6

- 7.18 The policy reflects that there are a number of important development considerations that need to be taken into account when developing the site. This includes flood risk, impact on biodiversity and the need to preserve and enhance the heritage of the area. These issues will need to be considered in detail as part of a forthcoming SPD.

Flood Risk

- 7.19 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. Consequently using the sequential approach set out in PPS25 there are no alternative sites in the Borough to deliver the quantum and mix of uses. It is necessary to ensure that the site fully accords with PPS25's exception test which includes three criteria. The site clearly provides wider sustainability benefits (test a), is on previously developed land and that there are no reasonably available sites on previously developed land (test b).
- 7.20 The third test (test c) is that a flood risk assessment will be required demonstrating that the development is safe from flooding without increasing flood risk elsewhere and where possible will reduce flood risk overall. 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 including dealing with the effects of sea-level rise. Significant further work will be required to demonstrate the deliverability and suitability of flood defences for the Waterfront area.
- 7.21 Early discussions with the Environment Agency regarding development at the Waterfront will be necessary.

Nature Conservation

- 7.22 The Waterfront Strategic Area 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 habitats. The Habitats Regulation Assessment Screening Report (2009) highlights that development at this site has the potential to have an effect on the internationally important habitats. Potential effects identified include, air pollution, the impact of flood defences, disturbance from recreation, water consumption and waste. The assessments of any potential impacts in combination with other developments in South Hampshire will be subject to an 'Appropriate Assessment' in accordance with the Conservation (Natural Habitats) Regulations 1994. The 'Appropriate Assessment' will be undertaken prior to the submission stage and will be informed by research

which is currently being carried out on behalf of PUSH and other key stakeholders.

- 7.23 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.

Built Heritage/Design

- 7.24 Proposals will need to take account of its prominent Waterfront location in a historic setting. Particular regard needs to be given to the setting of Listed Buildings (within and adjacent the site) as well as the character of the Royal Clarence Yard Conservation Area and the adjacent High Street Conservation Area. It will be necessary to consider the archaeology of the site including Fort Charles, which may offer opportunities to be a notable feature within the site.

Infrastructure

- 7.25 The policy highlights that there are a number of broad infrastructure requirements arising from the development of the site. A summary is set out in Table 7.1. Further details will be included in the SPD and through the planning application process as more details of the development are known.

Table 7.1: Currently known infrastructure requirements at the Waterfront

Infrastructure Requirement	Comment
Transport and Accessibility	<p>Provision of new high quality bus and ferry interchange incorporating taxi rank and cycle parking. Provision of the Millennium Promenade through the site. Improved pedestrian access to and from existing town centre.</p> <p>Appropriate road access improvements will be required including any identified as part of the site Flood Risk Assessment.</p> <p>In addition to these specific site requirements the Borough Council will seek developer contributions for wider strategic transport improvements in the Borough. This will be in accordance with the current Hampshire County Council tariff approach and reflect that the site will generate additional pressure on the Borough's limited road network.</p>
Housing	Affordable Housing to Core Strategy requirements. Normally on-site.
Education	Developer contributions for improved education facilities in accordance with current Hampshire County Council system as outlined in saved Policy R/CF6 of the Gosport Local Plan Review (to be reviewed as part of the forthcoming Site Allocations and Delivery DPD).
Health and Care	No additional facilities required on this site due to the completion of the Waterside GP Surgery.

Other Communities Facilities (leisure, cultural facilities)	No specific on-site requirement but leisure and cultural facilities will be encouraged on the site given its waterside location and proximity to the town centre. Developer contributions may be required for leisure and cultural facilities. This will be investigated in the forthcoming Site Allocations and Delivery DPD.
Green Infrastructure including Open Space Provision	Requirement for high quality on-site civic space to make the best use of waterside views and historic features. Developer contributions for off-site improvements for play and outdoor sports facilities (current GBC tariff based approach). A revised approach for collecting developer contributions for green infrastructure including a wider range of open spaces (such as allotments, parks, nature conservation areas, amenity areas and off-road cycle ways) will be included in the forthcoming Site Allocations and Delivery DPD.
Utilities	The water companies advise that the Borough has sufficient water supply and disposal facilities to accommodate development on this site. The developer will need to make the necessary on-site provision and connections for water, electricity and gas supplies. Renewable energy: The potential for renewable energy will need to be investigated.
Flood Protection	Flood defences built to appropriate standards will be required to safeguard the site as well as other measures that are highlighted from the site flood risk assessment including appropriate evacuation measures.

Delivery and Implementation

7.26 This Policy will be implemented through:

SPD

- The adoption of a SPD for the Gosport Waterfront site. The timetable for the SPD including public consultation is set out in the Borough Council's Local Development Scheme.
- Evidence gathering for the SPD will include a PUSH-funded Masterplan for the site which will involve key stakeholders in generating ideas for the site.
- The SPD will be linked to the above policy and will set out in detail the mix, design principles and location of development with the strategic area. It will also consider the detailed infrastructure requirements including coastal defences and a new transport interchange.

Development Management

- The determination and monitoring of planning applications and appeals;
and

- The use of Section 106 agreements to secure on-site and/or off-site infrastructure and /or developer contributions in association with new development.

Partnership Working

- The site benefits from only having a small number of owners including private companies and Defence Estates.
- Environment Agency particularly in relation to flood defences.
- Hampshire County Council as highway authority and public transport operators (ferry and bus companies); and
- Portsmouth City Council in order to share a wider vision for both sides of the harbour frontage.

GOSPORT TOWN CENTRE: CONTEXT AND ISSUES

- 7.27 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 an attractive 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 secondary retail frontages.
- 7.28 The Gosport Town Centres: Retail, Leisure and Office Study (2007) shows 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 centres over the LDF period. The Study also showed that shoppers and visitors come to Gosport for a variety of reasons and this provides Gosport with an advantage over some of the other competing centres in the sub region.

Options Considered

- 7.29 PPS6 provides the key Government guidance regarding town centres and states these locations should remain the key focus for retail and associated town centre uses. There may be limited sites in areas off the High Street that may be appropriate for redevelopment to provide a better quality environment for retail, office employment and community/leisure uses. In accordance with Government policy residential uses will be appropriate above ground floor level. Small development sites within the existing centre are not in themselves strategic in nature and will be identified in the forthcoming Site Allocations and Delivery DPD.
- 7.30 The Town Centre Study: Retail, Leisure and Office Study (2007) concludes that it is important that the Gosport Core Strategy does not adopt a "do nothing" approach for managing the town centre because this could mean that Gosport will lose market share to competing centres. Encouraging new retail and leisure investment is an important element for supporting the economy of the town centre. There will also be a need to continue to enhance the town centre environment and public realm, develop the tourist economy and address issues relating to transport and accessibility.
- 7.31 The Study indicates that a minimum of 4,000 sq. m of floorspace is required in the Borough to meet the additional demand created by the proposed 2,500

dwellings. This is based on the assumption that the current market share of the Borough is retained. If the Borough takes a pro-active approach and the market share for comparison retailing is increased from 6% to 8% and convenience retailing from 16% to 18%, evidence shows that approximately 11,000 sq.m. of net additional retail floorspace is required.

- 7.32 It is clear that if no additional floorspace is found, Gosport will lose market share to other competing centres, principally Portsmouth and Fareham. Due to the limited availability of sites in the Town Centre it is considered necessary to redevelop part of the Waterfront site for retail purposes and extend the town centre boundary accordingly. Such facilities will need to complement and enhance the town centre with good linkages between the two areas.
- 7.33 The Borough Council acknowledges that since its retail study has been carried out trading conditions have become significantly more difficult. However, the Borough Council considers that it is necessary to facilitate a positive approach and be pro-active on this issue in order to enable additional retail development to take place when the economic situation improves. Consequently in the light of this factor the Borough Council accepts that the proposed quantum of retail development will need to be regularly monitored.

SUGGESTED POLICY CS7: GOSPORT TOWN CENTRE

- 1. Gosport Town Centre will remain the principal centre in the Borough providing a range of retail, commercial, cultural and community facilities and services.**
- 2. Where opportunities arise, sites will be promoted for retail, office employment and community facilities. These sites will be identified in the forthcoming Site Allocations and Delivery DPD.**
- 3. New development will be required to be of a high standard of design to reflect the character of the High Street Conservation Area.**
- 4. The civic space within the Town Centre will be enhanced where opportunities arise.**
- 5. Residential development will be encouraged above ground floor level.**
- 6. Measures to improve public transport, pedestrian and cycling accessibility to and within the town centre will be taken as opportunities arise.**
- 7. Safe and attractive links to the proposed development along the Gosport Waterfront will be enhanced.**
- 8. Links to adjacent open spaces including Walpole Park will also be improved.**
- 9. The Town Centre will have a range of leisure facilities which include cafes, bars and restaurants that will be attractive to people of all ages creating a vibrant location during the day and evening.**

10. Development in Gosport Town Centre will need to accord with the principles set out in PPS25 including the requirements of a Flood Risk Assessment where appropriate.

11. Any proposal will need to be served by sufficient infrastructure as required by other policies in the Core Strategy.

Explanation of Policy CS7

- 7.34 The above Policy sets out a broad vision for Gosport Town Centre and enables smaller schemes to come forward when opportunities arise. Unlike the other strategic areas there are no particular areas of land identified for development. Smaller areas will be identified as part of the forthcoming Site Allocations and Delivery DPD. Other unidentified sites which may come forward will be assessed in accordance with the development management policies of the forthcoming Site Allocations and Delivery DPD. Key development considerations for the town centre are set out below.

Built Heritage and Design

- 7.35 The Town Centre is within the High Street Conservation Area and includes a number of nationally and locally Listed Buildings, 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.

Flood Risk

- 7.36 Most of the Town Centre 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 these will need to meet the requirements of PPS25

Safeguarding Retail Frontage

- 7.37 The Borough Council has a long established policy objective to protect the retail function of the town centre by ensuring that a significant proportion of the retail frontage is in retail and/or other commercial uses. The current criteria is set out in the saved policies of the Local Plan Review (Policy R/S3) and the detailed threshold levels will be reviewed as part of the forthcoming Site Allocations and Delivery DPD.

Delivery and Implementation

- 7.38 The Town Centre policy can be implemented in a number of ways, including:

Core Strategy

- Other Core Strategy policies particularly relating to the Waterfront (CS6) will be crucial in the implementation of improvements to the town centre;

Sites Allocations and Delivery DPD

- Smaller development sites within the town centre will be identified in the forthcoming Site Allocations and Delivery DPD.

Development Management

- The determination and monitoring of planning applications and appeals;
and

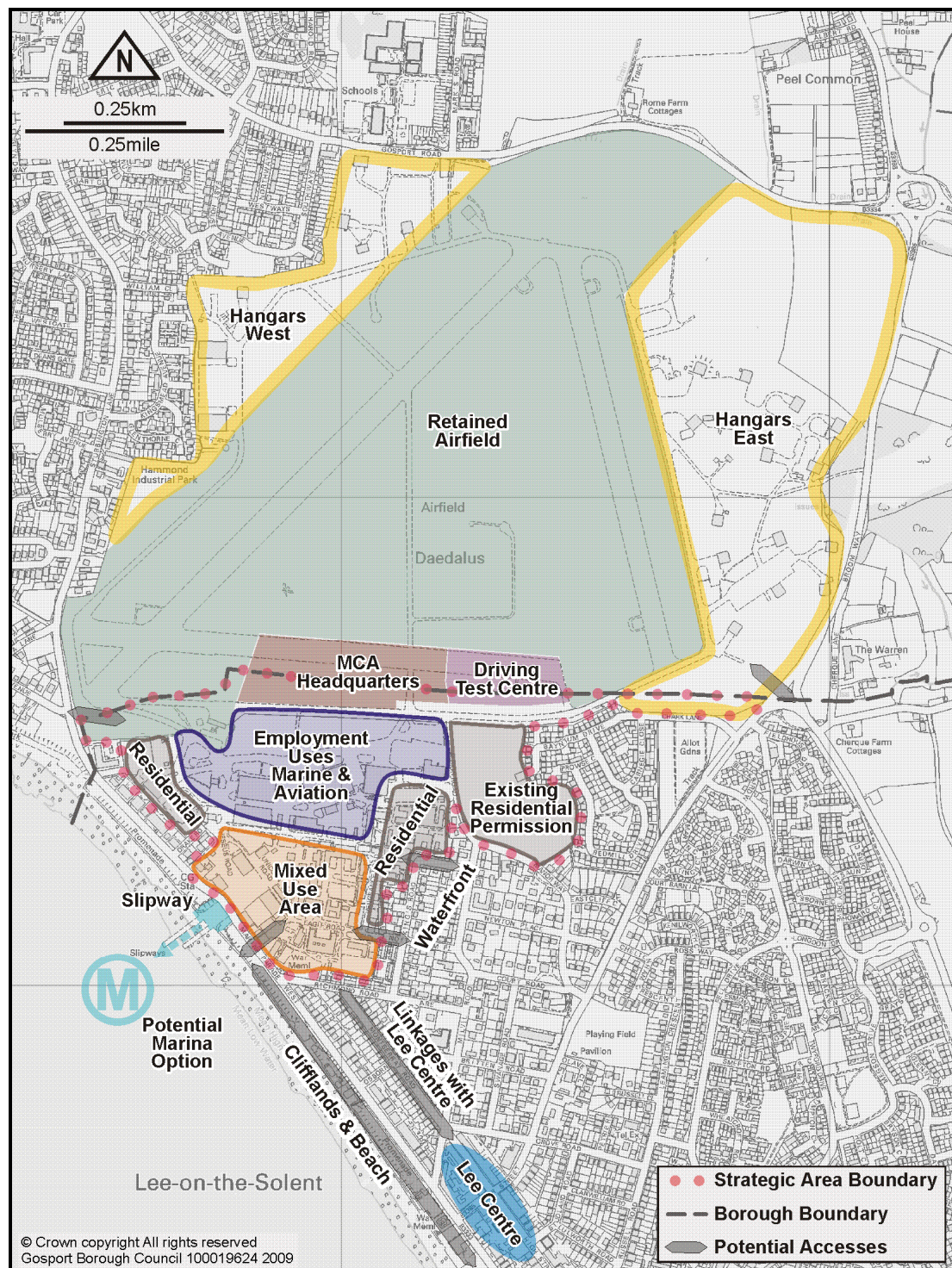
- The use of Section 106 agreements to secure on-site and/or off-site infrastructure and /or developer contributions in association with new development.

Partnership Working

- The Borough Council will work with a number of stakeholders to improve the town centre including local businesses, Hampshire County Council and Hampshire Constabulary. This includes improvements to the street market, environmental enhancements, crime reduction measures and marketing initiatives.

STRATEGIC AREA 2: Daedalus

Plan 6: Daedalus Proposals



Background

- 7.39 Strategic Area 2, 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 200 hectares. The majority of the site (160 hectares), comprising the runways and some isolated airfield buildings, lies within the Fareham Borough Council administrative area. The remainder of the site (40 hectares) lies within the Borough of Gosport and this area contains most of the airfield buildings and accommodation blocks.
- 7.40 In 2006 the Maritime and Coastguard Agency (MCA) acquired most of the airfield and consequently the site will continue to be operated as an airfield for coastguard and police operations. A new high quality building for the MCA has recently been completed providing a benchmark for the quality of new employment floorspace that could be accommodated on other parts of the site. A new driving test centre has also recently opened on this part of the site.
- 7.41 The South-East England Development Agency (SEEDA) has acquired 82 hectares of land surrounding the airfield for the purposes of employment-led regeneration. There are three main areas identified for development: Hangars West, Hangars East and the Daedalus Waterfront. The first two areas are in Fareham Borough whilst the Daedalus Waterfront is in Gosport Borough.
- 7.42 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 Ward Room 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.
- 7.43 The Borough Council together with Fareham Borough Council and Hampshire County Council are liaising closely with SEEDA regarding potential options for the site. A Visionary Framework for Daedalus has been prepared by SEEDA setting out the key principles for the whole site. The Framework together with the representations made by each Council will form the basis for detailed planning policy guidance to be produced by Gosport and Fareham Borough Councils.

Options Considered

- 7.44 The key options for the Daedalus Waterfront area relate to the balance of uses and the potential for a marina adjacent the site. It is also necessary to have regard to the proposals for the other parts of the Daedalus site within Fareham Borough. Infrastructure requirements will need to be considered for the whole site including improvements to the road system and public transport provision.
- 7.45 The shared vision for Daedalus of SEEDA and Gosport Borough Council is to transform this previously gated military facility into a thriving location for the benefit of local residents, businesses and the local economy and to bring an under-used derelict site back into productive use whilst being sensitive to its

historic land use, the listed buildings and the designated conservation area. Key options regarding uses are outlined below.

Employment Uses

- 7.46 The Daedalus site has been identified by PUSH as a Strategic Employment Site in its Business Plan 2008-2011 and consequently is considered to have a significant role in delivering the total net additional employment floorspace required for the South East part of the sub region, as outlined in the SE Plan. SEEDA's Solent Waterfront Strategy recognises the importance of the Daedalus site for the sub region's marine industry.
- 7.47 The site is considered to be integral to the regeneration of the Borough's economy. It will create new job opportunities with the potential to increase skill levels, including jobs for those living in more deprived communities in the Borough. It will be important to enhance existing clusters of businesses that can utilise the Borough's traditional strengths in marine, aviation and advanced manufacturing sectors. There is also the potential to diversify the local economy and develop new sectors, for example environmental technologies. New local employment opportunities have the potential to reduce out-commuting and congestion and facilitate the use of alternative modes of travel other than the car.
- 7.48 The latest estimates demonstrate that at least 100,000 sq. m of floorspace can be provided for the whole Daedalus site with 65,000 sq. m in the Daedalus Waterfront area and a potential of 30,000-35,000 sq. m additional floorspace within the Fareham Borough area (as set out in SEEDA's Daedalus Visionary Framework (January 2009)).
- 7.49 It is considered necessary that 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.
- 7.50 The site has a number of advantages that make it attractive to a variety of sectors including:
- The Daedalus Waterfront location has the potential to attract marine industries;
 - Access to an airfield has the potential to attract businesses within the aviation sector including both manufacturing and services businesses;
 - Its seafront location on the Solent makes it an attractive location which can be an important choice for certain types of businesses such as the knowledge sector; and
 - The large area of land available provides flexibility for a variety of building types to be accommodated.
- 7.51 Development proposals will need to fully utilise and where possible enhance the economic assets on the Daedalus site including:
- Maintaining or improving access to the Solent;
 - Maintaining or improving access to the airfield; and
 - Making the best use of its setting on Marine Parade as a vibrant frontage which will help secure investment on the site.

Leisure/Recreation/Marina uses

- 7.52 The frontage of the site presents significant opportunities to enhance and diversify the visitor attractions of Lee-on-the-Solent, which is popular with day visitors. The re-use of historic buildings such as the Ward Room offer opportunities for hotel/conferencing facilities. There may also be opportunities for food and drink establishments as well as the development of watersports facilities and indoor sport/leisure venues. Access to the Solent via the slipway will be an important asset for certain watersports activities.
- 7.53 There is potential to develop a marina adjacent to the site on Lee-on-the-Solent Seafront and this will have significant synergies with the Daedalus site. These facilities could create additional employment associated leisure marine industries and significantly increase visitors to the area. The size and scale of the proposed scheme is not known at this stage and therefore it is difficult to ascertain how the marina might affect development at the Daedalus site. The marina proposal is likely to influence the overall mix of uses on Daedalus as well as aspects of the design and layout in order to accommodate boat storage and car parking. The marina could also affect the amount and type of employment that could be generated by the Daedalus site as well as infrastructure and access requirements. It is acknowledged that there will be a number of infrastructure, environmental and economic issues to consider.

Community Use

- 7.54 From the numerous consultations with the local community and general enquiries, 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 are suited for the re-use of existing buildings or whether there is the need for purpose-built facilities. Potential facilities could include education, skills and training uses, health facilities and buildings to be used by community groups.

Retail

- 7.55 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 more local facilities serving Lee residents to be located within the Lee-on-the-Solent District Centre. However a small amount of retail such as a small convenience store to serve the site or specialist shops to serve particular leisure activities on the site (e.g. watersports) may be considered appropriate.

Residential

- 7.56 It is considered important to have an element of residential development on the site which will 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 more appropriate for residential use rather than other uses. Additionally an element of residential development will assist in increasing the financial viability of the scheme and therefore ensure that a genuine mixed use development is created.
- 7.57 500 dwellings were allocated in the Local Plan Review for the site. 148 of these dwellings have already been built as MoD married quarters with outline planning permission for a further 152. The remaining part of this existing allocation (200 dwellings) is considered appropriate for the historic part of the site which will contribute towards the Borough's SE Plan housing requirement of 2,500 dwellings.

- 7.58 It is considered appropriate to include some flexibility and allow a higher residential figure providing the additional amount does not prejudice the employment and leisure regeneration opportunities, and that residential use can be justified as the most appropriate use for that particular part of the site. Developers that propose to exceed the minimum 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.

SUGGESTED POLICY CS8: DAEDALUS

- 1. Daedalus will be an employment-led regeneration scheme with a mix of uses.**
- 2. 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 and Hampshire County Council.**
- 3. Within the Gosport part of the site it is considered that the site could accommodate a mix of uses including:**
 - a minimum of 65,000 sq.m (gross) employment floorspace;
 - a variety of leisure and recreational uses to complement the Lee Seafront and any proposed scheme for a new marina; and
 - 350 additional dwellings (including those with existing planning permission).
- 4. The site will provide for a mix of employment uses including the availability of premises suited for marine, aviation and advanced manufacturing business clusters. It will be necessary to safeguard the site's employment assets including access to the airfield and to the Solent via the slipway.**
- 5. The Daedalus Waterfront area will have a range of recreational facilities to enhance the visitor attractions at Lee-on-the-Solent including the potential for water and indoor sports.**
- 6. The site will include food and drinks premises that will be attractive to people of all ages creating a vibrant Waterfront location during the day and evening.**
- 7. Proposals will need to consider linkages and synergies with the option for a new marina on the Waterfront.**
- 8. Clear justification will be required for proposed residential development that exceeds the 350 dwellings allocation.**
- 9. The distinctive built heritage of the area will be preserved and enhanced including the character of the Daedalus Conservation Area. Historic buildings will be appropriately re-used and their setting protected. The development will respect and enhance its seafront setting.**
- 10. The layout of the site should be based on a clear grid of streets**

which connect with adjacent areas. Opportunities will be taken to improve the public's awareness and interpretation of the site's historic significance.

- 11. Safe and attractive pedestrian links with Lee-on-the-Solent District Centre, the seafront and neighbouring residential areas will be enhanced ensuring that Daedalus is well-integrated with existing development.**
- 12. A new east-west access road will be created across the site to enable good permeability through Daedalus.**
- 13. Former access points to the site will be re-opened to ensure the site is properly integrated with adjoining areas.**
- 14. Public transport services to the site will be improved with better links to other parts of the Borough including areas supplying labour.**
- 15. Proposals should preserve and where possible enhance biodiversity and geological interests in the vicinity.**
- 16. The site will need to be served by sufficient levels of infrastructure as required by other policies in the Core Strategy.**

Explanation of Policy CS8

- 7.59 The policy highlights that there are a number of important issues that need to be considered when developing the site. These will be addressed as part of the forthcoming SPD. Key considerations are set out below.

Built Heritage

- 7.60 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 studies conducted on behalf of SEEDA and specialist historic interest groups. The SPD will include detailed design principles to ensure the built heritage is preserved and/or enhanced.

Flood Risk

- 7.61 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.
- 7.62 Any marina proposal will need to fully consider the risk of flooding and the mix of uses at the marina will have significant implications regarding the suitability of any proposal at this location. Early dialogue between potential developers and the Environment Agency is paramount.

Nature Conservation

- 7.63 Whilst the Gosport Borough part of the Daedalus site has limited nature conservation value due to it's built up character. Any application will require appropriate ecological reports regarding any nature conservation interests on the site. Proposals to preserve and enhance biodiversity on the whole site should be considered.

- 7.64 The marina option raises a number of biodiversity and geological protection issues relating to the Lee-on-the-Solent beach SSSI which has been designated due to the presence of fossils. The potential impact of the marina on other nature conservation sites in the vicinity will need to be fully considered including the SPA at Hill Head, immediately to the west, and the SSSI at Browndown to the east of the site. Similarly the impact on protected and Biodiversity Action Plan species will need to be fully considered. Potential impacts could include disruption to tidal movements and longshore drift, disturbance of species and pollution. Early discussions between any proposed developer and Natural England will be very important.

Other Environmental Issues

- 7.65 Other issues such as the consideration of contaminated land will need to be fully addressed through more detailed stages of the planning process.

Currently known infrastructure requirements

- 7.66 Table 7.2 summarises the latest known potential infrastructure requirements for the site. Some site specific infrastructure is already known whilst other elements will need to be considered as detailed proposals are known.

Table 7.2 Infrastructure requirement at Daedalus

Infrastructure requirement	Comment
Infrastructure requirements for the whole site	
Transport and Accessibility	<p>The Borough Council will seek developer contributions for wider strategic transport improvements in the Borough.</p> <p>Improved road access to the site from locally important roads. Proposals include improving junctions. Further work required.</p> <p>Additional and improved access points into the Daedalus site as well as an improved internal layout of roads including a new east-west access road.</p> <p>The need to improve the frequency of bus routes and alterations to routes to link the site with other parts of the Borough.</p> <p>Improved pedestrian and cycle links to Lee-on-the-Solent District Centre, the seafront and neighbouring residential areas.</p>
Utilities	<p>The developer will need to make the necessary on-site provision and connections for water, electricity and gas supplies.</p> <p>Southern Water has advised that there is insufficient foul sewer capacity for the proposed development. However there is potential for new or improved sewers to be connected to the near-by Peel Common Wastewater Treatment Works subject to all the necessary approvals.</p> <p>Any additional surface water discharge will need to be</p>

	<p>investigated further (options include discharge to the sea or the incorporation of a SuDS).</p> <p>Renewable energy: The potential for renewable energy will need to be investigated.</p>
Infrastructure requirements for the Daedalus site within Gosport	
Housing	Affordable Housing to Core Strategy requirements.
Education	<p>Developer contributions for improved education facilities in accordance with current Hampshire County Council system as outlined in saved Policy R/CF6 of the Local Plan Review (to be reviewed as part of the forthcoming Site Allocations and Delivery DPD).</p> <p>Potential for premises for skills, education and training facilities.</p>
Health and Care	Explore with health providers the possibility of improving health facilities in Lee. Requirements from the PCT will need to be investigated.
Leisure facilities	Leisure and cultural facilities will be encouraged on the site given its seaside location and the potential for diversifying visitor attractions in Lee-on-the-Solent.
Other Communities Facilities (places of assembly etc)	<p>No specific on-site requirement but opportunities for the re-use of existing buildings should be explored following consultation with local groups.</p> <p>Developer contributions for leisure and cultural facilities may be required for each new dwelling (tariff approach). This will be investigated in the forthcoming Site Allocations and Delivery DPD.</p>
Open Space	<p>Requirement for high quality on-site civic space to make the best use of waterside views and historic features.</p> <p>Developer contributions for off-site improvements for play and outdoor sports facilities (current GBC tariff based approach) and/or provision of appropriate land off-site will be negotiated.</p> <p>A revised approach for collecting developer contributions for green infrastructure including a wider range of open spaces (such as allotments, parks, nature conservation areas, amenity areas and off-road cycle ways) will be included in the forthcoming Site Allocations and Delivery DPD.</p>
Flood Risk Measures	<p>An on-site flood risk assessment will be required. It may be appropriate to include a SuDs scheme.</p> <p>The marina option will require significant consideration regarding flood defences and mitigation measures.</p>

Infrastructure requirements for Hangars East and West	
All	See Fareham Borough Council's relevant planning policy document.

Delivery and Implementation

7.67 This policy will be implemented through:

Supplementary Planning Document for Daedalus

- This will be based on the agreed principles set out in the overarching Daedalus Visionary Statement and accompanying comments from each Borough Council; and
- The SPD will be linked to the above policy and will set out in detail the mix, design principles and location with the strategic area of development. It will also consider the detailed infrastructure requirements including transport improvements.

Development Management

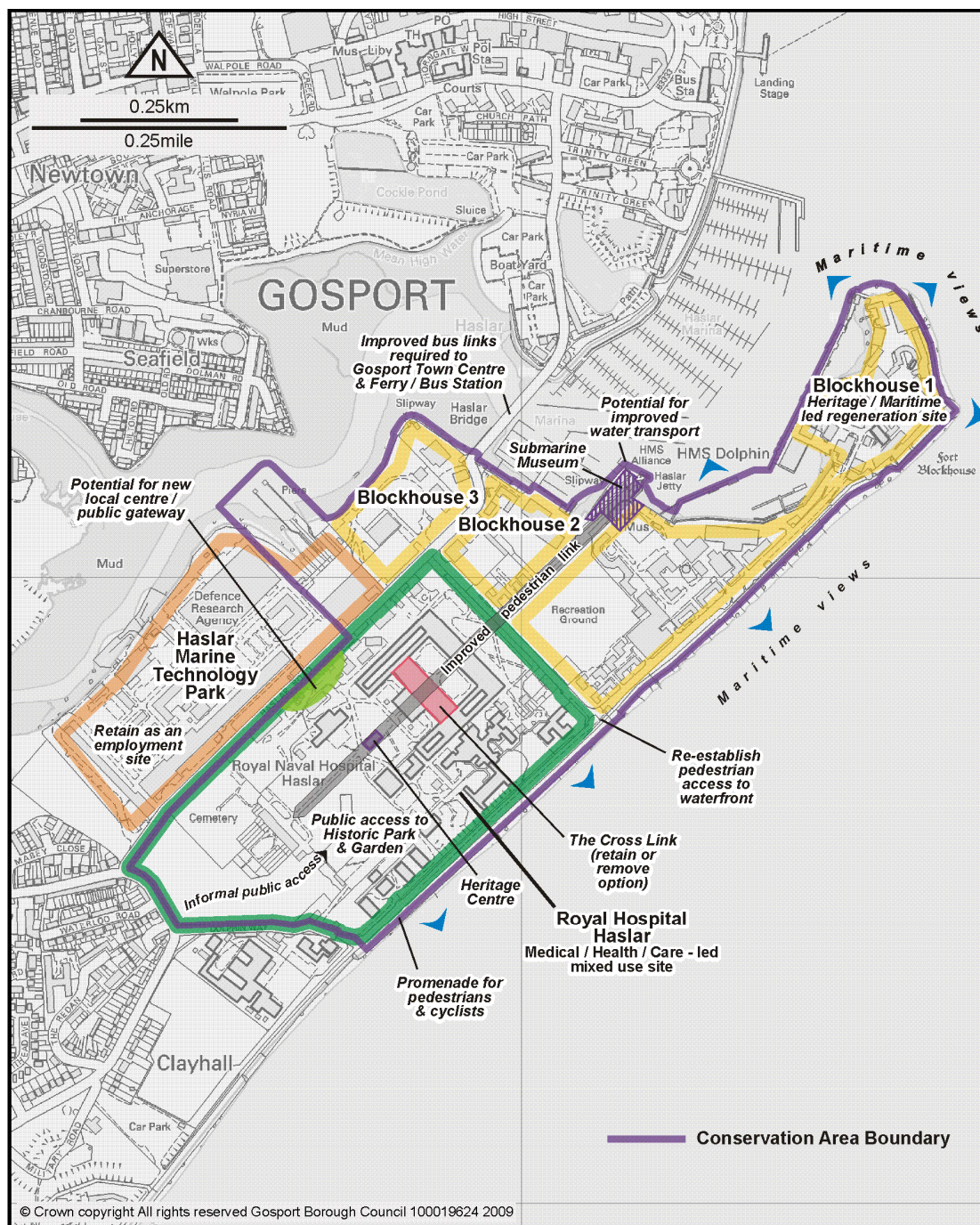
- It is envisaged that once the SPD is adopted SEEDA will submit a planning application for major infrastructure to serve the site;
- This will be followed by detailed applications for different parts of the site supported by Design and Access Statements; and
- Section 106 Agreements or other methods advocated by the Government to secure the required infrastructure.

Continued working with partners and key stakeholders

- SEEDA and future developers;
- Fareham Borough Council;
- Hampshire County Council (Highway, Mineral and Waste and Education responsibilities);
- Local residents; and
- Businesses planning to use the site.

STRATEGIC AREA 3: Haslar Peninsula

Plan 7: Proposals for the Haslar Peninsula



Background

7.68 Strategic Area 3, the Haslar Peninsula, is a significant area of change and consists mainly of three large areas:

- Royal Hospital Haslar;
- Blockhouse; and
- The Haslar Marine Technology Park including Qinetiq.

7.69 The Peninsula's character is dominated by its role as a strategically important naval presence at the mouth of Portsmouth Harbour. A large proportion of the strategic area is within the Haslar Peninsula Conservation Area. The Council's Conservation Area Appraisal sets out the historic development of the Peninsula and its heritage value.

7.70 Due to the site being a peninsula on a peninsula there are significant access issues that need to be considered when assessing the future for the area and significant consideration will need to be given to mitigation measures.

Royal Hospital Haslar

7.71 The Royal Hospital Haslar closed as a military hospital in 2007 and the NHS ceased operating from the site in July 2009. The owners of the site, the Ministry of Defence, intend to dispose of the site.

7.72 The site is approximately 23 hectares and has been designated as a Grade II Listed Park on English Heritage's Register of Parks and 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. Further details can be found in the Conservation Area Appraisal.

Blockhouse

7.73 The Borough Council is aware that all or significant parts of the Blockhouse site could be released in the medium-long term during the Plan period and whilst little detail is available at this stage it is important to recognise the potential of this site for delivering regeneration benefits and its linkages with the Haslar Hospital site.

7.74 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).

7.75 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 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.

7.76 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 (University of Portsmouth 2008).

Haslar Marine Technology Park

- 7.77 The Haslar Marine Technology Park is a major employment area in the Borough with a number of hi-tech and research and development businesses. It is envisaged that these employment uses will be retained and expanded where opportunities arise including the potential linkages with the other two sites.

Options Considered for Royal Hospital Haslar

- 7.78 It is considered that the facilities of the site and its attractive settings should be largely used for medical, health and care purposes. It should create as many jobs as possible to replace the employees currently working on the site and help readdress the current residential/employment imbalance in the Borough. This should include a significant number of jobs related to medical, health and care professions.
- 7.79 It is important that development proposals at Royal Hospital Haslar are brought forward as early as possible to ensure that historic buildings are re-used and the quality of the site as a whole is maintained. In order to consider options for the site, Defence Estates commissioned the Prince's Regeneration Trust to undertake an Enquiry by Design (EbD) workshop which has involved a number of key stakeholders including the Borough Council, English Heritage and Hampshire County Council.
- 7.80 The EbD process has highlighted a number of key principles relating to the heritage on the site, including potential areas where development could occur which preserves and enhances the historic character of the site.
- 7.81 A number of options regarding the layout of the site have been put forward. One of the key issues relate to whether the 'cross-link' building should be retained or not. The modern 'cross-link' building currently accommodates specialist medical facilities including operating theatres. In order to retain the 'cross-link' building it is likely that some form of hospital or medical use will need to be secured. If the 'cross-link' building were to be demolished it would be possible to restore this part of the historic grounds. This option would only be considered following a full assessment of the potential for hospital use on the site.
- 7.82 It is envisaged that 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 retaining hospital use at the site, these are outlined below.

Health and Medical

- 7.83 With or without the hospital use the Borough Council considers that the site will be suitable for a range of medical and health uses. Such uses could include a variety of specialist practices. It is considered that the grounds and views across the Solent make this an ideal retreat for recuperation. This could include preventative treatment and health farm/spa uses.

Care Facilities

- 7.84 Due to the nature of the site it is considered that the site is very suited to care type facilities particularly in the light of the ageing population in the sub region in particular and the country as a whole. Inevitably future accommodation and care needs will be a significant challenge. Continuing care retirement communities (CCRC) is a potential option.

Employment uses

- 7.85 It is considered that in addition to employment generated from health and medical facilities there are also opportunities for other types of employment on the site 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 the potential for emerging sectors such as knowledge based industries.

Local Centre/Community Uses

- 7.86 It is considered that buildings close to the existing main entrance of the site could function as a new centre with community facilities and a convenience store to serve the site and the local community. This would represent a new public gateway to the site.
- 7.87 Depending on the nature of the rest of the development a small amount of niche shops relating to health uses may be appropriate on the site. Similarly food and drink uses may be appropriate.

Leisure/Cultural Facilities

- 7.88 Depending on the main focus of the site there may be scope for hotel/conferencing uses. It will be necessary to include some form of interpretation of the history of the Haslar site.

Residential

- 7.89 Whilst the aforementioned care facilities are considered to be the most appropriate type of residential use on the site, there may be scope for a limited amount of dwellings on the site in order to ensure a health-led scheme is viable. The enabling role of any dwellings will need to be clearly demonstrated by a developer and independently assessed.
- 7.90 Residential use may also be justified where it can be demonstrated that it represents the best use of particular historic buildings.

Open Space

- 7.91 An important element of the site is to encourage public use of the historic grounds and the Solent frontage. The nationally important grounds will be protected and where appropriate opportunities taken to enhance the grounds. Access to the Solent shoreline will be required.

Options Considered for Blockhouse

- 7.92 To date little consideration has been given to potential options for the site given the current uncertainty of when and how the site will be released. As with other sites the key issue relates to the need to replace existing employment on the site. 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, 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 and not the provision of a residential dominated scheme which adds congestion to the A32.
- 7.93 The JSASTC is likely to be maintained on the site offering the potential for other marine training facilities. The marina itself will offer enhanced visitor opportunities and potential for linked employment uses.

- 7.94 Other employment opportunities will need to be considered including small scale offices and workshops as well as training facilities.
- 7.95 As with Royal Hospital Haslar, public transport will need to be improved with the potential for water-based transport.

General principles

1. **The Haslar Peninsula is a significant area of change which includes two major Ministry of Defence sites:**
 - Royal Hospital Haslar; and
 - Blockhouse.
2. **The distinctive built heritage and open space of the area will be preserved and enhanced. Opportunities will be taken to improve the public's awareness and interpretation of the historic significance of Royal Hospital Haslar and Blockhouse .**
3. **The Peninsula will be accessible to the public to enjoy its historic features and Waterfront setting.**
4. **Development will need to accord with the principles set out in PPS25 including the need to undertake a Flood Risk Assessment with the appropriate flood defences and mitigation measures.**
5. **Development proposals will need to fully consider any implications on important nature conservation features in the vicinity. Opportunities will be taken to improve biodiversity on the Peninsula.**
6. **It will be necessary to improve public transport access to Gosport Town Centre and the ferry/bus station interchange. Opportunities for water-based transport will need to be fully considered.**
7. **Opportunities will be taken to incorporate and improve pedestrian and cycle access to the Waterfront where practical.**
8. **The site will need to be served by sufficient levels of infrastructure as required by other policies in the Core Strategy.**

Royal Hospital Haslar

9. **Medical, health and care facilities will be the prime uses on this site including the re-use of existing facilities and buildings.**
10. **Development which would result in the loss of existing health and community facilities for which there is a significant need will not be considered appropriate unless:**
 - 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.**

- 11. If other uses are appropriate, parts of the site may be suitable for non-medical/health and care employment and the re-use of buildings for small offices and workshops will be encouraged as well as appropriate leisure uses including a hotel.**
- 12. Royal Hospital Haslar offers the opportunity for the development of a new local centre with a range of small scale retail and services to serve the site and the local community and employment sites.**
- 13. Public access will be encouraged to the Hospital grounds and linkages provided to the Solent frontage.**
- 14. The preferred residential type on this site is related to care and health facilities which will need to include an element of affordable provision.**
- 15. Other types of dwellings will only 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.**

Blockhouse

- 16. Leisure, tourism and maritime uses that best utilise the heritage and peninsula setting of the Blockhouse site will be the priority for**
- 17. The Submarine Museum will be retained and provide an important focus for the area.**
- 18. Marina, marine training and associated facilities will be retained and opportunities to enhance these uses will be encouraged.**
- 19. Marine and hi-technology employment will be a key priority and the re-use of existing assets on the site will need to be fully considered.**
- 20. Limited residential uses will only be considered in order:**
 - a) to allow for the successful re-use of historic buildings where other uses would not be appropriate or viable; or**
 - b) it can be clearly demonstrated that an element of residential development is required to enable the accommodation of other uses on the site in terms of providing a long-term viable scheme.**

Haslar Marine Technology Park

- 21. Hi-tech employment uses will be maintained and encouraged on this existing employment site.**

Explanation of Policy CS9

- 7.96 The policy reflects a number of important issues that need to be considered when developing the site. These are set out briefly below with further evidence contained in the relevant topic paper and or evidence study.

Flood Risk

- 7.97 Flood risk will be a major consideration for the site. Most of the Royal Hospital Haslar site is within Flood Zone 1 but surrounded by higher risk areas. Large parts of Blockhouse are within flood Zone 2, with limited areas in flood Zone 3. However due to rising sea levels by 2115 significant areas of the Peninsula will be within Flood Zone 3. Significant flood defence infrastructure is likely to be required with the precise nature and scale still to be determined including the sea walls on the Solent frontage of Royal Hospital Haslar and Blockhouse.

- 7.98 The areas for re-use and potential redevelopment at Royal Hospital Haslar meet the sequential test as it is within Flood Zone 1 and consequently the exception test is not required. However the Flood Risk Assessment (FRA) for the site will need to address the evacuation issue as the site could potentially be surrounded by tidal floodwater in an extreme flood event as well as issues relating to surface water run-off.

- 7.99 With regard to Blockhouse it is considered that due to its historic importance and its harbour mouth location, the site offers significant regeneration benefits. When applying the PPS25 Sequential Test it is considered that these opportunities can not be found in alternative locations in Flood Zone 1. It is therefore necessary to demonstrate that the three elements of the exception test can be passed. The site has significant sustainability benefits and is on previously developed land (Test a & b). It will be necessary for developers to demonstrate that test c can be met through a FRA including that any development can be designed to be safe from flooding in a manner which does not increase flooding elsewhere including safe evacuation and appropriate defences.

Nature Conservation

- 7.100 The Peninsula is adjacent internationally important habitats (Portsmouth Harbour SPA and Ramsar Site). Consequently it will be necessary to assess proposals for the sites within the peninsula in terms of their potential impact on the important habitats in combination with other proposals. The Habitats Regulation Assessment Screening report (2009) highlights that development at this site has the potential to have an effect on the internationally important habitats. Potential effects identified include, air pollution, the impact of flood defences, disturbance from recreation, and water consumption and waste. The assessments of any potential impacts in combination with other developments in South Hampshire will be subject to an 'Appropriate Assessment' in accordance with the Conservation (Natural Habitats) Regulations 1994. The 'Appropriate Assessment' will be undertaken prior to the submission stage and will be informed by research which is currently being carried out on behalf of PUSH and other key stakeholders.

- 7.101 It will be important to take opportunities to enhance the biodiversity within and adjacent the Peninsula particularly in relation to priority Biodiversity Action Plan habitats and species.

Built Heritage

- 7.102 Further investigations into the Peninsula's rich history will need to be conducted in order to understand the archaeology and historical development of the strategic area.
- 7.103 As a result of the EbD process it is clear that further research is required to inform the planning process. Planning Policy Guidance Notes 15 and 16, and the latest English Heritage Guidance in 'Conservation Principles' makes it clear of the need to provide sufficient research to inform the key aspects of historic sites. Although historic research has been carried out on Royal Hospital Haslar, and some important information was available for the EBD, there are still key gaps in our knowledge of the site.
- 7.104 The site would benefit from a full Landscape Assessment, in particular a study of the trees to determine their landscape value and importance to the development of the Park. Additional work would include providing conclusive plans at key phases showing how the buildings and landscape developed and a plan illustrating the surviving elements of both.

Contamination

- 7.105 The issue of contamination will need to be fully investigated as the result of long-term military use.

Currently known infrastructure requirements-

- 7.106 Table 7.3 below sets out the broad infrastructure requirements for the Haslar Peninsula.

Table 7.3: Currently known infrastructure requirements on the Haslar Peninsula

Infrastructure requirement	Comment
Transport and Accessibility	<p>Improved local road access to the Royal Hospital Haslar site and Blockhouse.</p> <p>Improved public transport to Gosport Town Centre and the bus station/ferry interchange.</p> <p>In addition to these specific site requirements the Borough Council will seek developer contributions for wider strategic transport improvements in the Borough.</p> <p>Public access is required to both the Royal Hospital Haslar site and Blockhouse.</p> <p>Provision of facilities to provide a waterbus service to the Peninsula.</p> <p>Improved pedestrian and cycle links to the Waterfront.</p> <p>The use of Green Travel Plans.</p>
Health and Care	<p>It will be necessary to fully investigate with health providers the continuing use of the Royal Hospital Haslar site for health facilities prior to the consideration of any other use. Public and private health requirements</p>

	should be considered.
Education	<p>Developer contributions for improved education facilities in accordance with current Hampshire County Council system as outlined in saved Policy R/CF6 of the Local Plan Review (to be reviewed as part of the forthcoming Site Allocations and Delivery DPD).</p> <p>Potential use of premises for skills, education and training facilities.</p>
Leisure Facilities	Leisure and cultural facilities will be encouraged particularly at Blockhouse given its superb maritime location.
Other Communities Facilities (places of assembly etc)	<p>No specific on-site requirement but opportunities for the re-use of existing buildings should be explored following consultation with local groups.</p> <p>Developer contributions for leisure and cultural facilities may be required. This will be investigated in the forthcoming Site Allocations and Delivery DPD.</p>
Housing	It will be necessary to negotiate affordable residential care facilities. Any enabling housing development will need to accord with the Core Strategy's affordable housing requirements.
Open Space	<p>Protection of historic parkland at Royal Hospital Haslar and existing playing field facilities at Blockhouse.</p> <p>Civic space Waterfront promenade, public spaces.</p> <p>A revised approach for collecting developer contributions for green infrastructure including a wider range of open spaces (such as allotments, parks, nature conservation areas, amenity areas and off-road cycle ways) will be included in the forthcoming Site Allocations and Delivery DPD.</p>
Utilities	<p>The developers will need to make the necessary on site provision and connections for water, electricity and gas supplies.</p> <p>Capacity of on-site and off-site drainage will need to be investigated with the relevant statutory organisations. Southern Water has confirmed that there is no residual capacity in the existing foul water sewer. Developer funded upgrade works will be required to support any proposed development which increases off-site foul discharge beyond current levels. The cost of these upgrade works can only be confirmed following clarification of development proposals.</p> <p>Any additional surface water discharge will need to be investigated further (options include discharge to the sea or the incorporation of a SuDS).</p>

	Renewable energy: The potential for renewable energy will need to be investigated.
Flood Protection/ Mitigation measures	This is a significant issue. Further details in Royal Hospital Haslar and Fort Blockhouse Seawall-Maintenance and Upgrade Strategy (2007). Further research is required to understand the flood risk issues relating to the Peninsula and what improvements are required.

Delivery and Implementation

- 7.107 Proposals at the Royal Hospital Haslar site could be delivered in a number of ways:

Development Management

- If a scheme for the entire (or most of the site) came forward shortly after disposal it may be possible to deal with the site through an outline planning application based on a masterplan and subsequent detailed applications.

SPD

- In other instances an SPD may be the most appropriate way forward. The SPD would set out the key design/development principles, land uses and infrastructure requirements. This would provide the basis for determining future planning applications for the site.

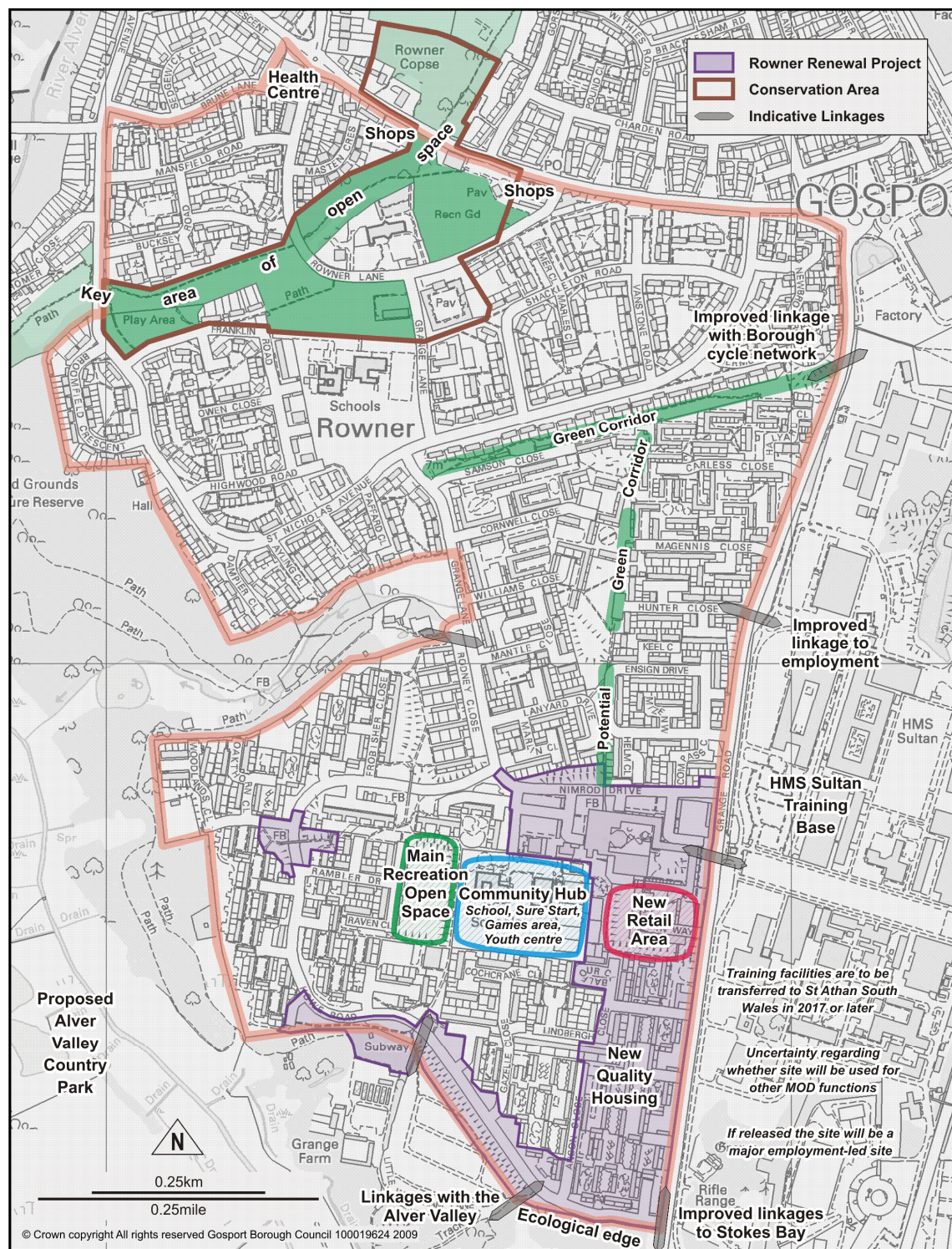
- 7.108 Due to the uncertainty regarding the release of Blockhouse and how it will be phased it is not possible at this stage to identify a timetable for future guidance relating to the site.

Partnership Working

- 7.109 For both sites it will be necessary to work with the landowners and developers as well as statutory agencies, particularly in relation to flood defences (Environment Agency) and transport issues (ferry and bus operators and the Highway Authority (Hampshire County Council)).

STRATEGIC AREA 4: Rowner

Plan 8: Proposals for the Rowner Renewal area and potential improvements for the wider Rowner area



Background

- 7.110 Strategic Area 4, 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 residential areas to the north. The strategic 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 current MoD training facilities are being relocated to St Athan in South Wales after 2017.
- 7.111 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 and decaying infrastructure the estate has developed some significant economic, social and environmental problems. The Rowner Estate is within the top 20% most deprived areas in England. 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.
- 7.112 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.
- 7.113 There are however significant areas which are in poor condition particularly in an area known as 'The Precinct' which comprises mainly high rise units with a central block of up to nine storeys and a neglected neighbourhood centre. Not only are the buildings in a poor state of repair but the area also has community safety problems.

Options Considered

- 7.114 The vision for Rowner is to create a high quality sustainable development promoting a regeneration process that will enhance the existing environment as well as a neighbourhood that offers a number of attractive dwellings and associated facilities.
- 7.115 In order to address these issues the Rowner Renewal Consortium was formed. This Consortium was launched in 2007 and is a partnership between Gosport Borough Council, Hampshire County Council, the Homes and Communities Agency, Portsmouth Housing Association and Taylor Wimpey. The Consortium undertook a series of consultation events to seek the views of the local community. These events culminated in a design weekend where various options for improving the estate were discussed.
- 7.116 As a result of the consultation the Consortium prepared the Rowner Renewal Project. This project focuses on the area that is in most need of regeneration. The Strategic Area includes a wider area to allow the opportunity for additional residential led mixed-use projects to be brought forward in the future.
- 7.117 The Rowner Renewal Project aims to deliver significant regeneration improvements to the Rowner area including the redevelopment of 'The Precinct' and associated areas. It will include new housing, retail and community facilities.

- 7.118 A number of options have been considered for the site and the assessment is detailed in the Design and Access Statement submitted with the original planning application.
- 7.119 The final proposal will include up to 700 new residential units, 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.

SUGGESTED POLICY CS10: ROWNER

- 1. The redevelopment of the Strategic Area will create a strong positive identity for Rowner with a real sense of place and a distinct character.**
- 2. There will be a range of high quality new homes served by a good range of quality and accessible community facilities including education, health and recreational facilities.**
- 3. It will be important to create stronger pedestrian, cycling and public transport linkages with the surrounding areas including:**
 - a) increased bus frequency; and**
 - b) improved pedestrian and cycling connections with the Alver Valley, Stokes Bay, the Holbrook Recreation Centre and the Borough's cycling network.**
- 4. The regeneration of the area will take account of its proximity to the Alver Valley while enhancing the opportunities for residents to make better use of this important recreational asset.**
- 5. The Rowner Renewal Project will include:**
 - a) up to 700 dwellings with approximately 200 net additional dwellings; and**
 - b) 2,250 sq.m (net) of total retail floorspace with an enhanced local centre with improved facilities.**
- 6. The refurbishment and redevelopment of other parts of the Rowner area to replace low quality housing will be encouraged to create new attractive neighbourhoods with good quality homes.**
- 7. Development will need to accord with the principles set out in PPS25 including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures.**
- 8. Development proposals will need to fully consider any implications on important nature conservation features in the vicinity. Opportunities will be taken to improve biodiversity.**
- 9. The site will need to be served by sufficient levels of infrastructure as required by other policies in the Core Strategy.**

10. The Borough Council and its partners will continue to support the Rowner Neighbourhood Management Scheme and help address its priority issues and deliver its action plan.

Explanation of Policy CS10

Design

- 7.120 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. The Rowner Renewal Project has developed a Design Code to achieve a high quality, sustainable, safe and attractive environment.

Flood Risk

- 7.121 Although none of the Rowner estate 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

- 7.122 The Rowner estate is bounded by 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. The Alver Valley offers significant opportunities to enhance biodiversity and to accommodate any informal recreation pressures that may be associated with any proposals.

Currently known infrastructure requirements

- 7.123 Table 7.4 below sets out the key infrastructure requirements for the Rowner area.

Table 7.4: Currently known infrastructure requirements in the Rowner area

Infrastructure requirement	Comment
Transport and Accessibility	<p>Identified on-site and adjacent off-site access improvements to serve the proposed development</p> <p>Improved pedestrian and cycle links within Rowner and linkages to neighbouring areas including links to the Borough's strategic cycle network (former railway line) and the Alver Valley.</p> <p>In addition to specific site requirements the Borough Council will seek developer contributions for wider strategic transport improvements in the Borough. This will be in accordance with the current Hampshire County Council tariff approach and reflect that the site will generate additional pressure on the Borough's limited road network.</p>
Housing	Affordable Housing to Core Strategy requirements. It may be necessary to negotiate provision in relation to

	viability.
Education and Children's Services	<p>There have been recent significant improvements to the provision of children's services in the Rowner area including the provision of a Sure Start facility and youth centre which are to be integrated within the Rowner Renewal proposal.</p> <p>Developer contributions for the improvement of education facilities in the wider Rowner area will be in accordance with current Hampshire County Council system as outlined in saved Policy R/CF6 of the Local Plan Review (to be reviewed as part of the forthcoming Site Allocations and Delivery DPD).</p>
Health and Care	<p>A new GP surgery has been provided in the north of the Rowner area.</p> <p>No additional health facilities are required for the Rowner Renewal Scheme (confirmed by the Hampshire Primary Care Trust).</p> <p>It will be necessary to consult with the Primary Care Trust (PCT) regarding other proposals in the area.</p>
Leisure and Recreation Facilities	<p>A new youth centre and BMX track have recently been provided in or close to the Rowner area.</p> <p>The Grange Ward has one of the most youthful age profiles in England and it is acknowledged that further local indoor provision is required. The site of the former Rowner Recreation Centre has been identified for leisure and recreation purposes unless an alternative appropriate site can be identified.</p> <p>Developer contributions for leisure and cultural facilities may be required for each new dwelling (tariff approach) as part of future schemes. This will be investigated in the forthcoming Site Allocations and Delivery DPD.</p>
Retail	A replacement neighbourhood centre with a new superstore as well as other stores and a café is proposed as part of the Rowner Renewal Project which will replace the dilapidated existing centre.
Other Communities Facilities	<p>There are a number of existing facilities in the Rowner Renewal Project which are being integrated in to the development. The north of the Rowner area is served by a range of facilities</p> <p>No specific on-site requirements identified at present.</p>
Open Space/Green Infrastructure	<p>Provision of on-site play facilities and/or improvement of existing facilities in accordance with latest standards.</p> <p>Developer contributions for off-site outdoor sports</p>

	<p>facilities or improvement of existing facilities.</p> <p>The creation of the Alver Valley Country Park and the community sports pitches associated with the Portsmouth Football Club Training Ground will be important for providing a variety of active and passive recreational opportunities for the whole Borough, but given its close proximity to Rowner it will particularly benefit local residents.</p> <p>The Rowner Renewal Project consent includes a condition for the provision of a 5 year management plan for the near-by Browndown SSSI including a developer contribution towards its implementation. This has been proposed to mitigate against recreational pressure on the important nature conservation site.</p> <p>A revised approach for collecting developer contributions for green infrastructure including a wider range of open spaces will be included in the forthcoming Site Allocations and Delivery DPD.</p>
Utilities	<p>The developers will need to make the necessary on-site provision and connections for water, electricity and gas supplies. It will be necessary to consider the implications of the Habitats Directive particularly in relation to water supply and discharge.</p>
Flood Protection/ Mitigation measures	<p>The Rowner Renewal Project includes a Sustainable Drainage System (SuDS) scheme.</p> <p>Further SuDS schemes will need to be considered as part of other areas within Rowner to be developed in order to mitigate against surface water flooding and contribute to the Borough's local green infrastructure. This will need to be accompanied by a management and maintenance plan for the lifetime of the development.</p>

Delivery and Implementation

7.124 This Policy will be implemented through:

Development Management

- The Rowner Renewal project will be delivered through the implementation of the approved planning permission 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 2016/17.

Site Allocations and Delivery DPD

- Other potential development areas in the Rowner Estate will be considered and identified in the forthcoming Site Allocations and

Delivery DPD. These will need to reflect the principles incorporated as part of the Rowner Renewal Project as set out in Policy CS10 above.

Rowner Neighbourhood Management Scheme

7.125 The Rowner Neighbourhood Management Scheme will continue to be supported by the Borough Council and its partners. The primary objective of the Scheme is to improve the quality of life and wellbeing of local residents through the provision and/or realignment of services. This includes:

- A review of existing service delivery;
- Plan and deliver a programme of service improvements and partnership activities to address priority issues; and
- Evaluate success of service improvement and activities and identify any changes that need to be made.

7.126 Through the use of baseline information and consultation with stakeholders the current three priorities for the Rowner Neighbourhood Management Scheme are:

- Youth provision and establishing positive youth norms;
- Physical environment and the image of Rowner; and
- Opportunities for working age adults.

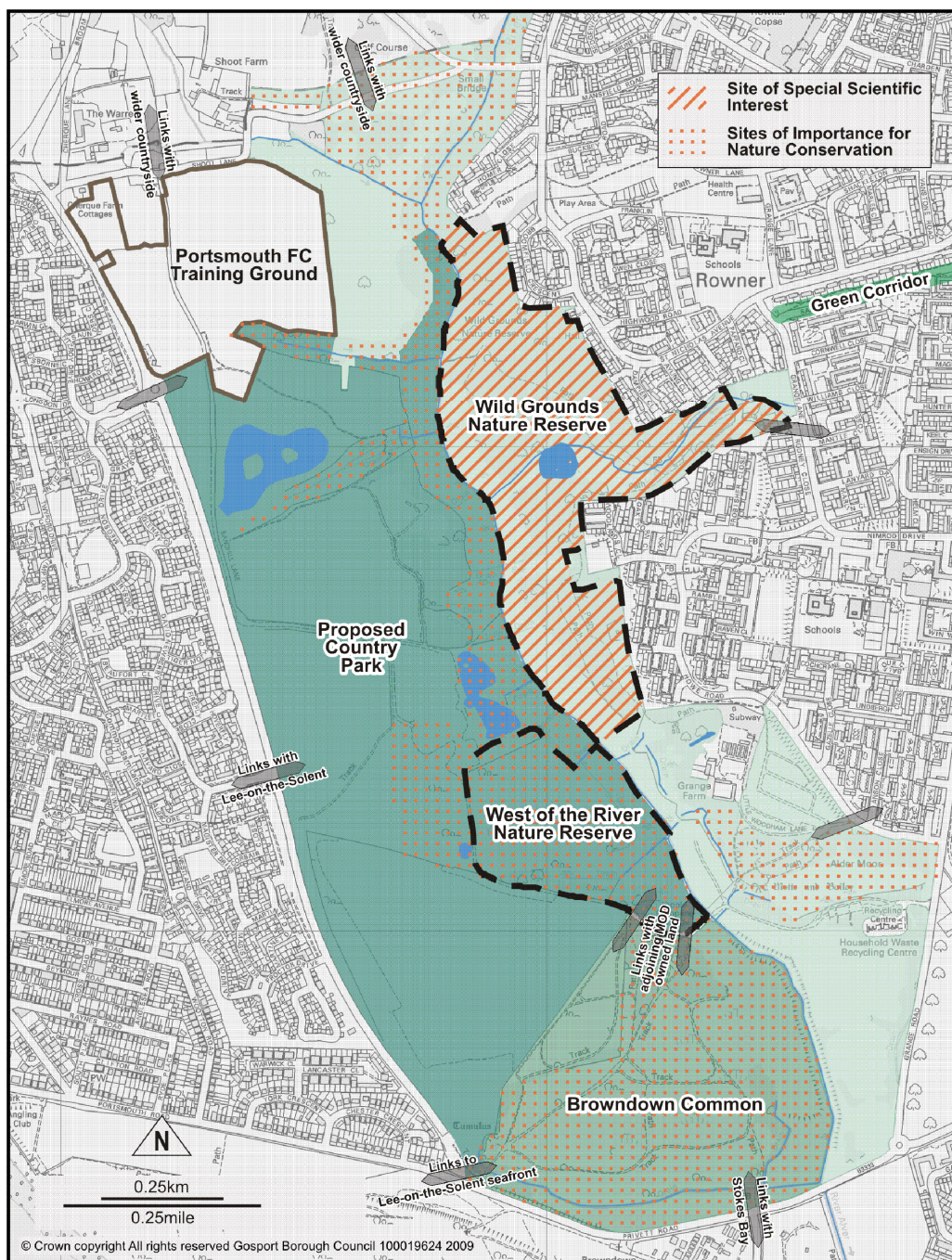
7.127 The Rowner Neighbourhood Management Scheme has an action plan which is updated regularly. Current actions include:

- Improved space for young people;
- Involving young people in actively planning local improvements;
- Secure environmental improvements including the use of developer contributions; and
- Establish recycling facilities on an appropriate site.

STRATEGIC AREA 5: Alver Valley

Strategic Area Plan

Plan 9: Alver Valley Proposals



Background

- 7.128 Strategic Area 5, 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).
- 7.129 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.
- 7.130 A significant part of the area is now in the ownership of the Borough Council and during the Plan period the Borough Council will acquire additional areas within the Valley.
- 7.131 The Borough Council has considered that the most appropriate use for the area would be for recreation purposes that retain its open undeveloped nature and managed as a Country Park with a range of formal and informal opportunities. Consequently the site has been allocated in the current Local Plan Review as a recreation allocation. Proposals were originally set out in the Alver Valley Masterplan which was prepared in liaison with Groundwork Solent following significant public consultation.
- 7.132 Since the Masterplan has been approved a planning proposal for a training ground for Portsmouth Football Club has been granted at the northern end of the proposed Country Park, which includes two community pitches and access to indoor sports facilities. Consequently the Masterplan and the detailed proposals of the Country Park are currently being reviewed. The Borough Council considers that the proposed training ground will enable the range of other informal and formal recreational opportunities to be implemented.

Options Considered

- 7.133 The creation of a Country Park remains the only option for the site, albeit linked with the Portsmouth Football Club training ground.
- 7.133 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, and will also serve the new residential development at Cherque Farm.
- 7.134 The Country Park represents the largest element of new green infrastructure in the Borough and will include 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.

- 7.135 The Alver Valley will be important for providing significant 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 represents a strategic element of the South Hampshire green infrastructure network.
- 7.136 Gosport Borough has recognised shortages of open space and the creation of the Alver Valley Park will help the Borough meet Natural England's 'Accessible Natural Greenspace Standards'

SUGGESTED POLICY CS11: ALVER VALLEY

- 1. The creation of a Country Park within the Alver Valley will be the Strategic Area of new green infrastructure within the Borough offering community, education, health and nature conservation benefits.**
- 2. It will offer a range of formal and informal recreational opportunities which will need to be appropriate within its setting outside the urban area.**
- 3. The protection and enhancement of biodiversity will be a key objective for the site including safeguarding a range of important habitats.**
- 4. It will be important to create stronger pedestrian, cycling and public transport linkages with the surrounding areas including:**
 - a) increased bus frequency; and**
 - b) improved pedestrian and cycling connections with neighbouring residential areas, Stokes Bay, Lee-on-the Solent seafront and the wider countryside to the north.**
- 5. Vehicular access and parking arrangements will need to be sensitively designed to blend in with the local environment.**
- 6. Ancillary buildings will need to accord with the principles set out in PPS25 including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures.**
- 7. Contamination issues will need to be considered in consultation with the Environment Agency.**
- 8. The site will need to be served by sufficient levels of infrastructure as required by other policies in the Core Strategy.**

Explanation of Policy CS11

Nature Conservation

- 7.137 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 SINC's 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.

Design

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

Built Heritage

- 7.139 It will be necessary to protect the site's built heritage including the character and setting of the site's Scheduled Ancient Monument (Castle Mound) and Listed Building (Grange Farmhouse).

Flood Risk

- 7.140 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.
- 7.141 Specific proposals for the Portsmouth Football Club training ground have dealt with this issue. Whilst it is not proposed to develop additional new buildings within the park except a visitors centre/pavilion it will be necessary to ensure that flood issues are fully considered in accordance with PPS25.

Contamination

- 7.142 The Environment Agency will be consulted on proposals for the site, as it is possible that much of the allocation area may be designated as Contaminated Land under Part 11a of the Environment Protection Act 1990. 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 outcome of current Environment Agency inspections may affect the types of land use, design and layout of parts of the Alver Valley site.

Delivery and Implementation

- 7.143 The proposals will be implemented through a number of measures:
- A revised Masterplan will identify detailed proposals and methods of implementation;
 - The Portsmouth Football Club training ground proposals will provide outdoor and indoor sporting facilities for the local community;
 - The lease of the training ground to Portsmouth Football Club will provide funds to deliver elements set out in the Masterplan;

- Developer contributions will be taken to preserve and enhance the Borough's network of green infrastructure including the Alver Valley Country Park; and
- The completion and review of various habitat management plans to ensure biodiversity is protected and enhanced within the Alver Valley.

Core Policies

This section includes a series of core policies which set out how the Borough Council in partnership with stakeholders will address key issues facing the Borough.

8.0 DESIGN AND HERITAGE

Evidence

The Design Topic Paper and the Built Heritage Topic Paper include more detailed information including the national and regional policy context, a summary of key evidence and consultation responses as well as a detailed consideration of options. Other topic papers are also of relevance including the Biodiversity, Housing and Open Space Topic Papers

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 3: Housing

PPG 15: Planning and the Historic Environment

PPG 16: Archaeology and Planning

Other PPSs and PPGs also have implications for design and built heritage including *PPS9: Biodiversity and Geological Conservation*, *PPG17: Open Space, Sport and Recreation*, *PPG19: Outdoor Advertisement Control*, *PPG20: Coastal Planning*, *PPG22: Renewable Energy*, and *PPG24 Planning and Noise*

South East Plan 2006-2026 (May 2009)(including CC4, CC6, H5, BE1 & BE6)

Background

- 8.1 Good design 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. The protection of heritage features including important buildings and spaces ensures that such places are locations where people want to live, work and visit and consequently are valuable for people's well being, sense of local pride as well as encouraging investment. Bad 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.

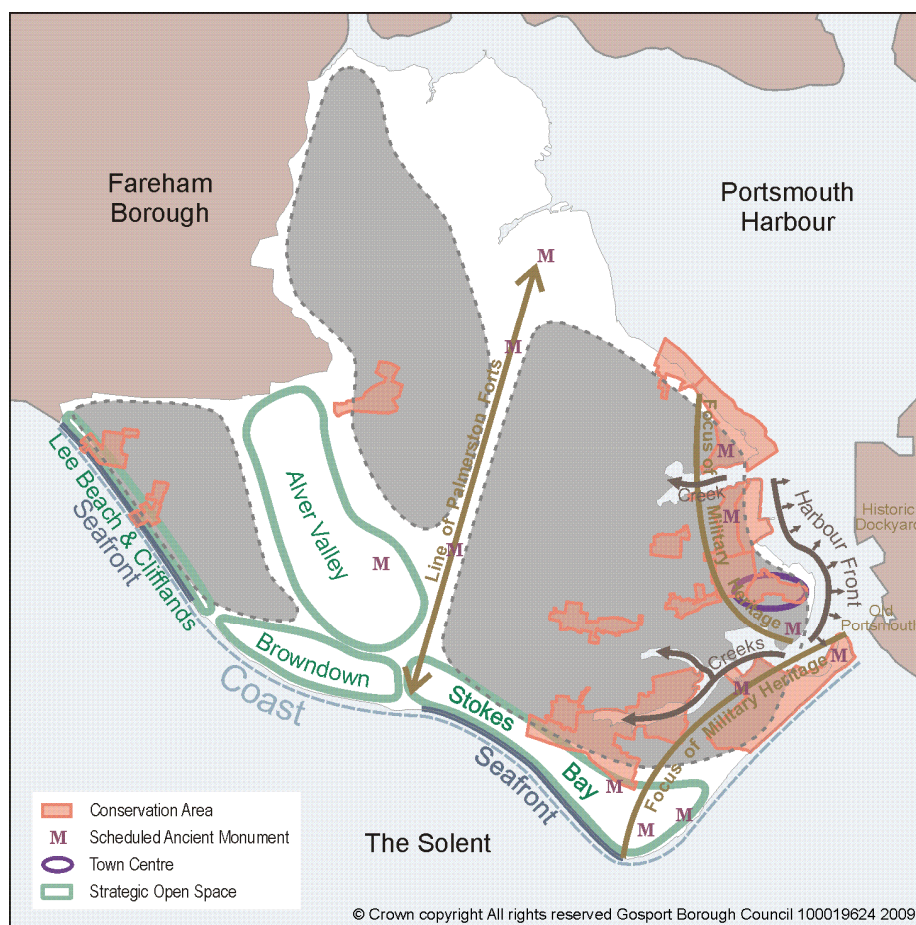
Local Context

- 8.2 The historic character of Gosport has largely been determined by the strategic defence significance of the Peninsula (see Plan 10). The focus of the Borough's townscape relates 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.
- 8.3 In addition the Alver Valley possesses natural qualities of strategic importance as a recreational open space. It also includes historic features with its layout influenced by medieval Cistercian monks.
- 8.4 Gosport Town Centre and its immediate surrounds have a more traditional urban form with dense development with numerous historic buildings. Other parts of the Borough are characterised with 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 Bridgemarky and Peel Common.

- 8.5 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. 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 Defence Estates and for which new uses are being found.
- 8.6 These sites are also associated with a number of nationally important historic engineers, architects and inventors (For example: Smeaton, Froude, Wyatt, Greene and Scamp, and Samuel Whitbread). Royal Hospital Haslar has a particularly rich history, both in its buildings and people connected with the site.
- 8.7 The Borough has 521 Listed Buildings and 99 locally listed buildings. There are 16 Conservation Areas which are designated to preserve and enhance the special character of the area. There are 13 Scheduled Ancient Monuments, the majority of which are related to Gosport's military fortifications. The grounds of Royal Hospital Haslar are a Grade 2 Registered Historic Park of National Importance (23Ha). There are also seven locally important historic parks (33.1ha). The Borough also has an Area of Special Character in Lee-on-the-Solent which aims to safeguard its seafront character.

Plan 10: Key Townscape/Landscape Characteristics of Gosport Borough



Options Considered

- 8.8 The Government provides significant policy context including PPS1: Delivering Sustainable Development which outlines the importance of design. Similarly in relation to historic assets such as buildings, monuments, parks, archaeology and conservation areas there is a significant primary legislation and guidance, particularly PPG15: Planning and the Historic Environment and PPG16: Archaeology and Planning. Local authorities are advised not to repeat national or regional planning guidance in their planning documents. Consequently the scope for alternative options is not applicable and that there is a need to set out an overarching design and heritage policy which can be supplemented by more detailed design guidance.
- 8.9 The Borough's only option in relation to historic buildings is to preserve and where possible enhance them. Consequently as historic military buildings 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. Good design in existing areas and within new development is important for addressing a number of issues identified in the Borough including:
- The need to regenerate brownfield sites and attract new investment;
 - Preserving the Borough's maritime distinctiveness;
 - helping to maintain the vitality and viability of Gosport's Town Centre and waterfront; and
 - Ensuring the area is a pleasant and safe place to live and work.

SUGGESTED POLICY CS12: DESIGN AND HERITAGE

- 1. The Borough Council will require high quality design for all development within Gosport and Lee-on-the-Solent.**
- 2. New development should be well-designed to respect the character, identity and context of the Borough's distinctive built and natural environment including its maritime heritage associated with its waterfront location on Portsmouth Harbour and the Solent.**
- 3. New development should:**
 - a) contribute positively to the identity and heritage of the local area in terms of scale, setting, layout, massing, landscaping, and appearance including details and materials;**
 - b) protect and enhance the Borough's historic assets including historic buildings, conservation areas, historic parks and gardens, archaeological sites and other areas of historic or design interest;**
 - c) protect important and longer distance views including landward and seaward views;**
 - d) positively contribute to the image of the Borough particularly at important gateway locations and along key access corridors;**
 - e) be accessible to all;**
 - f) be easy to get to and well connected to public transport and local services and facilities;**
 - g) be easy to move through with safe and recognisable routes, intersections and landmarks;**
 - h) create safe environments where crime and disorder or fear of crime does not undermine quality of life;**
 - i) address noise and light pollution issues;**
 - j) provide, or be accessible to, high quality public spaces that are usable, attractive and safe;**
 - k) incorporate measures to protect and enhance biodiversity;**
 - l) promote flexibility to respond to the consequences of climate change and future social, technological and economic requirements; and**
 - m) ensure that the local neighbourhood has an appropriate mix of uses that encourage sustainable living.**
- 4. Development proposals will be required to demonstrate how the above criteria has been considered through the submission of Design and Access statements, including the use of clear and**

informative plans, elevations and street scenes.

- 5. Proposals for new residential development should have regard to the 'Building for Life' criteria.**
- 6. Development that may affect heritage assets or their setting should be based on sound supporting evidence and will be required to preserve or enhance their special interest and sense of place.**
- 7. On key strategic sites the Borough Council will work with developers and stakeholders to devise design principles to guide development either by:**
 - a) agreeing design principles as part of an approved masterplan/site specific development brief; or**
 - b) through the development of a Design Code.**

Explanation of Policy CS12

- 8.10 The Borough Council will produce a Design Supplementary Planning Document (SPD) to provide further details regarding the issue of design and heritage. An explanation of some of the key aspects arising from this policy is set out below:

Historic Assets

- 8.11 The term 'heritage assets' embraces all features that contribute to creating the unique sense of place including Listed Buildings, Local List Buildings, Scheduled Ancient Monuments, Listed and unlisted historic parks and gardens, Conservation Areas and sites of archaeological interest.
- 8.12 Detailed development management policies including the re-use of Listed Buildings and development in Conservation Areas are currently 'saved' policies of the Gosport Local Plan Review (adopted May 2006). These policies will be reviewed as part of the forthcoming Site Allocations and Delivery DPD.

Design Principles

- 8.13 It is considered important that new development 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 spatial 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, this currently includes:
- *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; and*
 - *Access for Disabled People: A Good Practice Guide.*

Noise Pollution

8.14 Noise pollution can significantly affect a person's health and well being and can be associated with inappropriately located development and insufficient mitigation measures including inadequate building design and quality. It will be important to ensure that new development:

- Minimises the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals;
- Separates new noise sensitive development from major noise sources wherever practicable;
- Supports new technologies and improved practices to reduce noise at source, including road traffic;
- Reduces the impact of traffic noise through highway management and transport policies; and
- Take into account of issues such as building layout, noise barriers and insulation.

Light Pollution

8.15 Light pollution is defined in Government Guidance as 'any form of artificial light which shines outside the area it is intended to illuminate.' It can occur as skyglow, glare, light trespass. It can have a number of impacts including a nuisance to local residents, adverse health impacts, disruption to local ecosystems and obscure views of the night sky. It also represents a waste of resources.

8.16 In certain locations, particularly outside the urban area boundary the introduction of lighting is considered inappropriate. In all instances measures to reduce light pollution will need to be considered including:

- Utilizing light sources of minimum intensity necessary to accomplish the light's purpose;
- Use of timer or occupancy sensors;
- Improving light fixtures in relation to how light is directed and improving the type of lights to reduce their impact; and
- Assessing whether the scale of light is required.

8.17 It will also be necessary to consider the energy efficiency of lighting and consider lighting powered by renewable resources.

Biodiversity

8.18 Development should promote the enhancement, restoration and where appropriate the creation of the habitats, through its design. Biodiversity can be incorporated into development through wildlife friendly landscaping, installation of sustainable urban drainage schemes, and features such as green roofs and nesting spaces. Designing for biodiversity can also help address wider environmental issues including the incorporation of energy and water saving measures. The Borough Council will consider the latest best practice guidance to ensure such development is implemented to contribute towards the Borough's green infrastructure.

Incorporating Flexibility

8.19 The Policy includes the need to allow buildings to adapt to, and be durable to, the consequences of climate change including natural hazards such as flooding. Further guidance on risk management by design is included in PPS25 Practice Guide. It is also necessary for buildings to have flexibility to deal with future social, technological and economic requirements. The

Lifetime Home concept ensures that properties can be easily adapted to suit the changing needs of its occupants through their life. Similarly the potential to use homes for working purposes needs to be considered.

Design and Access Statements

- 8.20 The Policy refers to a number of implementation mechanisms including Design and Access Statements. In most instances it is now a statutory requirement 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.
- 8.21 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 which is available on the Council's website www.gosport.gov.uk/sections/your-council/council-services/planning-section/requirement-for-design-and-access-statements
- 8.22 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 guidance is set out in the Department of Communities and Local Government Circular 01/2006: *Guidance on Changes to the Development Control System* and CABE's guidance *Design and Access Statements*.

Building for Life

- 8.23 Building for Life is the national standard for well designed homes and neighbourhoods. The initiative has been led by the Home Builders Federation and CABE. It includes 20 criteria which relates to the local environment and community, character of the area, quality of streets and design and construction standards. Full details can be viewed at www.buildingforlife.org/about.

Design Codes

- 8.24 On key sites it will be necessary to agree broad design principles or a detailed design code in liaison with the developer and key stakeholders. 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 (PPS3 definition).

Delivery and Implementation

- 8.25 This Policy will be implemented through:

Site Allocations and Delivery DPD

- Detailed development management policies.

SPD

- A Design SPD with updated Landscape and Townscape assessment;
- Development of a Design Code, where appropriate; and
- Site specific SPDs to include design principles.

Development Management

- The determination of planning applications.

Gosport BC Initiatives

- The continued use of a local Historic Buildings Grant to assist owners with repairs on buildings of historic interest; and
- Continued advice and guidance from the Council's Conservation Officers.

9.0 ECONOMY AND EMPLOYMENT

Evidence

The Employment Topic Paper includes more detailed information including the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options. The Borough Council's Employment Land Review provides detailed information regarding the existing supply, future demand and supply as well as recommendations regarding the future portfolio of sites.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPG 4: Industrial and Commercial Development and Small Firms

Draft PPS 4: Planning for Prosperous Economies

South East Plan 2006-2026 (May 2009) (including policies RE1-6, TSR1,4-7)

Background

- 9.1 The South Hampshire Sub-Regional Strategy is based on employment led growth to bring about urban regeneration. Over the past two decades, South Hampshire's economic growth rate has been consistently below the regional average. The Strategy aims to improve its economic performance to at least match the regional average, with a target of achieving a Gross Value Added (GVA) of 3.5% per annum by 2026. This will involve an increase in jobs as well as productivity which will require land for business development. This section focuses on three main issues which all relate to the need to increase the number of jobs and increase productivity. Each issue has a related policy:

- Ensure there is sufficient land for employment floorspace;
- Ensure that there is an increase in local skill levels; and
- Develop the local tourism industry to make the most of Gosport's waterfront setting and naval history.

Local Context

- 9.2 The economy of the Borough has been largely shaped by both its Peninsula location and its long association with the armed forces which has left a legacy of a largely defence dependent economy and skills base.
- 9.3 The Borough has significant pockets of deprivation in, which experience higher rates of economic inactivity, lower skill levels and qualification attainment than the Borough as a whole, and national and regional averages. 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.
- 9.4 Over the past two decades the total number of jobs available in the Borough has significantly decreased, mainly in the public administration sector (including defence, health and education) and in the manufacturing sector. Despite this, the Ministry of Defence (MoD) is still a key sector which employs over a third of the Borough's economically active population. The job losses

that have been recorded have not been compensated by sufficient growth within the service and commercial sectors.

- 9.5 The SE Plan recognises that particular attention needs to be given to the provision of new business floorspace in Gosport where job density (0.52 jobs in Gosport per person of working age) is the lowest in the South East and the volume of out-commuting significantly exceeds the transport capacity of the Gosport Peninsula. This lack of local jobs has contributed to significant out-commuting resulting in acute congestion on its constrained road network, particularly along the A32 Fareham Road. Conversely, Gosport has the second highest workplace self-containment ratio in Hampshire with 72% of Gosport based jobs successfully filled by local residents. This suggests that when local jobs are provided they are taken by local residents.
- 9.6 Additional job opportunities could help to alleviate the high levels of traffic congestion, reduce pollution associated with the unsustainably high levels of out-commuting and enable a more sustainable pattern of development. Business investment is critical in creating new jobs to enable residents to work locally and compensate for the decline of local jobs over recent years.
- 9.7 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 including aviation, marine and high-tech manufacturing;
 - 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 could attract a young workforce to new emerging sectors on this site;
 - The coastal location offers a good quality of life; and
 - Relatively good access to the motorway compared to many areas of the UK, particularly off-peak.

Options Considered for Employment Land

- 9.8 The SE Plan and in particular the South Hampshire Sub Regional Strategy component provides a clear framework in relation to how much employment land is required within the sub region in order to achieve the ambitious levels of economic growth. Policy SH3 of the SE Plan sets out the amount of floorspace required to increase the number of jobs in South Hampshire by 59,000 between 2006 and 2026 and contribute towards achieving PUSH's economic growth target. The PUSH authorities have worked together and commissioned a number of studies to assist in apportioning floorspace within the sub region. Of the 900,000 sq.m. identified for the South East Hampshire area, the PUSH authorities have identified that it is appropriate for Gosport Borough to accommodate 81,500 sq.m. of net additional employment floorspace over the period 2006 to 2026. Local studies including the Employment Land Review have provided additional information which has informed the Council's preferred approach.
- 9.9 Potential planning options such as Gosport as a 'dormitory town' have been dismissed at an early stage as the loss of employment land for residential development will only exacerbate the acute congestion problems on the Borough's limited road network particularly as Fareham Borough is now the main destination for commuters rather than Portsmouth. Major employment

sites in Fareham are less accessible by public transport and cycling for Gosport residents than traditional employment areas in Portsmouth such as the naval dockyard and the City Centre which are more accessible to walking, cycling and public transport via the ferry. Problems of out-commuting are likely to be exacerbated by the development of the greenfield Strategic Development Area (SDA), north of Fareham, increasing existing problems on the A32 and Junction 11 of the M27. The SDA will also compete with brownfield site releases within the Borough and potentially reduce inward investment for new employment opportunities. This inward investment will be required on sites such as HMS Sultan in order to compensate for significant defence related employment losses on these sites.

- 9.10 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 as the most appropriate solution. The employment led strategy includes the need to identify key strategic sites for employment and protect key employment assets such as waterfront access and associated infrastructure, access to the airfield at Daedalus, and the utilisation of health facilities at Royal Hospital Haslar.
- 9.11 The Council's approach accords with PUSH's objective for employment-led growth in the sub-region provided the allocated land is suitable to attract firms crucial to achieving economic growth. The SE Plan identifies that most demand for new premises will be for business services, distribution and advanced manufacturing. It is considered necessary in Gosport to build upon existing strengths and assets to strengthen key clusters such as the advanced manufacturing, aviation and marine sectors.
- 9.12 The PUSH study (DTZ 2007) 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 other locations in South Hampshire will be more attractive for office growth particularly the city centres. However, 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.
- 9.13 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. Consequently the Borough will have a limited demand for large scale strategic warehousing but rather a local market which supports local businesses.
- 9.14 In conclusion the Council's policy relates to ensuring that sufficient quantity and quality of employment land is available to increase job opportunities on brownfield sites particularly within existing and emerging clusters. These employment opportunities are necessary to help alleviate local deprivation, compensate for the significant decline in local jobs and reduce out-commuting and congestion. It will be necessary to focus on the identified strengths in order to successfully compete with other locations both locally (such as the

SDA) and globally and consequently it will be necessary to ensure that local residents have the appropriate skills to meet these challenges.

SUGGESTED POLICY CS13: EMPLOYMENT LAND

- 1. The Borough Council will ensure sufficient employment floorspace is provided during the period 2006-2026 to assist in increasing local job densities and contribute towards the PUSH target set out in Policy SH3 of the South East Plan.**
- 2. The Borough Council will ensure provision is made for at least 81,500 sq.m of net additional employment floorspace to be provided flexibly in accordance with PPS4.**
- 3. Priority will be given to employment uses that:**
 - a) generate relatively high job densities (15sq.m - 40sq.m per employee); and**
 - b) utilise skills that local resident have or could acquire.**
- 4. The Borough Council will ensure that sufficient land is provided by:**
 - a) identifying Employment Allocations;**
 - b) identifying Mixed-Use Allocations which have opportunities for employment creation including Daedalus, the Gosport Waterfront and the Haslar Peninsula; and**
 - c) identifying Employment Priority Sites including HMS Sultan.**
- 5. These sites will be identified and shown on the Proposals Map through the Core Strategy and/or the Site Allocations and Delivery DPD.**
- 6. Employment assets (such as the Waterfront access, airfield access or specialist on-site facilities) will be protected.**
- 7. The development of existing business clusters (including marine, aviation and advanced manufacturing sectors) will be encouraged as well as the promotion of new sectors (including environmental technologies).**
- 8. Additional office floorspace will be encouraged in the Gosport Town Centre and Waterfront area.**
- 9. Existing employment land and premises will be safeguarded for employment purposes (B1, B2 and B8 uses).**
- 10. Planning permission for other uses (i.e. non B1-B8 uses) on protected employment sites will only be granted if it can be demonstrated that:**
 - a) the use is complementary to the employment function of the site; or**

b) there are no alternative sites for the particular use within the Borough in accordance with other policies in the Gosport Local Development Framework and it creates jobs at a similar level to other employment uses (B1-B8) on the site.

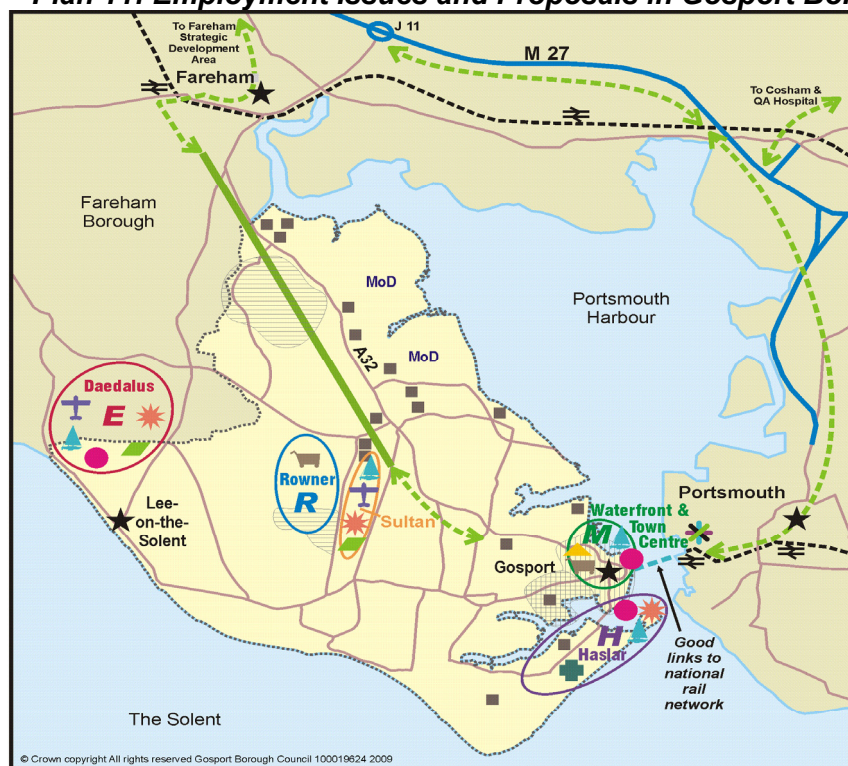
11. The refurbishment and redevelopment of existing employment sites to provide modern employment facilities will be encouraged.

12. Design of new residential buildings and neighbourhoods will be encouraged to incorporate facilities to enable working from home in appropriate circumstances.

Explanation of Policy CS13

9.15 Plan 11 provides a summary of some of the key issues and proposals in the Borough in relation to the provision of employment floorspace.

Plan 11: Employment Issues and Proposals in Gosport Borough



Employment Floorspace Targets

- 9.16 Employment uses referred to in this policy relate to B1, B2 and B8 uses (see Glossary for definitions). It is clear from the PUSH Policy Framework on employment land that the apportioned figures for each district are minimum figures and that local authorities are encouraged to increase this provision.

Existing Employment Sites

- 9.17 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 will be included as part of the latest Site Allocations and Delivery DPD and be subject to the appropriate public consultation.

Proposed Employment Sites

Allocations

- 9.18 New employment opportunities will generally be located on brownfield sites within the urban area. 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. Sites for other employment purposes will be on sites with access to the Borough's main road network, with good public transport access and compatible with the character of the local area. The ELR identifies a number of allocations for employment purposes which have either been identified as strategic sites in the Core Strategy or in the case of smaller sites will be tested through the Site Allocations and Delivery DPD process. Future updates of the Employment Land Review will reassess the portfolio of sites.
- 9.19 The three strategic sites with significant potential for employment are Daedalus, the Gosport Waterfront and the Haslar Peninsula which have been identified as mixed-use sites. Daedalus in particular is of sub-regional significance and has the potential to enhance existing marine, aviation and other high-tech clusters. Gosport Waterfront has the potential for marine employment and new office development. Royal Hospital Haslar has the potential for health related industries with Blockhouse having assets which are appropriate to marine related employment.

Employment Priority Site

- 9.20 When conducting the ELR it was clear that HMS Sultan employs large numbers of people but because most of the site is used for training purposes it has not been classified as an employment site (in accordance with the Government definition for conducting Employment Land Reviews). There are approximately 1,000 people employed at the site (University of Portsmouth 2008). There is significant uncertainty regarding the future of this site with current training functions to be transferred from HMS Sultan to St Athan in South Wales in 2017 or possibly later. However the future MoD requirement for HMS Sultan is not known at this stage. Consequently 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. 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 and therefore added to the current employment supply figures.

Employment Assets

- 9.21 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 identified by the SEEDA Waterfront Strategy 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 the potential re-use of specialised facilities on released sites such as health facilities at Royal Hospital Haslar but could also include specialised marine facilities on Blockhouse if released. It is important the opportunities to use these assets are fully explored for employment opportunities before released for other uses. It is also important that existing business clusters in the Borough such as aviation, marine industries and advanced technology are encouraged making the best use of these employment assets.

Other uses on employment sites

- 9.22 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 create genuinely sustainable communities other uses could be accommodated on employment sites. This is very much in accordance with draft PPS4 which states that local authorities should avoid designating sites for single or restricted use classes and encourages an evidence based approach. In such instances it will be necessary for the use to create jobs within the premises. It will be necessary for developers to demonstrate that there are no other more suitable sites in the Borough for the proposed particular use in accordance with other policies in the Gosport Local Development Framework. Priority will be given for uses that have an ancillary or complementary function to the employment uses on the site. Residential uses will not be considered as there is sufficient brownfield land already identified to meet more than the Borough's minimum housing requirement.

Working from Home

- 9.23 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.

Delivery and Implementation

- 9.24 This Policy will be implemented through:

Site Allocations and Delivery DPD

- The use of more detailed policies and proposals including the identification of employment sites.

SPD

- The production of Supplementary Planning Documents (SPDs) for strategic employment sites including Daedalus and the Gosport Waterfront.

Development Management

- The determination and monitoring of planning applications and appeals.

Partnership working

- The Council's emerging Economic Prosperity Strategy; and

- The Borough Council will work in partnership with a range of private, public and voluntary organisations and agencies to develop the local economy.

SKILLS

Options Considered for increasing skills

- 9.25 The Gosport economy continues to have a strong defence dependency and related skills base with high levels of employment in the high technology sector. Despite these strengths there are growing concerns over skill shortages with deficiencies in basic skills and 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 gain access to employment opportunities including poor health, low skills and family responsibilities. In many instances appropriate training and support can ensure more people can gain employment and thereby help alleviate local deprivation.
- 9.26 The need to increase the skills of the local population is considered one of the main issues facing the Borough, which has heightened during the recession as competition for work intensifies with greater emphasis on re-training. The SE Plan states that areas with skill deficiencies particularly in deprived areas in underperforming sub regions should be a focus for enhancing local skills. The PUSH Economic Development Strategy recognises that the area needs to have a sufficiently trained workforce and have the skills necessary to keep pace of technological developments.
- 9.27 It is necessary for the Borough Council and the Gosport Partnership to work with organisations such as SEEDA, the Learning and Skills Council, education and skill providers and local businesses to assist more people to join the labour force by removing barriers to work and enhancing skills levels. The Council's Economic Prosperity Section will continue to assist with this process.
- 9.28 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.
- 9.29 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 recent plans to relocate the existing training function at HMS Sultan to St Athan from 2017 will significantly 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.
- 9.30 In light of the above it is therefore considered that developing the local skills base is necessary to help attract investment, provide new job opportunities and reduce out-commuting. The alternative of relying on workers from outside the Borough would not ease the deprivation and commuting issues that Gosport experiences and represents a missed opportunity to increase skills at the same time as regenerating the Borough's brownfield sites.

- 9.31 Options for requiring developers of business premises to pay developer contributions to support training programmes have not been investigated at this stage as it is considered that such measures may act as disincentives for business investment to Gosport. Instead it is considered that securing local training opportunities in construction and related sectors will be appropriate as part of the development of key sites within the Borough.

SUGGESTED POLICY CS14: SKILLS

Gosport Borough Council will work with partners, businesses and the community to ensure that residents have the necessary skills and qualifications to succeed in a changing economy. This includes:

1. Supporting initiatives that:

- a) address barriers to learning, offer progression routes, support knowledge-transfer and foster a spirit of enterprise in the Borough;
- b) address barriers to employment, particularly focussing on those neighbourhoods where a significant percentage of the population are experiencing or at risk of social exclusion;
- c) facilitate and enhance skills development in existing and emerging sectors that are of importance to the local and/or sub regional economy. These include: marine, leisure and tourism, advanced manufacturing and health and care as well as emerging environmental technologies

2. Ensuring that sufficient land is available in accessible locations to enable training providers to develop premises for training and education purposes to meet identified needs and requirements.

3) Retaining existing specialist training facilities unless it can be demonstrated that there is no longer a requirement for such facilities.

4) Securing training opportunities for local residents as part of the development of appropriate sites.

Explanation of Policy CS14

Initiatives to improve skills and training

- 9.32 The need to address the skills deficit in South Hampshire is a major priority of PUSH and the Borough Council and consequently 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.
- 9.33 The Borough Council recognises that there a number of agencies working in partnership to increase skill levels and reduce barriers to work and will continue to work with these organisations. The Council is a member of the Gosport Employment and Skills Partnership which includes private, public and voluntary organisations which is working towards delivering the Gosport's

2026 Vision in the Sustainable Community in terms of increasing skills and job opportunities and building upon Gosport's strengths.

9.34 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); and
- Deliver inclusive learning opportunities in community and workplace settings, targeting those with no qualifications or NVQ Level 2 and below.

9.35 Specific current initiatives are outlined in the Delivery and Implementation section below. In addition there are initiatives to provide the appropriate skills for the sub-regional economy including its important clusters. The need to address increasing skills shortages in the marine sector is recognised by the Solent Waterfront Strategy.

Existing and new premises for training purposes

9.36 As stated above the Borough has a strong legacy for training which derives from its close links with the Armed Forces. HMS Sultan and Blockhouse are still used for training purposes. It is considered that if these sites are released by the MoD it will be important to consider 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.

9.37 The Daedalus site has the potential to include training facilities to support local clusters. The site is owned by SEEDA, which has recognised the potential for the site to enhance local skills. 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.

9.38 Other specific sites for new training facilities will be identified in the forthcoming Site Allocations and Delivery DPD and where possible identified in the forthcoming Gosport Infrastructure Delivery Plan.

Securing on-site training opportunities as part of new development

9.39 Where appropriate the Borough will negotiate with a developer the potential for on-site training opportunities as part of the development of a site. This will normally be applicable for larger sites within the Borough and most often related to employment in construction and related industries.

Delivery and Implementation

9.40 This Policy will be implemented through:

Partnership Working

The Borough Council will continue to work with a range of agencies and help deliver:

- PUSH Initiatives as set out in the Implementing the Skills for Employability and Growth Agenda including:
 - Develop area specific programmes that support young people who are not in employment, education or training (NEET) with a short to medium term focus;
 - Develop area specific programmes for addressing adult economic inactivity.
- Local initiatives including those involving the Gosport Partnership and those identified in the Economic Regeneration Strategy 2004-07 and its successor documents including:
 - Initiatives to improve the image of the Borough
 - Local employment fairs involving local businesses, education and training providers encouraging businesses to recruit locally and young people to return to the Borough for employment;
 - Increase adult training in the Borough
 - Raise basic skill levels in literacy, numeracy and ICT
 - Contribute to the development of community-based programmes in areas of particular need;
 - Participate in the Southern Entrepreneurs project;
 - Work with a range of private and public sector partners to identify training needs;
 - Encourage knowledge transfer and sharing of local expertise and skills;
 - Identify targeted interventions to address skill shortages and reduce hard-to-fill vacancies.

Site Allocations and Delivery DPD

- The use of more detailed policies and proposals including the identification of training sites and set out more detailed information regarding the delivery mechanism to secure on-site training opportunities;

Site-specific SPD

- The production of Supplementary Planning Documents (SPDs) for strategic employment sites including Daedalus and the Gosport Waterfront could include more detailed training requirements

Development Management

- The determination and monitoring of planning applications and appeals;

TOURISM

Options Considered for developing the local tourism industry

- 9.41 It is clear that that having regard to Gosport's coastal location, including its marinas and maritime heritage there is significant scope to further develop the tourism sector. This should be developed to complement the significant heritage attractions in Portsmouth, particularly the Historic Dockyard together with modern facilities including the Spinnaker Tower and Gunwharf Quays. There are a number of brownfield sites on the Harbour and Solent waterfront that have been identified as strategic areas that offer the potential to develop a range of facilities that will enhance the tourism sector including accommodation, attractions and food and drink outlets. Evidence clearly demonstrates a need for new hotels and an improvement of the tourism facilities including additional leisure uses in the Borough and an enhanced Town Centre with a wider quality evening economy.

SUGGESTED POLICY CS15: TOURISM

- 1. Proposals that develop the tourism sector will be supported in Gosport Borough as they can assist in diversifying the local economy, creating additional jobs and providing a wider range of recreational activities.**
- 2. Brownfield sites on the Solent and Portsmouth Harbour will be a key focus for the development of tourism opportunities including Gosport Town Centre and Waterfront, Royal Clarence Yard, Priddy's Hard, Daedalus and Royal Hospital Haslar sites.**
- 3. Opportunities may also arise if Blockhouse is released by the MoD.**
- 4. The Borough Council will work with key stakeholders to promote and develop tourism on a cross Harbour basis.**
- 5. Tourism proposals should be well designed, appropriate for the site and promote local distinctiveness.**
- 6. Proposals that improve the Town Centre and support a quality evening economy will be supported.**
- 7. Proposals will need to have good access to public transport, cycle and pedestrian links as well as have appropriate parking and access arrangements for vehicular traffic.**
- 8. Proposals will need to be supported by the appropriate level of infrastructure as set out by other policies in the Gosport LDF.**
- 9. Proposals to improve existing facilities will be encouraged.**

Explanation of Policy CS15

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

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

9.43 In accordance with other policies in the LDF (and the current 'saved' policies of the Gosport Local Plan Review) proposals should not have a detrimental impact on:

- The quality of the landscape/townscape and historic assets;
- Biodiversity and geological features; and
- Residential amenities.

Delivery and Implementation

9.44 Key measures include:

Development Management

- Determination of planning application to deliver quality schemes which protect and enhance the character of the local area.

SPD

- The preparation of SPDs for Daedalus and Gosport Waterfront.

Partnership working

- Work with key strategic stakeholders including SEEDA and Tourism South East particularly in relation to skills development, marketing, communications and research;
- Work with local partners (such as Portsmouth City Council, visitor attraction and other service providers) particularly in relation to improving accessibility and the quality of the tourism offer;
- Work with developers and other stakeholders to help deliver new tourism opportunities on key mixed-use sites including:
 - Provision of a vibrant waterfront at the Royal Clarence Yard, Coldharbour and Bus Station sites;
 - Development of leisure opportunities at the Daedalus Site to diversify the visitor attractions at Lee-on-the-Solent;
 - Development of Priddy's Hard to complement and promote the Explosion! Museum;
 - the development of a range of leisure facilities at the Holbrook Leisure Centre site to include improved facilities and a new hotel;
 - The creation of the Alver Valley Country Park.
- Increase opportunities for visitors to use water transport this includes the provision of a new more attractive ferry pontoon;
- Measures identified in the latest Cultural Strategy will be implemented including:
 - Development of a programme of live events;
 - Enable the improvement of visitor accommodation; and
 - preserve and enhance open spaces.
- Integrate tourism objectives with other Council strategies including the management of the Town Centre, open spaces and sports and recreational facilities.

10.0 TRANSPORT AND ACCESSIBILITY

Background

The Transport Topic Paper includes more detailed information including the national and regional policy context, local strategies, summary of key evidence and consultation responses as well as a detailed consideration of options.

Key National and Regional Policy Guidance

PPG 13: Transport

PPS 1: Delivering Sustainable Development

PPS 3: Housing

South East Plan 2006-2026 (May 2009) (including policies T1, T2, T4-6, T14 and SH7)

- 10.1 Transport, and the need to travel, by whatever mode, is a fundamental part of life and enables many important and necessary daily activities to be undertaken, which include travel to work, travel to school, shopping, medical, tourism and social visits.

Local Context

- 10.2 The transport characteristics of Gosport are documented in the Transport Topic Paper and other supporting documents, but the key issues are summarised below as a pretext to the development of the Suggested Policy.

Limited road network

- 10.3 Located on a peninsula bounded by Portsmouth Harbour and the Solent, Gosport has its own unique transport demands, travel patterns and constraints on accessibility.
- 10.4 Aside from the Gosport Ferry all access routes to and from the Borough are through Fareham Borough to the north. The A32/B3385 corridor converging in Fareham to the north and the B3334 to the west are the only access roads connecting the Borough to the wider strategic road network of South Hampshire. Both access roads operate at capacity for long periods beyond traditional peak hours over much of their length from their respective junctions with the A27 and M27. Particular bottlenecks in the road network, all of which are within Fareham Borough include:

- M27 junctions 9 and 11;
- Quay Street junction A32 /A27;
- Salterns Lane /A32 Gosport Road junction;
- Longfield Avenue / B3385 Newgate Lane junction;
- Peel Common Roundabout B3334 / B3385; and
- Stubbington Village.

Congestion and Accessibility

- 10.5 Congestion is the major issue affecting the Borough. High levels of out-commuting have resulted from a high population density, a decline of traditional employment opportunities, such as manufacturing and defence within the Borough and the lack of new employment development to

compensate for these losses. Consultation with the public has indicated that transport congestion is the top priority for improvement in the local area and accordingly, tackling congestion is a priority for the Borough Council.

- 10.6 The level of congestion now experienced contributes to prolonged and unreliable bus journey times, thereby reducing their attractiveness and patronage and their potential for modal shift. There are very few direct bus services to destinations off the Gosport Peninsula to accommodate the journey to work, major shopping centres and key services. Almost all terminate at Fareham or Gosport town centres.
- 10.7 Gosport is urban in character, and has a number of wards in locations isolated from the arterial routes, which are difficult to serve by commercially viable bus services. People within these communities without personal transport have difficulty in accessing leisure, shopping, employment, educational facilities together with the added inconvenience of poor access by public transport to the Queen Alexandra Hospital in Portsmouth.
- 10.8 Gosport railway station closed to passenger services in 1953, and since this date rail travel for Gosport residents is reliant on access to the network at Portsmouth Harbour railway station via the Gosport Ferry, and Fareham railway station for those in the north of the Borough. The range of travel options on the Peninsula is therefore restricted.
- 10.9 With relatively low house prices, compared with other parts of South Hampshire, and its attractive coastal environment, Gosport is a popular place to live. But the lack of employment opportunities on the Peninsula and inadequate public transport off the Peninsula has resulted in very high and growing levels of out commuting by car, mostly to dispersed employment locations in Fareham and Portsmouth. The resulting growth in congestion is detrimental to investment, job promotion and retention within Gosport.
- 10.10 The 2001 Census shows that 49% of employed Gosport residents work outside the Borough. To gain a better understanding of the commuting issue, the Borough Council commissioned MVA to produce a report on commuting and employment (MVA April 2008). The report shows that in the sample surveyed, 64% of employed Gosport residents work outside the Borough, which is a significant increase over that detailed in the 2001 Census. The report also provides evidence of exceptional peak spreading particularly in the AM peak with many out-commuting journeys starting around 6.30am, and 70% of such journeys taking place before 8:00am.
- 10.11 In 2007 Hampshire County Council conducted research into journey times between the Brockhurst roundabouts, via the A32 Fareham Road to Junction 11 of the M27. An early extended peak period was observed with the longest out-bound journey taking on average over 22 minutes at 07:00, whereas the average time of an off-peak journey was as short as just over 10 minutes, with in-bound off-peak trips as short as just over 9 minutes. It is frequently observed that during the evening peak period queues inbound often tailback from Quay Street roundabout to junction 11, and occasionally onto the westbound slip road.
- 10.12 In the Gosport Borough Local Plan Review (2006) a route is safeguarded for the Light Rapid Transit (LRT) or alternative transport scheme (para 4.21). The LRT scheme would have linked Fareham town centre with Gosport and Portsmouth City Centre. The housing growth in the Gosport Local Plan

Review was predicated on the delivery of this scheme, and the expectation that it would become part of a wider South Hampshire Rapid Transit (SHRT) network. Consequently the failure of the government to support this scheme and the wider SHRT network has exacerbated the existing transport infrastructure deficit, which has contributed to the worsening congestion problems in Gosport and on the wider transport network.

- 10.13 It is considered that draft proposals by Fareham Borough for the development of the North Fareham Strategic Development Area, and its associated employment provisionally at Junction 11 of the M27, will inevitably become attractive to Gosport's working population. This employment will compete with opportunities within Gosport and exacerbate the existing out-commuting culture. There is also concern that the substantial traffic generation of the SDA will further harm access to and from the peninsula.

South East Plan (SE Plan)

- 10.14 South Hampshire is identified as a sub region within the SE Plan, and as such a sub-regional strategy is put forward. Policy SH7 sets out the Sub-regional Transport Strategy. It acknowledges that congestion is a major issue on several sections of the strategic transport network including the A32. It also recognises that in order to enhance the economic competitiveness of South Hampshire it is necessary to secure improvements to the strategic network.

- 10.15 The overall aim of Policy SH7 is to improve the economic competitiveness of South Hampshire, and to ensure that transport is provided to support growth, provide access to new development areas and tackle congestion. The policy is founded on the principles of:

- i. **reduce** the need to travel through the development of smarter choices, such as travel planning and measures to discourage less sustainable journeys
- ii. **manage** the strategic transport network for longer distance journeys and the local network for shorter journeys
- iii. **invest** in new schemes to manage demand and provide additional public transport and highway capacity

- 10.16 The detailed explanation of the policy states that where neither the reduce or the manage approaches fully address the problems or issues, investment in new services and infrastructure will be proposed to help resolve them. The Reduce, Manage and Invest approach is used as the methodology for the development and consideration of transport schemes for regional transport investment.

Local Transport Plan (LTP)

- 10.17 The Second Local Transport Plan (LTP2) for Hampshire includes a strategy and an outline programme of measures to deliver transport improvements over the period 2006 - 2011. Key elements of LTP2 specific to Gosport include: improving accessibility through a range of highway improvements, promotion of bus travel, integrating the Gosport Ferry more effectively with bus services, raising travel awareness, promoting car sharing and car club initiatives and addressing severance issues for pedestrians and cyclists.

A more detailed programme of schemes has been developed for implementation within the plan period including the following priority schemes of direct benefit to Gosport:
2006/07

- Lee-on-the-Solent sustainable suburbs.

2007/08

- Gosport-Fareham Quality Bus Partnership
- Access to Gosport - A32

2008/09 – 2010/11

Access to Gosport - Localised junction schemes:

- Quay Street/Fareham AQMA;
- A32 junctions with Salterns Lane and Mill Road Roundabout;
- Newgate Lane junctions with Longfield Avenue and Speedfield; and
- Peel Common.

10.18 The only schemes delivered to date are the Lee-on-the Solent sustainable suburbs, elements of the Quality Bus Partnership scheme (improvements to bus stops and travel information), and an improved westbound access to the Peel Common roundabout.

10.19 LTP2 (Table 10.51) originally allocated £4 million for “Access to Gosport” in the Capital Integrated Transport Programme between 2006 and 2011. To date there is £3.7 million of this total remaining, which is now allocated as £3.0million in 2010/11 and £0.7million in 2011/12 to be used as necessary in support of BRT Phase 1. The reallocation of this funding to the bus scheme is detrimental to the planned delivery of other schemes on the Peninsula currently identified within the LTP2.

10.20 The LTP2 also contains the Solent Transport Strategy, which considers the challenges faced in the sub-region for the next 20 years (2006 to 2026). The Strategy formed an important input into the decision making process of the South East Plan in terms of the location and size of new development and their subsequent transport requirements.

10.21 The Solent Transport Strategy outlines the transport related challenges in the area resulting from an:

“existing transportation infrastructure deficit, relatively high density, peninsula geography, pockets of social deprivation and other specifically local issues”. (Solent Transport Sub-Regional Strategy, HCC 2006)

The long term strategy for the Solent advocates:

- Focusing development around Portsmouth and Southampton to encourage shorter journeys;
- Promotion of travel planning;
- Improved management of motorways and trunk roads to optimise capacity;
- Cost effective bus priority measures and park and ride;
- Improvements to town centres suffering congestion and poor air quality; and
- Strategies to tackle problems of accessibility caused by geography, especially the Fareham/Gosport Peninsula.

10.22 The Solent Transport Strategy lists Critical Infrastructure Requirements (ref. LTP para 6.16 / table 6.16) identified by PUSH and TfSH as a pre-requisite

for the proposed growth in housing and employment within South Hampshire. Schemes and measures of most relevance to Gosport include:

- Western Access to Gosport (inc. Stubbington bypass);
- M27 Junction 11-12 climbing lanes;
- M27 Junction 9 improvements;
- A27 Bus priority and traffic management;
- Additional high quality buses;
- New ferry service – Southampton to Portsmouth (serving intermediate communities);
- Travel Planning;
- Variable motorway speed limits;
- Management of car park capacity and charging regimes; and
- Improved strategic transport interchanges including Portsmouth Hard.

Transport for South Hampshire

10.23 Transport for South Hampshire (TfSH) was formed in 2007 to bring together local transport authorities, transport operators, business interests and government agencies. The organisation is a partnership made up of the highway authorities of Hampshire County Council, Southampton City Council and Portsmouth City Council, transport providers and other agencies including transport operators and business interests.

10.24 TfSH is the delivery agency for strategic transport projects in the South Hampshire sub-region, with the key role of developing major transport schemes, securing funding and implementation. The strategic transport issues and the indicative transport implementation requirements to 2026 are set out by TfSH in “Towards Delivery”; a Transport for South Hampshire Statement dated April 2008. They are founded on the principles of Reduce, Manage and Invest.

10.25 TfSH have identified the priority schemes with regard to compliance with the S E Plan objectives of enabling access to new housing and employment in a reliable and sustainable way; value for money and deliverability. Schemes have been compiled in eight packages which were submitted to the South East England Regional Assembly (SEERA) and the Regional Transport Board for consideration for funding from the Regional Transport Fund. “Package C - Access in South East Hampshire and Portsmouth including the North Fareham SDA - includes the following schemes of particular benefit to Gosport:

- Bus Rapid Transit;
- Premium Bus Network;
- Traffic Management;
- Gosport, Fareham and Portsmouth Interchanges; and
- Smarter Choices (e.g. workplace and school travel plans, promotion of buses, cycling and walking, car clubs and homeworking).

10.26 The following individual schemes were also submitted as transport requirements before 2026, but are considered by TfSH and its consultants to be less likely to receive funding through the regional funding process.

- A32 Corridor Improvements; and
- Western Access to Gosport.

Sub Regional Implementation Plan

- 10.27 With regard to the submissions from TfSH, PUSH and other sub-regional partners and stakeholders the South East England Regional Assembly (SEERA) prepared an Implementation Plan identifying infrastructure requirements up to 2026. Available funding for the transport programme is fully committed until 2014, with no schemes programmed benefiting Gosport.
- 10.28 The newly formed South East of England Partnership Board has succeeded SEERA and is currently considering the regional transport challenges beyond 2014. The transport proposals submitted by will be assessed, prioritized and packaged together to maximize transport improvements in relation to the strategic objectives of the S E Plan. SEEPB will submit a final programme for the approval of the Department for Transport with priorities for funding in each year from 2014 to 2019. There will also be outline proposals for 2019 to 2024. Gosport Borough Council and Hampshire County Council have requested that previously submitted schemes be considered for inclusion in the post 2014 Implementation Plan including:
- Western Access to Gosport;
 - Further phases of the Bus Rapid Transit network; and
 - Access to the North Fareham Strategic Development Area.
- 10.29 The value of bids for new transport funding is substantially greater than currently identified funding. Future levels of public expenditure are also uncertain due to current economic difficulties. The delivery of major schemes to support, or mitigate the adverse impacts of growth, is therefore most uncertain and reliable programming of major infrastructure is very difficult.
- 10.30 TfSH is progressing Phase 1 of the Bus Rapid Transit (BRT) scheme, which utilises the former railway line between Military Road in Gosport and Redlands Lane in Fareham for a segregated bus route to improve access and journey times for buses on the Peninsula . It has been financed by the Community Infrastructure Fund and supplementary County Council funding. Planning permission was granted in July 2009 and the project is expected to be completed by March 2011. The scheme is the first phase of the project aimed at improving accessibility to the Peninsula for existing communities and travel choice for new development through the provision of a dedicated busway avoiding the congestion of the A32.

Emerging Strategic Access to Gosport Peninsula Study

- 10.31 The Partnership for Urban South Hampshire (PUSH) has commissioned a study to review and prioritise possible actions and measures to secure and improve strategic access onto the Gosport Peninsula.
- 10.32 This Strategic Access Study will inform the LDF; the next round of Local Transport Plans and future bids for regional and government funding. It will investigate what measures are most likely to be deliverable and can best address existing congestion and accommodate planned growth over the next 20 years. The importance of transport in delivering the PUSH agenda of promoting economic growth through the retention of existing employment and the encouragement of new business uses is a fundamental element of the study. The final study is expected to be made available in early 2010. The study will:
- Review and identify existing accessibility and congestion issues;

- Identify future issues resulting from traffic growth and planned development;
- Identify feasible mitigation measures and priorities for all modes;
- Identify a strategy for securing funding; and
- Identify an implementation plan of actions and interventions with regard to likely funding levels

10.33 The scope includes:

- Review of relevant studies, including the Stubbington Bypass route evaluation report (2004), the MVA Commuting and Employment Study (2008) and emerging PBA Transport Impact Study;
- Review of accessibility, and collation of transport data to identify issues and improvements;
- Consideration of existing transport proposals and strategy;
- Identification of ITS based improvements;
- The development of BRT and wider BRT proposals;
- Consideration of the emerging transport assessment and proposals of the North Fareham Strategic Development Area (SDA);
- Consideration of Gosport LDF Core Strategy; and
- Development of actions and measures for improving access (Gosport to Portsmouth, Gosport to Fareham, Gosport to the west and M27 junction9).

Transport Impact Study

10.34 In order to meet the tests of “soundness”, local authorities must demonstrate that development proposals over the plan period to 2026 are capable of being delivered, and not having an unacceptable impact on the Strategic Road Network. In recognition of this and the cross-boundary issues that exist in the area, the Borough Council, in partnership with Fareham BC, Havant BC, Portsmouth CC and Hampshire CC commissioned Peter Brett Associates (PBA) to undertake an independent assessment of the Harbour Authorities' Core Strategy proposals on key road junctions within the study area.

10.35 The report, titled “Assessing the Impacts of the Harbour Authorities LDF Proposals on the Strategic Road Network”, forms Phase 1 of the assessment of the proposed development options in the study area. The findings of the Phase 1 study indicate that the relatively low levels of growth proposed within Gosport over the next 17 years have a modest impact on the capacity of junctions on the Strategic Road Network (SRN). However the study identifies very significant impacts on a number of junctions arising from the cumulative impact of developments in south east Hampshire, with very significant contributions from the North of Fareham SDA.

10.36 It is intended to progress this work to assess the potential impacts of transport interventions on reducing traffic generation. This is a key piece of work, which the Highways Agency expects to be undertaken to mitigate any adverse impacts of development upon the SRN. The Borough Council is currently considering a way forward with the partner authorities on how to approach this work.

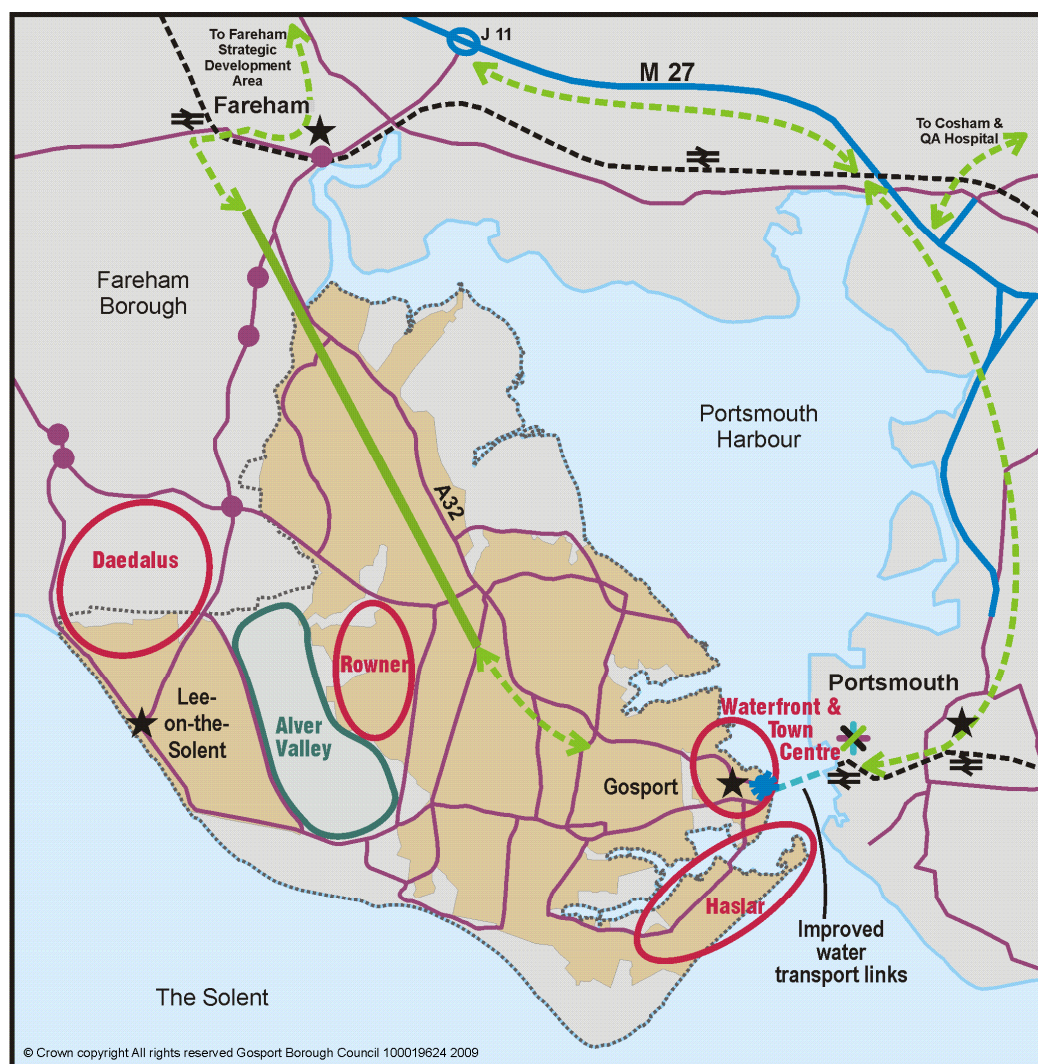
10.37 There is a requirement that flexibility within the Core Strategy is demonstrated, as such it is recognised that there is a need to demonstrate the impacts of higher levels of growth. The Borough Council is currently

investigating the need to model alternative levels of growth to demonstrate flexibility.

Options Considered

- 10.38 The Government provides clear guidance on the formulation of Transport Policy. The Preferred Option must conform to higher level guidance as detailed in Policies T1 and SH7 of the South East Plan.
- 10.39 The broad objectives, on which the Preferred Option has been based, are listed below:
- Supporting investment in new infrastructure where necessary to meet travel demands;
 - Reducing the need to travel;
 - Promoting a range of alternative travel modes to the car;
 - Encouraging the management of the existing transport networks and services to optimise safety and capacity; and
 - Supporting growth.
- 10.40 The proposed Transport and Accessibility Policy embraces the transport principles of Reduce, Manage and Invest as a mechanism for identifying appropriate land-use and transport strategies for the Borough. It is recognised however that Reduce and Manage initiatives alone will not resolve the infrastructure deficit on the peninsula, wholly mitigate against the adverse impact of housing growth, or encourage job creation and retention within Gosport. Improvements in public transport are important but no single measure will overcome the transport problems and meet future objectives. Investment in other transport infrastructure, including highways is also essential. The whole range of schemes identified in the LTP, the TfSH delivery statement, and other appropriate options emerging through the review process must be promoted over the plan period.
- 10.41 In considering the options it is important to note that Gosport Borough Council has no powers to implement the key transport schemes and mitigation measures that will help achieve the objectives of reducing congestion and increasing accessibility. The Council can only promote schemes by working in partnership with other bodies. The main partner is the Highway Authority; Hampshire County Council who can fund and deliver schemes through the LTP programme. Transport for South Hampshire also has the power to seek funding from public sector and private sector sources to deliver schemes comprised in the Solent Transport Strategy. In addition, partnership working with Fareham Borough Council will be important in the identification and delivery of schemes that effect access to Gosport.
- 10.42 In assessing the options it must also be recognised that the schemes available for consideration to address the transport issues are largely located outside the Borough. Plan 12 shows a schematic representation of possible future strategic schemes.

Plan 12: Strategic Transport Proposals



- | | | | |
|--|--|--|--------------------------------|
| | Strategic Area for Regeneration | | BRT Phase 1 |
| | Strategic Area for Green Infrastructure | | BRT Future Phases |
| | Town and City Centres | | Railway |
| | Improved Pontoon/Interchange and Quality Bus Partnership Initiatives | | Ferry Link |
| | Regional Transport Hub | | Priority Junction Improvements |

10.43 In order to help achieve the objectives at a local level the Borough Council, in partnership with key stakeholders, will support and promote sustainable and integrated transport policies with the aim of improving access to, and reducing congestion on the Gosport-Fareham Peninsula as outlined in Policy CS16.

SUGGESTED POLICY CS16: TRANSPORT AND ACCESSIBILITY

1. The Borough Council will work with partners, developers and other stakeholders to address the unique transport issues on the Gosport Peninsula.
2. Development proposals will need to contribute to the delivery of a sustainable transport network, having regard to the principles of Reduce, Manage and Invest.

- 3. The need to travel will be reduced and accessibility increased by ensuring that new residential development is located close to a range of employment opportunities, local shopping, educational facilities and other key services.**
- 4. Development sites will be accessible by a range of transport modes.**
- 5. To facilitate the development of strategic sites the following schemes will be promoted in partnership with Hampshire County Council and Fareham Borough Council:**
 - a) junction improvements to reduce delays and improve journey time reliability, in particular on key access routes to M27 including A32, B3385 Newgate Lane, the B3334 Gosport Road/ Titchfield Road corridor and the Quay Street roundabout;**
 - b) improvements to existing roads, and where justified the provision of new routes, in particular along the Newgate Lane corridor and the western access to A27 / M27 including the Stubbington bypass; and**
 - c) optimisation of the capacity and safety of existing routes through minor improvements, traffic management and intelligent transport systems.**
- 6. Travel habits will be changed through the promotion of sustainable transport modes, including: public transport, walking, cycling and through Smarter Choices.**
- 7. Public transport will be improved and promoted to increase its modal share through working in partnership to achieve:**
 - a) the provision of Bus Rapid Transit linking Gosport to Fareham, including future phases and a link to the Queen Alexandra Hospital;**
 - b) the development of bus priority on existing and new routes and dedicated bus links to residential and employment areas;**
 - c) improvements in the quality, range and frequency of bus services;**
 - d) improved integration of public transport services including integrated ticketing and travel information systems;**
 - e) the provision of a high quality convenient transport interchange with the Gosport ferry as part of the redevelopment of the Gosport Waterfront;**
 - f) support for an improved transport interchange at Fareham Railway Station to be accessed by enhanced direct public transport services from Gosport; and**
 - g) the development of other water borne transport.**
- 8. Walking and cycling will be promoted through improvements in the scope, quality and continuity of the cycleway, footway and footpath networks, including the provision of new routes.**
- 9. Parking will be managed with the adoption of parking standards for cars, motorcycles, cycles and other vehicles and ensure that parking is secure and convenient including facilities accessible to disabled users.**

10. Where the need arises the Borough Council will safeguard land for appropriate proposals.

Explanation of Policy CS16

- 10.44 An explanation of some of the key aspects arising from this policy is set out below:

Highway Improvements

- 10.45 The Core Strategy will seek to reduce and manage traffic congestion, but there is a need for a programme of investment to improve the strategic access routes and improve access. The broad scope of schemes considered appropriate is detailed in the policy. The following key schemes, are described in the Local Transport Plan and address specific areas where improvements are sought:

Access to Gosport – A32

- 10.46 This scheme is one of a number of improvements planned to help address traffic congestion on the Fareham - Gosport peninsula. Details of the scheme have yet to be decided but it is likely that an A32 corridor strategy will be developed that will include a review of junction arrangements and investigation of pedestrian and cycle crossing provision to ensure that segregation issues are addressed but that any detrimental effect on vehicle journey times is minimised. It is also intended that the use of the A32 will be optimised through ITS solutions, including variable message signing and traffic management measures.

- 10.47 Localised junction schemes include:

Access to Gosport – Quay Street/Fareham AQMA:

- 10.48 Quay Street roundabout, Fareham forms the junction between the A32 and A27 and is a major congestion point, causing particular difficulties for traffic conditions on A32 and A27 and consequent poor air quality. The LTP identifies a need for a junction improvement scheme to improve access to the Gosport peninsula in addition to improving the air quality on the designated A32 AQMA and providing an opportunity for significant commercial development to proceed on an adjacent site. A wholly developer funded improvement scheme is currently proposed that aims to meet the access requirements of the development, but is not expected to significantly improve access to Gosport.

Access to Gosport – A32 junctions with Salterns Lane and Mill Road roundabout:

- 10.49 Local traffic movements at the Salterns Lane junction incur significant and disproportionate delays to A32 traffic. Revisions to the traffic signals and alternative access arrangements to adjacent housing have been explored and amendments to the signal timings implemented.

Access to Gosport – Newgate Lane junctions with Longfield Avenue and Speedfield:

- 10.50 This scheme involves replacing the existing neighbouring small roundabouts with signalised junctions, thereby giving priority to traffic on Newgate Lane. Proposals include improved pedestrian and cycle crossing facilities and bus infrastructure to improve access to the adjoining business and commercial

areas. This scheme also has potential to provide bus priority measures linking with the BRT busway.

Access to Gosport – Peel Common:

- 10.51 Details of the scheme have yet to be decided but improvements to the Peel Common roundabout, at the junction of B3385 with B3334, are likely to include traffic control measures and road widening. The LTP notes that the scheme aims to improve journey time reliability rather than improving queue length. However measures are necessary to address substantial queuing arising from recent housing development in Lee on the Solent and the proposed redevelopment of Daedalus as a mixed use site. Further improvements are required to Newgate Lane north of the junction to provide a route of a more appropriate standard, and to better accommodate buses, cyclists and goods vehicles

Access to Gosport – Delme Roundabout:

- 10.52 Details of the scheme have yet to be decided but improvements to the Delme roundabout, at the flyover junction of A27 Eastern Way with A27 Cams Hill/A32 Wallington Way, aim to address traffic congestion issues (caused by traffic using local routes to avoid Quay Street roundabout), road safety issues and community segregation issues between the A27 Cams Hill and Fareham town centre which include serious safety concerns on a well used route to school.

Stubbington Centre:

- 10.53 This is one of a number of schemes related to access issues to the Fareham – Gosport Peninsula. The scheme aims to improve pedestrian and cycle links into and through the village, including crossing facilities, to address accessibility, segregation, safety and issues on routes to schools caused by excessive traffic flows through Stubbington.

Western Access to Gosport

- 10.54 The description of this scheme is not detailed within the LTP, however route options for the Stubbington Bypass are identified in the Atkins Stubbington Bypass Route Evaluation Report, 2004. The bypass would alleviate the heavy traffic flows through the unsuitable roads of Stubbington and provide a step change in the standard of western access to Gosport. It would support the redevelopment of Daedalus and economic development in other parts of Gosport.

Reducing the need to travel

- 10.55 It is clear from Government and Regional planning policy that development should be located where it has good access to public transport, cycling and walking and is close to a range of facilities. It is also clear that higher densities should be located in the most accessible locations.
- 10.56 The measures in Policy CS16 to reduce the need to travel are strongly related to a number of other policies in the Core Strategy which aim to ensure residential areas have good access to employment, health, education, recreation, and retail opportunities.
- 10.57 The Transport and Accessibility Policy supports Policy CS1: Sustainable development and Climate Change, with the links between the location of development sites and their transport impacts being a key common thread. Factors in the consideration of the location of development should include

locating development on sites where they are, or will be, well connected by public transport, walking and cycling to reduce the reliance on the car

- 10.58 Other methods of reducing the need to travel include the increase in use of home working through the use of applying technology such as broadband and cable networks. In addition there is scope to consider the shared use of such facilities and the use of video conferencing to further reduce the need to travel.

Changing Travel Habits

- 10.59 Travel Planning is the most popular methodology for influencing travel behaviour and patterns away from car use. Travel Plans can take the form of Workplace Travel Plans, School Travel Plans and to a lesser degree personalised Travel planning.

- 10.60 The TfSH document Towards Delivery defines travel planning as:
“an emerging field through which travel behaviour can be influenced and a shift away from car use generated. Travel plans for workplaces, schools and other applications are becoming more widespread and involve identifying alternatives to car use that can be adopted by individuals on a regular basis. For workplaces, this may mean restricting and/or charging for car parking and encouraging walking and cycling together with the promotion of bus and rail use. Car sharing can also feature with a managed database to link potential car sharers within one or more businesses. In some cases workplace travel plans involve financial incentives or penalties depending on the means of travel”. (TfSH 2008)

- 10.61 Travel habits and patterns can also be through the introduction of car clubs. The TfSH Towards Delivery report defines a car club where:

“people can have access to a car in their neighbourhood without having to own it. Typically, car club members pay an annual membership fee to an operator who provides and maintains a range of vehicles in their neighbourhood. Members then pay by the hour and mile when they use a vehicle. The combined costs of membership and use are intended to be cheaper than personal car ownership, for car owners who do not do a high mileage and to encourage the adoption of relatively diverse personal transport strategies” (TfSH 2008).

Public Transport

- 10.62 Access to good public transport networks is recognised by national and regional planning policy as one of the key principles of planning as it can reduce the number of car trips and improves access for those without access to a car. Public transport provision has the potential to significantly improve accessibility to other parts of South Hampshire and beyond as well as within the Borough.
- 10.63 Bus Rapid Transit is being promoted by Transport for South Hampshire. Phase 1 of the proposed BRT scheme is to provide a segregated Busway utilising part of the former railway corridor, and uses the section between Tichbourne Way Gosport, and Redlands Lane in Fareham.
- 10.64 It is proposed that BRT forms part of a wider scheme for South Hampshire with further parts of the network extending to Gosport Town Centre, Fareham Railway Station / Town, Fareham SDA, QA Hospital and Portsmouth. The

vision and objectives for the wider BRT, including phasing are currently being considered by TfSH.

- 10.65 As part of the consideration for the wider bus network TfSH puts forward an option for the improvement of other core public transport corridors in the form of the Premium Bus Network, to provide investment in bus priority measures and supporting infrastructure to encourage modal shift from the private car.
- 10.66 The Accessibility Matrix (Plan 3b in Chapter 5), Locational Principles: Accessibility, gives a clear indication on the relative accessibility of areas of the Borough to bus services and local centres. The most accessible location being within 400 metres of Gosport Town Centre, and within 400 metres of a bus stop served by at least 12 buses per hour.
- 10.67 To provide links with other geographical areas it is also important for Gosport to consider the issue of water-based travel. In order to encourage more sustainable travel, the interchange between modes should be made as comfortable as possible. It is considered that there is the scope to improve the interchange facilities between the bus and ferry services. It is also considered important that improved facilities in other areas, where public transport from the Borough interchanges is an important factor in realising the aim of reducing congestion by the use of more sustainable modes of transport.

Walking and Cycling

- 10.68 Given the favourable topography and climate of the Borough, the potential for many short journeys to be made by walking and cycling should be promoted.
- 10.69 Cyclists make journeys to destinations within and outside the Borough, with a large number of these being trips for journeys to work, school or shopping. The Borough Council's Cycle Lanes Working group have highlighted five priority areas for cycle improvements based on improvements to the network for safety and usage :
- Holbrook to Titchborne Way;
 - Newgate Lane;
 - Gomer Lane and Stokes Bay No.2 Battery;
 - Browndown Road; and
 - Lee-on-the-Solent, Marine Parade East and West.

Car Parking

- 10.70 Following the introduction of PPS3, Hampshire County Council withdrew 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). As a consequence, the Borough Council produced a Residential Car Parking Supplementary Advice Note to provide advice to developers pursuant to Policy R/T11 of the GBLPR on an interim basis.
- 10.71 It is therefore important for the Borough to have a robust policy on car parking, particularly for the consideration of planning applications. A Car Parking Supplementary Planning Document (SPD) will be prepared including guidance on the amount of car parking required, or where levels of car parking may be reduced, for example in areas displaying higher levels of accessibility to alternative modes.

Delivery and Implementation

10.72 Infrastructure projects will largely be implemented by a number of other organisations and are largely reliant on County Council and Government funding with contributions from developers and other external sources where appropriate. Consequently the Borough Council will need to work closely with these organisations to support local delivery.

10.73 This Policy will be implemented through:

Core Strategy

- The Spatial Strategy and other key topic policies.

Site Allocations and Delivery DPD

- Identification of any land that requires safeguarding for infrastructure projects.

Site Specific SPD

- Identification of detailed transport requirements to deliver site proposals, notably Daedalus and Gosport Waterfront.

Other SPD

- Preparation of a Car parking SPD.

Development Management

- The determination and monitoring of planning applications and appeals;
- The use of Section 106 agreements to secure on-site and/or off-site transport requirements and/or development contributions in association with new development; and
- The use of Section 106 agreements to secure Travel Plans in accordance with current local and national guidance.

Programmes and proposals by Transport Providers including:

- Hampshire County Council through the Local transport Plan; and
- Transport for South Hampshire for larger scale strategic transport improvements

Partnership working

- Partnership working with the Hampshire Local Authorities and other key stakeholders;
- Other local transport and community policies and initiatives in partnership with other organisations (such as Bus Quality Partnership, local walking and cycling initiatives, car sharing schemes); and
- Lobbying appropriate bodies to secure investment to address the Peninsula's transport issues.

11.0 HOUSING

Evidence

The Spatial Strategy, Housing, and Gypsies, Travellers and Travelling Showpeople Topic Papers include more detailed information including the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 1: Planning and Climate Change (supplement to PPS1)

PPS 3: Housing

South East Plan 2006-2026 (policies SP4, CC5, H3, H4, H5, H6, BE, BE2, BE3)

Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites (February 2006).

Circular 04/2007: Planning for Travelling Showpeople (August 2007).

Background

- 11.1 Access to a choice of good quality housing is a key factor in 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 local residents both in terms of market housing and affordable housing. It is equally important that there is a mix of housing types that can accommodate a range of different types of households including families, single people and older people, those with disabilities, gypsies, travellers and travelling showpeople.

Local Context

- 11.2 The housing profile in Gosport is characterised by smaller properties with 59.8% comprising terraced houses or flats compared to the national average of 45% (Census 2001). The Gosport Housing Needs Assessment 2007 identified that in terms of tenure that 75% of all dwellings are owner occupied and that 89% of these are houses or bungalows. It also noted that 49 % of flats/maisonettes were in the rented sector. In terms of bedroom size 43% of the stock were 3 bedroom units, 33% 2 bedroom units, 12% one bedroom units and 12% with four or more bedrooms.
- 11.3 Population projections prepared by Hampshire County Council (2008 based) indicate that overall the population is relatively stable and in fact is predicted to decline by 2% between 2006 and 2026. However, the number of those aged over 65 is predicted to increase by 44% over the same period. Whilst the population is expected to decline in overall terms the number of households is expected to increase placing further pressure on the housing stock. The long term projections indicate that the number of households could increase by 7% over the period 2006-2026.
- 11.4 The SE Plan states that provision should be made for 2,500 new dwellings in Gosport over the period 2006-2026. The provision and distribution of these dwellings is discussed in the Spatial Strategy in Section 6 (Policy CS3) and the Strategic Areas in Section 7 (Policies CS6-10). Housing proposals outside

of the strategic areas will be addressed in the forthcoming Site Allocations and Delivery SPD.

- 11.5 The South Hampshire Housing Market Assessment (2006) and the Gosport Housing Needs Assessment (2007) both show that there are currently a significant number of households that are unable to access market housing and that this position is likely to continue in the future. This highlights the need to make provision for affordable housing.

Options Considered

- 11.6 There is a need to ensure that there is a balanced housing market in Gosport both in terms of the size of dwellings and of tenure.

Size of dwellings

- 11.7 The mix of units in terms of size could be prescribed in the policy or there could be a more flexible approach that would reflect the current needs of the community. The results from the consultation tended to favour a more flexible approach. It is considered that prescribing a precise mix in the policy would be too restrictive and could prevent innovative design. However it is considered that the mix of units should be informed by housing market assessments/housing needs studies.

Affordable housing

- 11.8 It is clear from the Housing Needs studies that there is a continuing need to provide for affordable housing. The Local Plan Review currently seeks the provision of 40% affordable housing on new developments on sites of 15 dwellings or more. The option of increasing this percentage was considered but it would be contrary to the figures put forward in the SE Plan and to the evidence of the local housing needs studies. It is considered that target should be retained at 40%. However, this will be tested by an economic viability study that is currently being undertaken.

- 11.9 The Core Strategy has considered the options of retaining the threshold of 15 dwellings or reducing it to 10 dwellings. The Gosport Housing Needs Assessment (2007) justifies the need for a lower threshold but it raises concerns over the viability of schemes below this threshold. Over the five year period from 2003 there have only been 12 housing schemes that have been within the 10-15 dwelling range and these would have only yielded 46 affordable dwellings assuming 40% provision. Given that there are concerns over the viability of smaller schemes able to provide 40% affordable housing it is considered that the threshold should be set at 15 dwellings in line with Government Guidance. This will be tested by the forthcoming economic viability study.

Housing density

- 11.10 Gosport is a highly urbanised area and it is important that efficient use is made of land available for development. The PUSH Sustainability Policy Framework recommends that the scale and density of development is matched by its level of accessibility to the necessary social, environmental and economic infrastructure, especially by walking, cycling or by public transport.
- 11.11 There is a finite amount of land available for development in Gosport. One option for new residential development could be to set high density requirements throughout the Borough thereby maximising the use of land.

However, this approach could lead to over development and have adverse environmental impacts. An alternative approach is to seek higher densities in and close to key centres. These centres are more likely to be capable of accommodating this scale of development without adverse environmental impacts. These centres are likely to have access to a wide range of facilities including good public transport accessibility.

Needs for Gypsies, Travellers and Travelling Showpeople

- 11.12 A partial review of the SE Plan is currently considering the need to make provision for the accommodation of gypsies, travellers and travelling showpeople. This review has been informed by two studies undertaken by the Hampshire authorities; a Gypsy and Traveller Accommodation Assessment (June 2007) and a Travelling Showpeople Accommodation Assessment (June 2008). The partial review is programmed to be examined in spring 2010 and adopted later in 2010. Until the results of the partial review of the SE Plan (Gypsies and Travellers) are known it is considered that the only policy option is to enable the provision of sites if they are required.

SUGGESTED POLICY CS17: HOUSING

- 1. New housing development should include a mix of dwelling types, sizes and tenure, to meet the needs of Gosport's current and future population and contribute to the creation of mixed and sustainable communities.**
- 2. On development sites proposing 15 dwellings or more the Council will seek to secure 40% of the dwellings to be provided as affordable housing. The mix of affordable tenures provided by a development should contribute towards the target of 65% social rented and 35% intermediate housing. Proposals for development not meeting these targets will only be considered if it can be demonstrated that they are not commercially viable.**
- 3. New housing development should be 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 Town Centre/Waterfront, are more suited to higher density development. District and local centres with good public transport access may be considered for medium to high density developments. In other locations lower densities may be appropriate but should not be at density below 30 dwellings per hectare.**
- 4. In seeking high quality sustainable homes new dwellings should be well designed and have regard to CABI's 'Building for Life' criteria. In order to provide homes that meet the needs of the community new dwellings should, where possible, be built to Lifetime Home Standards.**
- 5. Provision of accommodation for the ageing population will be supported in sustainable locations including the development of sheltered housing and extra care housing.**
- 6. The Council, working in partnership with other agencies where appropriate, will seek to improve the housing stock in the Borough. In some instances this may include the redevelopment of**

poor quality housing.

7. Sites for Gypsies and Travellers and Travelling Showpeople will be identified where the Council is satisfied that evidence of need has been demonstrated.

Explanation of Policy CS17

Housing Mix

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

11.14 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:

- 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.

11.15 This proportion will be reviewed when more up to date studies are available.

Affordable housing

11.16 The Council will expect all qualifying housing development to provide 40% affordable housing. In exceptional circumstances where development costs undermine the viability of housing delivery on brownfield sites the Council may consider a lower level of provision of affordable housing. Affordable housing provision will be informed by an economic viability study.

11.17 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.

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

Density

11.19 New housing schemes will be expected to make efficient use of land creating a sense of community without compromising the local environment. Gosport is already a highly developed urban area so 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 and public transport. However, high 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. An appraisal, as part of a Design and Access Statement, will be required to identify 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.

Table 11.1 Indicative Residential Density Matrix (dwellings per hectare)

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

- 11.21 The frequency of bus services will be regularly monitored and an accessibility map will be shown in the Annual Monitoring Report.

Design

- 11.22 It is important that new residential developments are well designed and are sustainable. Further guidance is given in Policy CS1: *Sustainable Development and Climate Change*, Policy CS2: *Sustainable Construction* and Policy CS12: *Design and Heritage*. The *Building for Life* criteria is a national standard for well-designed homes and neighbourhoods. It is organised by CABI and the Home Builders Federation. The criteria comprise a series of questions used to evaluate the quality of new housing developments relating to environment and community, character, streets, parking and pedestrianisation and design and construction.
- 11.23 New housing will be encouraged to 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 (eg. for parents with young children, people with disabilities or for older people). The Code for Sustainable Homes includes Lifetime Home standards as a mandatory element of attaining level 6 of the Code. Policy CS2 provides further details on the timescales when particular levels of the Code are expected to be met.

Accommodation for the elderly

- 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*.

Improvement of housing stock

- 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 good example where the Council is actively working with other Partners to improve the living conditions of the local community. This will include the demolition of poor quality homes and the re-provision of better designed sustainable homes with the aim of enhancing the local environment and developing the local community.

Gypsies, Travellers and Travellers Showpeople

- 11.26 The partial review of the SE Plan will determine if sites are required for the provision of accommodation of gypsies, travellers and travelling showpeople. It may be more appropriate that the issues are addressed on a sub regional basis and in which case the Council will work with other South Hampshire authorities to determine the best location for sites. If sites are required in Gosport they will be identified in the forthcoming Site Allocations and Delivery SPD. If a proposal comes forward in the interim period then it would be assessed against the saved Local Plan Review policy.

Delivery and Implementation

- 11.27 This policy will be implemented through:

Site Allocations and Delivery DPD

- The use of more detailed development management policies and proposals including the identification of housing sites. Until such policies are adopted the saved policies in the Gosport Local Plan Review are applicable.

SPD

- The production of SPDs for strategic sites including Daedalus, and the Gosport Waterfront; and
- The production of SPDs for Design and Sustainable Development.

Development Management

- The determination and monitoring of planning applications and appeals; and
- Securing affordable housing through legal agreements.

Partnership working

- Partnership working with the Hampshire Local Authorities and other key stakeholders.

12.0 RETAIL AND COMMUNITY FACILITIES

Evidence

A Retail and Community Facilities Topic Paper includes more detailed information setting out the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options.

The Borough Council is currently preparing an infrastructure assessment which will bring together information relating to the current provision of infrastructure including community facilities and the latest evidence on future requirements where these are known. An Infrastructure Topic Paper will accompany the assessment.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development (January 2005)

PPS 3: Housing (March 2000)

PPS 6: Planning for Town Centres (March 2005)

Draft Planning Policy Statement 4: Planning for Prosperous Economies: Consultation (May 2009)

South East Plan (May 2009) (Policies S1-S6, SH4)

Background

- 12.1 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 Core Strategy preferred options is to retain and enhance Gosport's retail centres. This will allow them to build on their role as a focus for local communities and expand that role from being predominantly retail focused, to providing a wider range of local services and facilities which will be better placed to provide a greater choice to local people. The centres form part of the wider neighbourhood accessing jobs, education, health, care, leisure, retail and public transport and open space.
- 12.2 The Core Strategy seeks to provide and promote a range of quality community facilities in easily accessible locations. Such facilities include:
- Education: nursery, primary and secondary schools and higher education as well as 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
- 12.3 Many of these facilities will contribute towards the range of services provided in the centres. However some facilities may need to be accommodated in other suitable locations. The provision of good quality local retail facilities and other key community services is important in helping to deal with a number of issues facing the Borough over the next twenty years. It will be important to

ensure health, care and leisure facilities can cater for and be accessed by all sectors of the community particularly for the young, people with disabilities and an increasing ageing population with the population over 65 set to rise by 44% between 2006 and 2026. Gosport's centres can perform an important role in meeting this challenge through incorporating a wider range of uses.

- 12.4 In addition, there are other facilities that are used by the community which are covered by other specific policies in the Core Strategy such as transport services (Policy CS16) and open spaces (Policy CS20).

Local Context

- 12.5 The provision of local services can contribute to reduced car trips, whereas the loss of facilities will increase car journeys and the resultant congestion. It is clear that facilities located elsewhere in south Hampshire can be difficult for Gosport residents to reach, particularly for those without access to a car. The Queen Alexandra Hospital in Cosham is a good example of this problem.
- 12.6 Good education facilities are required and can assist with improving education attainment as well as skills for the workplace which has been identified as a key issue for the Borough. Good health and leisure facilities are important to help tackle some of the significant health issues identified in the Borough in order to assist with an individual's physical and mental well-being.

Gosport Town Centre

- 12.7 Within the Borough, centres range in size and role from Gosport Town Centre to small local centres. Gosport Town Centre is the principal shopping and service centre and has a number of important assets including its attractive waterside location and strong links with Portsmouth Harbour. As a consequence it attracts shoppers and other visitors to the Borough for a variety of reasons. However, the Borough does face significant competition from larger centres with their larger catchment areas such as Portsmouth, Southampton and Fareham. Consequently, Gosport has a lower position in the sub regional hierarchy than these competing locations and has not attracted the same range of national chains.
- 12.8 Until very recently, retail demand has been rising indicating increasing retailer confidence in the centre. However, due to the recent downturn in the economy this demand is now not so strong and there has been an increase in vacant retail floorspace. Whilst it has been acknowledged that a number of indicators show that Gosport Town Centre is 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 have been identified include a limited range of non-food stores and a weak evening economy.
- 12.9 The provision of local facilities can also play a role as part of a mixed use development as envisaged in the Council's preferred options for development in the Gosport Town Centre and alongside Gosport's Waterfront.

District and Local Centres

- 12.10 Gosport Town Centre is complemented by a number of other centres. The Lee-on-the-Solent District Centre serves the community of Lee whilst the Stoke Road District Centre provides a mix of specialist and local retail and services. There are also a number of smaller local centres (formerly split into

local and neighbourhood centres) which cover a large proportion of the residential areas of the Borough. Community facilities located in these centres can add vitality to these areas increasing the number of linked trips and providing facilities within easy walking distance. They also help provide a focus for the local community. Through broadening the role of the centres it will assist in strengthening their vitality and viability with the potential to provide greater access and choice of services for local people.

- 12.11 Detailed information regarding the current provision of community, education and health facilities and known requirements over the plan period will be set out in the forthcoming infrastructure assessment. Evidence relating to the retail assessment of the Borough is found in the Council's Town Centres: Retail, Leisure and Office Study (2007).

Options considered for developing retail centres and community facilities

- 12.12 National guidance and regional policies in the SE Plan, including Policies S1-S6, have provided the basis for developing a Core Strategy preferred option. These include ensuring sufficient land is made available in accessible locations for identified retail, health, education, recreation and cultural requirements. The provision of these activities, including the multiple use of facilities, will encourage increased participation in cultural, leisure and sporting activities. The provision of good quality accessible facilities at the local level will make an important contribution towards delivering 'Lifetime Neighbourhoods', an important part of achieving sustainable communities. Consequently it is the Borough Council's preferred option to protect and enhance local facilities, where required, to support both existing and new development.
- 12.13 The Government's Planning Policy Statement 6: Planning for Town Centres provides clear guidance on town and local centres including the need to:
- Promote growth in the Town Centre;
 - Adopt a proactive, plan-led approach for planning for town centre; and
 - Define a hierarchy of centres each performing an appropriate role to meet the needs of its catchment.
- 12.14 In accordance with Government guidance, Gosport Town Centre as the Principal Centre for the Borough is the key focus for new retail development within the Borough. It has therefore been identified as a strategic site together with the adjacent Gosport Waterfront which has the potential for new retail, leisure, employment and other facilities.
- 12.15 The Council will take a proactive approach to planning for new retail floorspace in the Borough. It considers that it is 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. It is estimated that the Borough could accommodate up to 11,000 sq.m. of net additional retail floorspace by 2026 to be focussed within the existing Town Centre and its proposed extension to the adjacent Waterfront area. Further information on the scale and location of new retail development is contained in the Spatial Strategy (Section 6) and its accompanying Topic Paper, with evidence included within the GVA Grimley Town Centres, Retail, Leisure and Office Study (2007).

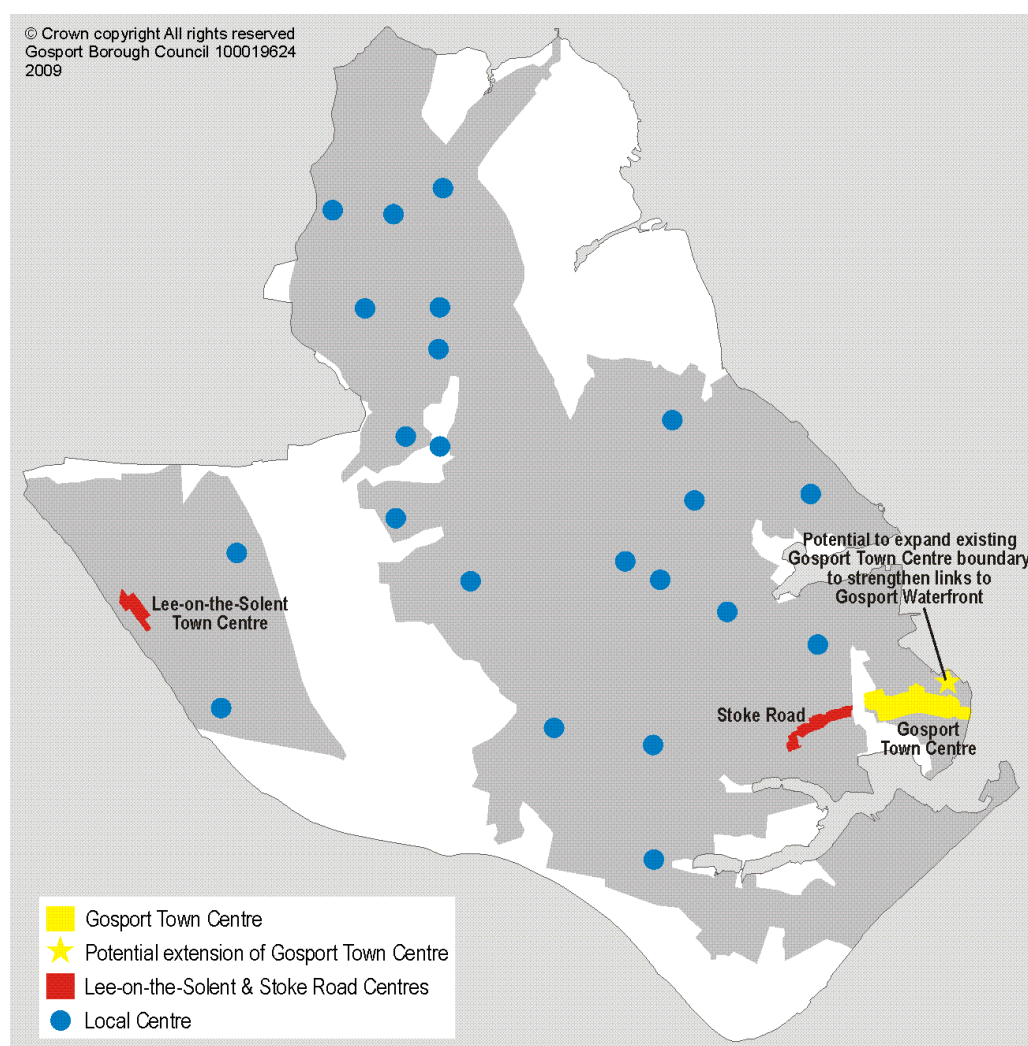
12.16 The Government guidance clearly recognises the importance of setting out a retail hierarchy. The current hierarchy of centres provides the basis for developing a network of sustainable centres providing retail and services on a local basis. Some centres, particularly Gosport Town Centre will serve the whole of the Borough but also act as a local centre for those living in or immediately around the Town Centre itself.

12.17 The existing retail hierarchy as defined in the Local Plan Review is set out as follows:

- * 1 Principal Centre – Gosport Town Centre;
- * 2 District Centres – Stoke Road and Lee-on-the-Solent; and
- * 22 Local and Neighbourhood Centres

12.18 As local and neighbourhood centres broadly fulfil the same function it is considered appropriate in line with PPS6 to consolidate them into the single designation of local centres. Plan 13 below identifies the retail hierarchy. Each centre provides a range of retail and other services. The Core Strategy needs to plan for the continued vitality and viability of these centres including allowing new uses, improving their accessibility and implementing environmental improvements.

Plan 13: Retail Centres



- 12.19 Whilst retail will remain a significant focus for each centre it is considered that the provision of community facilities appropriate to the character and catchment of a centre will be very important. Consequently the Council will allow a greater proportion of Class D2, assembly and leisure uses in the centre than previously allowed, such uses include crèches and medical facilities. Class B1 offices may also be appropriate but must be commensurate in scale to the size and role of the centre. It is considered necessary to re-invigorate many of the centres with uses that will generate additional trips and increase the potential for linked trips with existing retail and services in a particular centre. This will create much more accessible services to residents in the neighbourhood as well as continuing to provide local employment opportunities.
- 12.20 PPS6 acknowledges the importance for the need to invest in smaller centres especially those needing regeneration. A new centre will be built as part of the Rowner Renewal project to replace the run down existing centre which will provide a focus for the proposed redevelopment.
- 12.21 It is also necessary to address any deficiencies in the network of centres by promoting centres to function at a higher level or designating new centres. Additional centres could be proposed during the Plan period, if considered appropriate, these will be considered through the forthcoming Site Allocations and Delivery DPD.
- 12.22 New retail development will be focussed in Gosport Town Centre and where appropriate other centres in the Borough. However, there may be circumstances where new retail development is considered in out of centre locations. The Borough currently has a small number of out of centre retail locations. The Core Strategy does not include a policy to assess such proposals as this issue is addressed in the Government's policy statement.
- 12.23 There are also a number of smaller individual shops located throughout the Borough which primarily provide local residents with an opportunity to do top up shopping. These stores will need to be protected particularly in areas with poor access to local centres. These shops are currently protected through saved Policy R/S8 (of the Gosport Local Plan Review) and the issue will be re-examined as part of the forthcoming Site Allocations and Delivery DPD.
- 12.24 The Core Strategy will aim to build on Gosport's particular strengths and assets by encouraging new retail, leisure, employment and community facilities in the Borough, focusing on the centres but particularly Gosport Town Centre and the Waterfront area, supporting the retention and enhancement of the Market and where practicable, combining environmental improvements, enhancing the tourist economy and improving transport and accessibility.

SUGGESTED POLICY CS18: TOWN, DISTRICT AND LOCAL CENTRES

- 1. The Borough Council will work with partners to improve the retail centres of the Borough by:**
 - a) preserving and enhancing the role of Gosport Town Centre and retaining it as the focus for new retail and services;**
 - b) expanding the Town Centre to include the redevelopment of the Gosport Waterfront;**
 - c) protecting and enhancing the existing network of District and**
 - d) enhancing the evening economy in Gosport Town Centre, Lee-on-the-Solent Centre and Stoke Road Centre;**
 - e) supporting the provision of local markets; and**
 - f) supporting the creation of new centres in appropriate locations.**
- 2. Development that strengthens the vitality and viability of existing centres by supporting the provision of new retail, leisure, commercial, community and health facilities provided such development:**
 - a) is appropriate in scale to its location and role of the centre in the retail hierarchy;**
 - b) meets all the tests set out in Government guidance;**
 - c) will not have an unacceptable adverse impact (including cumulative impact) on the vitality and viability on Gosport Town Centre and the surrounding District and Local Centres; and**
 - d) assists in maintaining and diversifying the range of shops, facilities and services that will meet the needs of local communities.**
- 3. Residential development will be permitted on upper floors within defined centres.**

Explanation of Policy CS18

Gosport Town Centre

- 12.25 The close proximity of Gosport 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 could help to enhance the retail and service provision within the Town Centre, as well as improving the range of activities available to all members of 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. The Spatial Strategy Chapter sets out the details in respect of scale and type of uses envisaged in these areas.

Local Markets

- 12.26 A market makes 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 a market.

Protecting and encouraging the enhancement of centres and new centres

- 12.27 Suggested Policy CS18 seeks to permit a wider range of facilities and services to be provided within the hierarchy of centres in the Borough. Currently, PPS6 establishes the planning policy tests for new provision, and in all cases these tests must be met. The Council's retail study identified what levels of capacity could be achievable in the plan period for both convenience and comparison retail floorspace and this is set out in the Retail and Community Facilities Topic Paper.
- 12.28 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, that the sequential test for site selection has been followed as set out below:
- existing centres first (or in new centres where these are proposed and can be demonstrated to serve a local catchment area);
 - where a developer can demonstrate that no suitable site(s) can be found in the centres then an accessible edge of centre site may be acceptable. It will be necessary to assess what impact such a proposal may have on those centres closest to the proposal site; and
 - in the case of out-of-centre schemes, the developer will have to demonstrate why their proposal cannot be accommodated in either an existing centre or on the edge of such a centre. Such proposals must accord with the spatial strategy and policies of this Core Strategy.
- 12.29 Suggested Policy CS18 will assist in facilitating the provision of new centres where there are gaps in provision. Proposals for new centres must include a mix of retail and other services and facilities. The policy is not designed to facilitate the development of out-of-centre retail parks. Proposals for new centres must be accessible and well-served by a range of transport modes. The range of facilities and shops will be considered further in through the forthcoming Site Allocations and Delivery DPD.
- 12.30 In developing the role of the Borough's retail centres the Council considers it will contribute significantly to forming an essential network of community hubs, providing opportunities to offer a greater choice of services and facilities and contributing towards providing local employment.

Safeguarding retail frontages

- 12.31 The Borough Council has an established policy objective to protect the retail function of its centres by ensuring that a significant proportion of retail frontage is in retail and/or other commercial uses. The current criteria are set out in the saved policies of the Local Plan Review (R/S3) and (R/S4) respectively. The detailed threshold levels will be reviewed as part of the forthcoming Site Allocations and Delivery DPD.

The Evening Economy

- 12.32 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 and as a consequence. The Town Centre is not capitalising on the potential spend from daytime visitors as it becomes quieter after shops close for the day. By encouraging the development of an evening economy along the Gosport Waterfront there may be opportunities to encourage evening pedestrian footfall in the Town Centre.
- 12.33 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. However, 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.

Use of upper floors

- 12.34 The use of upper floors in the centres can play an important role in contributing to the vitality of the centres. They can offer important local employment opportunities through their use for office development and so will be supported. Residential development on upper floors will be permitted and will add to the mix of housing types and choice and can contribute towards achieving quality high density development. However residential development at ground floor level will be resisted in accordance with the saved policies of the Gosport Borough Local Plan Review. This issue will be considered further in the preparation of the forthcoming Site Allocations and Delivery DPD.

Delivery and Implementation

- 12.35 This Policy will be implemented through:

Core Strategy

- The identification of strategic areas include the potential to provide for a number of improved retail opportunities including:
 - Gosport Waterfront: including retail and food and drink outlets;
 - Gosport Town Centre: new retail focus including enhanced links to the Gosport Waterfront;
 - Daedalus: food and drink outlets; and
 - Rowner Renewal Project: reprovision of a new local centre.

Site Allocations and Delivery DPD

- Identification of site boundaries of existing and proposed centres; and
- Site specific details for proposed new centres.

Supplementary Planning Documents (SPDs)

- The production of an SPD for the Gosport Waterfront outlining in more detail the potential for an extended Town Centre with new retail and leisure floorspace; and
- The production of other SPDs which may be applicable for the objectives of improving the Borough's Sustainable Centres.

Other strategies and evidence studies

- The preparation where appropriate of updated retail and other town centre uses studies to inform future Site Allocations and Delivery DPDs; and
- The Council's emerging Economic Prosperity Strategy.

Development Management

- The use of more detailed policies and proposals in other parts of the Gosport Local Development Framework including detailed development management policies that will be set out in the forthcoming Sites Allocations and Delivery DPD; and
- The determination and monitoring of planning applications and appeals.

Working in Partnership with Service Providers

- The Borough Council working in partnership with a range of private, public and voluntary organisations and agencies to develop the local economy.

Provision of Community Facilities

- 12.36 As discussed earlier in this section where possible community facilities should be located within or close to an existing or proposed centre. However the Borough Council recognise that some community facilities will have particular spatial requirements and will need different locations. Where this is the case, proposals will need to be located in areas that are easily accessible through public transport, walking and cycling.
- 12.37 It is important that new residential development will contribute towards improving the quality of and accessibility of community facilities. There are a number of ways this can be delivered and these are set out in the policy below.

SUGGESTED POLICY CS19: COMMUNITY FACILITIES

The Borough Council will ensure that appropriate high quality community facilities are provided to support the needs of residents, workers and visitors. This will include:

- 1. Working with service providers to meet identified needs within the Borough. Such facilities should:**
 - a) where possible be located within or in close proximity to the appropriate centre;**
 - b) be located where there is good pedestrian and cycle access;**
 - c) have good access to bus services, particularly for facilities serving the whole Borough;**
 - d) be well-designed, incorporating the appropriate sustainability standards; and**
 - e) encourage the multi-use of facilities where appropriate.**
- 2. Identifying specific proposals within the forthcoming Site Allocation and Delivery DPD including:**

- a) the redevelopment of the Holbrook Leisure Centre to provide new and enhanced leisure and supporting facilities;
 - b) the creation of a new cemetery near to Grange Farm in the Alver Valley.
3. New residential sites should include provision to improve the quality and accessibility of community facilities. This could include:
- 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 for developer contributions in accordance with the latest Borough Council standards.
4. Protecting existing facilities from alternative land uses 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.

Explanation of Policy CS19

Provision of community facilities

- 12.38 The proposals referred in the above policy together with other identified schemes will be allocated in the forthcoming Site Allocations and Delivery DPD.
- 12.39 In order to protect and improve existing facilities and enable new provision to meet the needs of proposed development, the Borough Council will need to work with public, private and voluntary sector providers. Consideration will be given to priorities and proposals identified in the relevant strategy and/or action plan produced by the service provider.
- 12.40 Some form of public finance remains the primary source of funding for most forms of community facilities, particularly education and health facilities. Public funding can take various forms (for example directly from the Government, the South East Economic Development Agency (SEEDA), public service providers or public/private funding arrangements.
- 12.41 The facilitation of private investment is also important including private health and care, and certain types of recreational facilities. It will also be necessary to ensure sufficient land and premises are available to help meet the needs of the enormous range of facilities provided by the voluntary sector including charities, clubs, faith groups and other types of organisations.
- 12.42 A number of saved policies in the Gosport Local Plan Review currently make provision for developers to provide or partially contribute towards on-site, off-site and /or developer contributions for a range of community facilities including open space to meet the needs generated by a development.

Further details will be included in the forthcoming Sites Allocations and Delivery DPD which will consider a tariff based approach as advocated by the Government's guidance on the Community Infrastructure Levy. A common approach with other PUSH authorities will also be investigated for strategic facilities.

Protecting existing facilities

- 12.43 The Council will normally resist any proposal that would involve the loss of existing community facilities. Proposals for a change of use or redevelopment of an existing community facility will only be considered where the Council is satisfied that appropriate alternative provision is available. Any proposal should be compatible with existing adjoining uses and safeguard the amenities of local residents. 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, and allow for flexibility in the level and type of services to be established.

Delivery and Implementation

- 12.44 The Policy will be implemented through:

Core Strategy

- The identification of strategic areas which include the potential to provide for a number of community facilities including:
 - Royal Hospital Haslar: identification for medical and care functions;
 - Daedalus: health, training and recreation facilities;
 - Alver Valley: identification of a cemetery as part of numerous open space function within the area; and
 - Rowner: accessible community facilities including education, health and recreational facilities.

Site Allocations and Delivery DPD

- Identification of land for community facilities (non-strategic sites);
- The inclusion of policies relating to on-site, off-site and developer contributions for community facilities (to replace current 'saved' Local Plan Review policies).

Supplementary Planning Documents (SPDs)

- Site specific SPDs will set out more detailed community facility requirements for certain sites including Daedalus.

Other of strategies and evidence studies

- The preparation and adoption at appropriate intervals by the Borough of a variety of strategies that identify the priorities regarding particular types of community facilities which will inform future Site Allocations and Delivery DPDs and priorities for the use of developer contributions; and
- The consideration of strategies and studies prepared by or on behalf of other key service providers in the area such as education and health regarding the need for facilities in the Borough which will inform future Site Allocations and Delivery DPDs and priorities for the use of developer contributions.

Development Management

- The use of design and access statements to demonstrate that facilities are accessibility and of a high quality design; and
- The determination and monitoring of planning applications and appeals.

13.0 OPEN SPACE

Evidence

The Open Space Topic Paper includes more detailed information including the national and regional policy context, local strategies, summary of key evidence and consultation responses as well as a detailed consideration of options

Key National and Regional Policy Guidance

PPG 17: Planning for Open Space, Sport and Recreation
South East Plan 2006-2026 (CC8, S1, S5, C5, C6, SH1, SH8)

Background

13.1 Open spaces are an integral part of people's quality of life and serve 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;
- Provides a setting that encourages inward investment;
- Flood water storage; and
- Reducing the impacts of pollution and noise.

13.2 There are several types of open spaces which are covered by the Core Strategy, many of which perform a number of functions. Open spaces represent the predominant and critical element of the Borough's green infrastructure (see also Policy CS5) and includes the following:

- | | |
|--------------------------------|--|
| • Parks and gardens; | • Natural and semi-natural greenspaces; |
| • Outdoor sports facilities; | • Amenity space; |
| • Allotments; | • Green corridors; and |
| • Cemeteries and Church Yards; | • Provision for children and young people. |
| • Civic pace; | |

Local Context

13.3 Open spaces in Gosport Borough contribute significantly to the local distinctiveness of the Peninsula with many having a strong relationship with the adjoining coastal waters of the Solent and Portsmouth Harbour.

13.4 The Borough has some 650ha of open space (excluding private gardens and incidental amenity areas) ranging from natural/semi-natural greenspaces in the Alver Valley and the extensive coastal areas to formal urban parks such as Crescent Gardens, well used 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.

- 13.5 It is clear that the Borough's open spaces are highly valued and represent a finite resource that should be protected 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 natural and semi-natural areas along the coast and the Alver Valley accessible for all to enjoy. 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.

Options Considered

- 13.6 It is clear that national guidance (PPS1 and PPG17 in particular) recognise the important role of open space in delivering quality of life and health benefits. The Borough has a significant amount of brownfield land in the Borough and it is considered that these sites can deliver the required levels of housing and employment set out in the South Hampshire Strategy of the SE Plan as well as improvements to the Borough's retail, leisure and community facilities. Consequently 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. It is clear that the Borough's open space should be protected and enhanced and that it is not necessary to lose this resource in order to meet other planning objectives.
- 13.7 From the available evidence it has been demonstrated that the Borough has significant quantitative and qualitative deficiencies of open space and improvements are required for certain open spaces. There is also a need to improve accessibility to open spaces within the Borough as well as connections to large natural open spaces outside of the Borough.
- 13.8 It is considered necessary to include a policy that ensures that open space is of high quality and that there is sufficient quantity in accessible locations. The provision of such open space can help deal with a number of issues facing the Borough including the need to:
- Address quality and quantity deficiencies of open spaces including those areas with high concentrations of young people and in areas of deprivation;
 - Ensure new developments have accessible and quality open spaces close-by;
 - Increase cycling and walking to work and access to other facilities;
 - Reduce the need to travel by car out of the Borough to other open spaces;
 - Ensure increased participation levels can help alleviate crime and disorder and promote a healthy lifestyle and help alleviate identified health problems;
 - Protect and enhance the Borough's biodiversity;
 - Improve the appearance of the Borough's environment;
 - Help alleviate air pollution; and
 - Mitigate against the effects of climate change.

SUGGESTED POLICY CS20: OPEN SPACE

The value, quality and accessibility of the Borough's network of open space will be protected and enhanced whilst encouraging higher levels of participation in active and passive activities through the following measures:

1. Key principles

- a) Existing and new open spaces should be of a high standard of design;**
- b) Accessibility of open spaces should be improved for pedestrians and cyclists with improvements to public transport services to the most intensively used public spaces; and**
- c) The Borough Council and its partners will aim to ensure that open spaces are well managed and maintained.**

2. Proposals for new open space

The Borough Council will work with partners to provide new quality open space including:

- i) the Alver Valley Country Park; and**
- ii) the Ramparts Park at Priddy's Hard.**

3. Open space associated with new development

- a) All new residential sites should make provision for improving the quality, quantity and accessibility of open spaces; and**
- b) The open space should either be incorporated within the development and/or provide for off-site provision in accordance with the latest Borough Council open space standards including the use of developer contributions where appropriate.**

4. Protection and enhancement of existing open spaces

- a) Existing open spaces should be protected from built development;**
- b) Open spaces that are historic assets or contribute to the setting of historic buildings and important townscape and landscape features should be preserved and enhanced; and**
- c) The greater use of existing facilities including dual use of MoD and school facilities will be encouraged wherever possible.**

5. Public access to the coast and countryside

- a) Development proposals should not result in the loss of existing public access to the coast and countryside; and**
- b) Public access to the coast and countryside should be incorporated within new proposals where practical and appropriate including the completion of the remaining sections of the Millennium Promenade.**

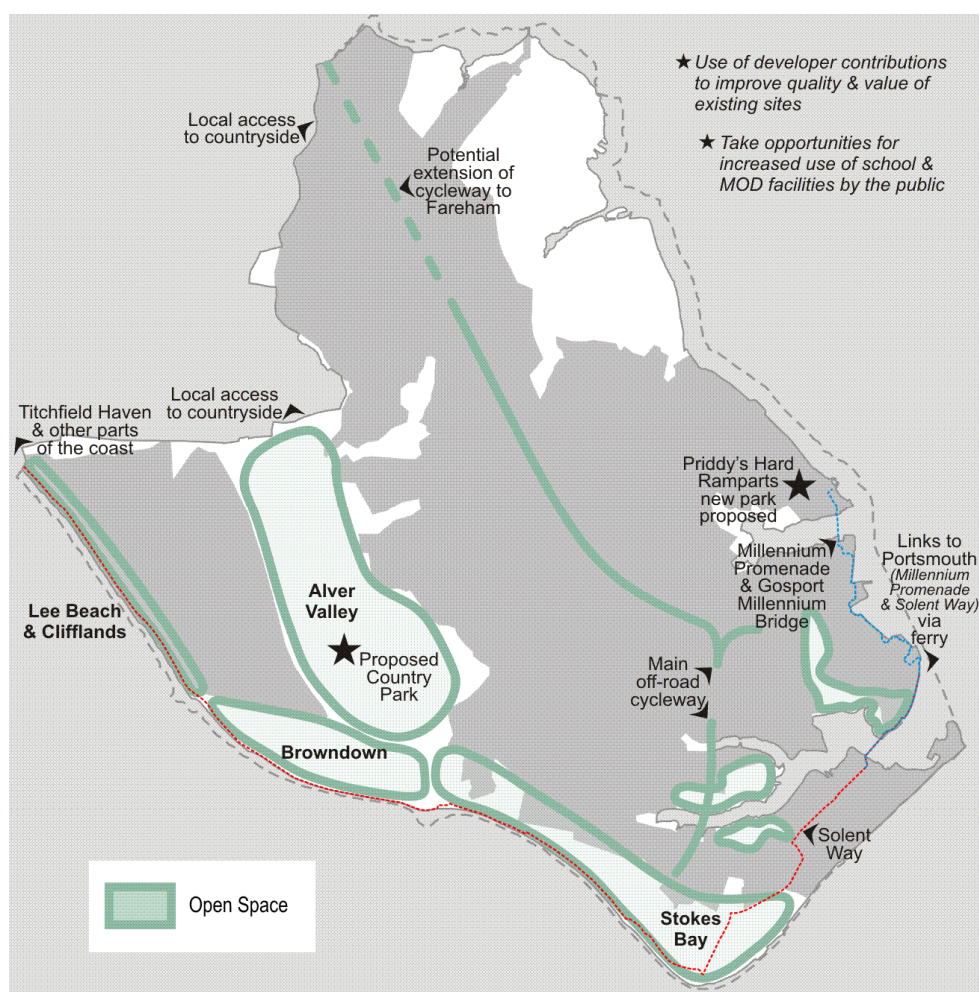
6. Cycling and pedestrian improvements

The network of cycle and pedestrian linkages between, and within open spaces should be improved to facilitate higher levels of cycling and walking.

Explanation of Policy CS20

- 13.9 Plan 14 highlights key aspects of the Borough's open space network and identifies key proposals.

Plan 14: Gosport's Open Space Network and Key Proposals



Key principles

- 13.10 The policy sets out key principles in relation to design, accessibility and management. The key design factors for open space have been set out in the Cleaner Safer Greener Communities document, 'How to Create Quality Open Spaces and Parks,' (2005). Other Government as well as CABA best practice documents will be used to assess the quality of open spaces within the Borough.

Proposals for new open space

- 13.11 The Policy identifies the Alver Valley as a major new area of open space. The Alver Valley has been identified as a strategic area in the Core Strategy (Policy CS11) 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 pressure of recreational disturbance on more sensitive sites in the sub region.

- 13.12 The Ramparts at the Priddy's Hard Heritage Areas has also been identified as a key proposal in association with mixed-use development proposals for the site. Other sites will be identified as part of the forthcoming Site Allocations and Delivery DPD.

Open space associated with new development

- 13.13 New development places additional demands on the existing inadequate supply of open spaces. It will therefore be necessary for developers to provide open space provision on sites above certain thresholds and/or contributions in-lieu of on-site provision in order that alternative open space can be created or enhanced to serve the new local residents. This will to be in accordance with the latest Government guidance on planning obligations.
- 13.14 The Borough Council will use its latest open space standards which have been subject to public consultation and independent examination to determine the circumstances when developer contributions are necessary, and the mechanisms to determine what they should be used for, where they should be spent and how much is required. These will be set out in the forthcoming Site Allocations and Delivery DPD and supercede the current details set out in the saved Policy R/OS8 of the Gosport Local Plan Review. Standards will be reviewed taking into account the PUSH Green Infrastructure Strategy and the Council's latest evidence on various types of open spaces. The focus for developer contributions will continue to be informed by open space audits and on-going monitoring.
- 13.15 It will be necessary to include detailed design criteria for open space in the forthcoming Design SPD taking into consideration best practice guidance and relating key principles to the distinctive character of the Borough.

Protection and enhancement of existing open space

- 13.16 The Open Space Monitoring Report and various open space strategies including the Play Pitch Strategy identify measures which can improve existing sites. There are a number of different types of improvements that could be made to existing open spaces including: seeking greater access to sites currently restricted to the public such as greater dual use of school and MoD open spaces; improved sports and play facilities; greater access for all; and environmental enhancements. The Core Strategy will have an important role in protecting existing sites and ensuring that developer contributions can be used appropriately to enhance local facilities.
- 13.17 The Borough's strategy presumes against the loss of existing open space due to local deficiencies and the important role open spaces have in the densely populated urban area. In very limited instances open space may have little recreational value and the need for development may be of greater benefit to the community. In other instances development can lead to enhanced sports facilities but a reduced area of open space. These exceptional circumstances are set out in the saved policies of the Local plan Review and will be reviewed as part of the forthcoming Site Allocations and Delivery DPD.

Access along the coast and harbour and links to the wider countryside

- 13.18 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.
- 13.19 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 award winning Millennium Promenade stretching from the Submarine Museum to Priddy's Hard via the Millennium Bridge. The Council aims to extend the Millennium Promenade as opportunities arise along the Gosport Waterfront.
- 13.20 Access to certain coastal areas is constrained by the extensive MoD landholdings at Fleetlands, Bedenham, Frater and Royal Hospital Haslar. Where opportunities arise appropriate public access will be sought.
- 13.21 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.

Cycle and pedestrian improvements

- 13.22 The Borough Council will continue to investigate ways to improve accessibility to open spaces including further developments of the local cycle network and linkages with the wider sub-regional cycle network.

Other strategies

- 13.23 It will be necessary for the Borough Council to have regard to its own strategies and those of key stakeholders and providers of facilities to ensure further proposals and improvements can be implemented. In particular the PUSH Green Infrastructure Strategy will deliver a framework for providing green infrastructure on a sub regional basis.

Delivery and Implementation

- 13.24 This Policy will be implemented through:

Core Strategy

- Identification of the Alver Valley as a strategic site for open space proposals; and
- The use of other policies in the Core Strategy including Green Infrastructure Policy CS5).

Site Allocations and Delivery DPD

- Identification of existing open spaces, proposals for new open spaces (including the Priddy's Hard Ramparts Park) and proposed/potential recreational routes;
- Development management policies; and
- Including latest requirements for developer contributions with open space standards.

Other DPD and/or SPD

- A Design SPD with updated Landscape and Townscape assessment.

Strategies informing the Local Development Framework

- The continued cooperation of PUSH authorities and other key stakeholders in developing a common green infrastructure policy framework for South Hampshire;
- Hampshire County Council countryside access strategies (Solent Access Plan);
- The preparation and adoption at appropriate intervals by the Borough of a variety of strategies that identify the priorities regarding particular types of open spaces (e.g. playing pitches, play spaces); and
- Other strategies supported by the Borough Council.

Development Management

- The use of design and access statements to highlight how open space is an integral part of a proposed new development;
- The determination and monitoring of planning applications and appeals; and
- The use of developer contribution to improve existing open spaces and develop new facilities to serve new developments.

Partnership working

- Creation of the Alver Valley Park which will create a range of formal and informal spaces for a range of activities;
- Creation of other open spaces to enhance the local network (including the Priddy's Hard Ramparts);
- Ongoing work by the Council's Leisure and Amenities Unit to provide high quality, open space with a range of activities and facilities that is valued by the local community; and
- Work undertaken by the Council's Countryside Team to enhance the Borough's biodiversity including the production of a Gosport Borough Biodiversity Action Plan.

14.0 BIODIVERSITY AND GEOLOGICAL CONSERVATION

Evidence

The Biodiversity and Geological Topic Paper includes more detailed information including the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 9: Biodiversity and Geological Conservation

South East Plan 2006-2026

Background

- 14.1 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 is also important as an education resource and encourages respect for the environment generally. It forms a critical element of the Borough's green infrastructure.

Local Context

- 14.2 Despite being a largely urban area and one of the most densely populated areas in the South East, Gosport has a number of important habitats including inter-tidal mudflat saltmarsh, lagoon and vegetated shingle which support a range of species including wading birds. Other significant habitats include coastal heath and grassland.
- 14.3 The Borough has a large area of internationally protected habitats including the Portsmouth Harbour Special Protection Area (SPA) and Wetlands of International Importance (referred to as Ramsar sites) and Gilkicker Lagoon which is a Special Area of Conservation (SAC). In addition to these sites there are a number of nationally important Sites of Special Scientific Interest (SSSI) including Browndown with its extensive shingle beach, the Wildgrounds which includes an acid oakwood and a part of Lee-on-the-Solent beach which is important for geological reasons, primarily for bird fossils.
- 14.4 There are also a number of locally designated conservation sites within the Borough including a number of Sites of Importance for Nature Conservation (SINCs) and two Local Nature reserves. 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.

- 14.5 Gosport's natural assets contribute significantly to the quality of the environment and to its distinctive character. The conservation of habitats and the species they support are important in their own right as well as having a wide range of benefits for local people which enhance their quality of life.

Options Considered

- 14.6 National and regional planning policy provides a strong framework in which to develop an overarching biodiversity local policy. It is therefore neither desirable nor practical to devise alternative options in relation to the protection of internationally, nationally and locally important species and habitats. Similarly it is clear from PPS9 that LDFs should include policies which enhance local biodiversity and maximise opportunities that become available.

SUGGESTED POLICY CS21: BIODIVERSITY AND GEOLOGICAL CONSERVATION

The Borough's biodiversity and geological interests will be protected and enhanced through the following measures:

- 1. The integrity of the internationally and nationally protected sites, such as coastal habitats and those in the Alver Valley, will be subject to the highest level of protection as set out in the relevant international and national regulations.**
- 2. Local designations such as Local Nature Reserves and Sites of Importance for Nature Conservation (SINCs) will be appropriately protected and opportunities taken to enhance them.**
 - a) Proposals will not be permitted unless it can be clearly demonstrated that there are reasons for the proposal which outweigh the need to safeguard the substantive nature conservation value of the site;**
 - b) 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.**
- 4. Populations of protected and target species as set out in the UK and Hampshire Biodiversity Action Plans will be protected and populations strengthened. Enhancements which contribute to the habitat restoration targets set out in the Hampshire Biodiversity Action Plan will be supported.**
- 5. The Borough Council will ensure development seeks to produce a net gain in biodiversity by designing in wildlife including requiring the planting of indigenous trees and hedges as well as other appropriate measures to enhance local biodiversity**
- 6. It will be necessary to maintain and improve a Borough-wide network of local wildlife sites and corridors between areas of natural green space.**
- 7. It will be necessary to prevent the fragmentation of existing habitats**

and encourage the active reconnection of habitats or the creation of stepping stones and thereby allow species to respond to the impacts of climate change by making provision for habitat adaptation and species migration. The Borough Council will support wider regional and sub-regional initiatives to provide compensatory habitat to replace areas lost through coastal squeeze.

Explanation of Policy CS21

International and Nationally important sites

- 14.7 Government Circular ODPM 06/2005 sets out the statutory obligations relating to biodiversity and geological conservation.

- 14.8 In relation to the Borough's internationally important sites (see Proposals Map), the Conservation (Natural Habitats) Regulations 1994 transpose the European Union Habitats Directive into national law. In accordance with Government guidance these requirements are not repeated in the Policy and consequently developers are required to refer to the Regulations in instances where a proposal may impact upon the integrity of such sites.

- 14.9 It is now a requirement for each local planning authority to conduct a Habitats Regulation Assessment (HRA) of relevant DPDs. Spatial allocations in the LDF should avoid development placing undue pressure on internationally designated sites. In order to provide a consistent approach the PUSH have devised a common framework which will assist when conducting HRAs including the need to assess the 'in-combination' effect of relevant plans and programmes on European sites. An HRA Screening Report accompanies the Core Strategy which highlights that some of the proposals of the Core Strategy could have a detrimental impact on the international sites in combination with other proposals in the sub region. Consequently a more detailed appropriate assessment will be required at the next stage of the Core Strategy.

- 14.10 In relation to planning applications 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'. This 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.

- 14.11 The Borough's SSSIs are designated and protected under the Wildlife and Countryside Act 1981, as amended by the Countryside and Rights of Way Act 2000 (as shown on the Proposals Map). The Borough Council recognises the high ecological and geological importance of SSSIs and will consult Natural England 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 and/or compensate for any adverse impacts that are likely to occur.

Local Sites

- 14.12 Local Sites are designated at a local level. They include Sites of Nature Conservation Importance (SINCs) and Local Nature Reserves (LNRs). These designated sites form an important network of habitats which support a range of species. The LDF 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. Where there is a risk of damage to a designated site, the Local Planning Authority will impose planning conditions or seek 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.

Other Sites

- 14.13 Wildlife Sites outside designated areas are also valuable and will be protected and enhanced in the LDF. Wildlife corridors are an important part of the network of nature conservation sites and will be protected from development that will fragment networks or isolate habitats. This is particularly important in helping to combat the impacts of climate change. Whilst mobile species can keep pace with the effects of a changing climate other plant and animal species will find it more difficult. It is therefore essential that the network of natural sites is maintained and enhanced.

Protected Species

- 14.14 The LDF will continue to protect species protected by law, principally under the Wildlife and Countryside Act 1981 and the Habitats Regulations and support improvements in the population of targeted species identified at a regional and local level, particularly through the Hampshire Biodiversity Action Plan.

Opportunities to enhance biodiversity

- 14.15 The LDF will encourage and support opportunities to create and improve habitats and the need to view biodiversity enhancement as a cross cutting opportunity in all development. Where development adversely affects biodiversity interest, negative impacts should be minimised and mitigation to offset these impacts should be provided.
- 14.16 Climate change will impact on habitats and the species they support, forcing them to adapt or move to keep pace with shifting climatic conditions. Valuable habitats may be subject to greater risk of storm damage or coastal squeeze. 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. Further work needs to be undertaken in partnership on a sub regional basis to address the issue of the provision of compensatory habitats to replace important habitats lost through coastal squeeze.
- 14.17 There are a range of appropriate measures that should be incorporated into most forms of development in order to enhance local biodiversity including the planting of indigenous trees and hedges, creation of ponds where appropriate

and the provision of nest boxes in order to make the urban area more inviting to various forms of wildlife.

- 14.18 The Alver Valley represents one of the key opportunities to protect and enhance biodiversity within the Borough. The creation of the Country Park will be a key element of the Borough's new green infrastructure. It not only includes sensitive habitats such as the Wildgrounds which will continue to be appropriately managed, but it will also include less sensitive areas where visitors will be able to enjoy their natural surroundings. These less sensitive sites will deflect pressure away from more sensitive coastal habitat sites in the Borough as well as other important habitats in the wider sub-region.

Delivery and Implementation

- 14.19 This Policy will be implemented through :

Site Allocations and Delivery DPD

- The use of more detailed policies and proposals including the identification of locally designated sites.

Development Management

- The determination and monitoring of planning applications and appeals.

Other Guidance

- The use of relevant international and national statutory regulations;
- The use of the UK and Hampshire Biodiversity Action Plans and other key locally produced document such as the Brent Goose Strategy and the emerging Waders Strategy and the Solent European Marine Sites Management Scheme;
- The use of best practice guidance relating to biodiversity including:
 - Planning for Biodiversity and Geological Conservation: A Guide to Good Practice (ODPM 2006); and
 - Other relevant guidance produced by Government agencies.

Gosport BC Initiatives

- Ongoing work by the Council's Countryside Section on Council owned nature conservation sites and partnership working with landowners regarding the management of other nature conservation sites; and
- Creation of the Alver Valley Park and the Priddy's Hard Ramparts with a range of habitats with appropriate public access and interpretation.

Partnership Working

- Ongoing ecological surveys and monitoring of species and habitats including partnership working through the Hampshire Biodiversity Information Centre (HBIC) and the Hampshire Biodiversity Forum; and
- Sub regional partnership to address the issue of coastal squeeze compensatory habitats (for example the Green Infrastructure Strategy and HBIC work on habitats).

15.0 FLOOD RISK AND COASTAL EROSION

Evidence

The Flood Risk Topic Paper includes more detailed information including the national and regional policy context, summary of key evidence and consultation responses as well as a detailed consideration of options. It is supported by a Borough Council and Sub Regional (PUSH) Strategic Flood Risk Assessment.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 25: Development and Flood Risk

South East Plan 2006-2026 (NRM1, NRM4 and CC2)

Consultation paper on a new planning policy on Development and coastal change

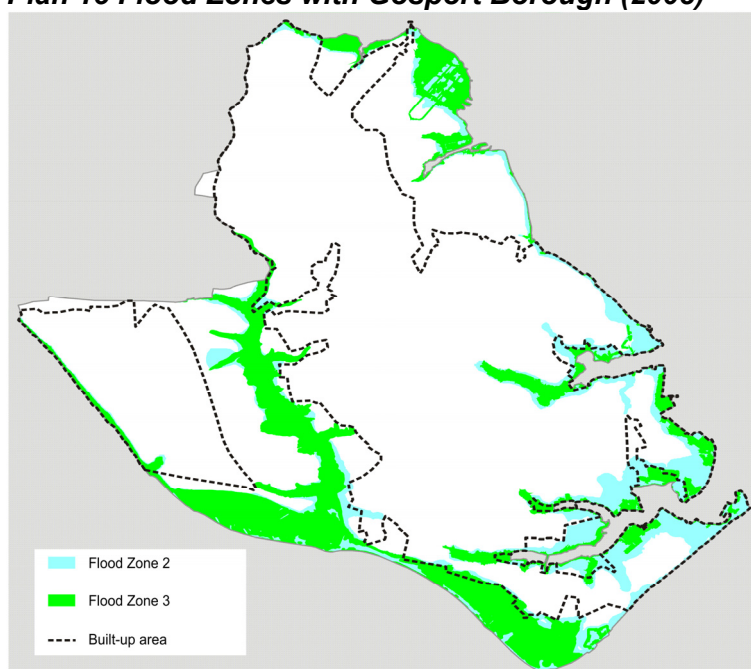
Background

- 15.1 Increasing risk from flooding is a major impact arising from climate change. 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. Effective management of this risk can be achieved through locational choices, and where necessary appropriate mitigation measures put in place to protect the development.

Local Context

- 15.2 Flood risk is a very important issue for the Borough given its coastal location and the increased threats brought about by climate change. The Environment Agency classified 21% of the Borough as being within Floodzone 2 and 12% within Floodzone 3. It is vital that the risk to development from flooding is minimised through the protection of the natural floodplain and the tidal regions (see Plan 15).

Plan 15 Flood Zones with Gosport Borough (2008)



Options Considered

- 15.3 In accordance with current and emerging national planning policy on development and flood risk, new development should not be at risk from flooding or put other areas at risk as a consequence of its development. PPS25 Development and Flood Risk sets the national planning policy framework for how the issue of development and flood risks should be addressed. The suggested policy draws upon key issues identified in the Government guidance that are of particular relevance for a coastal authority in managing development and flood risk.
- 15.4 The suggested policy takes forward the findings of the PUSH Strategic Flood Risk Assessment. There are no alternative options for addressing flood risk management. The Council consider it imperative given national and local evidence, to develop a robust policy that will manage flood risk and development in a way that delivers key national policy objectives and reflects local circumstances.

SUGGESTED POLICY CS22: FLOOD RISK AND COASTAL EROSION

The Borough Council will manage flood risk in the following way:

- 1. Work together with partners to ensure the maintenance and improvement of flood defences when and where appropriate and avoid areas at risk of coastal erosion.**
- 2. Apply the sequential approach in accordance with PPS25 in allocating sites for development.**
- 3. Development will be permitted in areas that avoid flood risk and do not increase the risk of flooding elsewhere in the Borough. Where development is proposed in Flood Zones 2 and 3, the following criteria must be met:**
 - a) It must be clearly demonstrated that the sequential approach for site selection has been followed and the sequential test met. Where the Exception Test is required, all the criteria set out in the PPS25 Exception Test must be met;**
 - b) Where it has been shown to be necessary that the development proposal can only be located in an area of higher flood risk, then the sequential test should be applied to the land uses proposed on the site. Vulnerable uses should be directed to that part of the site where there is a lower flood risk with more flood compatible development being located in those areas at higher risk;**
 - c) The development proposal must demonstrate safe access to and escape routes from the site; and**
 - d) A site specific Flood Risk Assessment will be prepared.**
- 4. All new development must ensure there will be no net increase in surface water run off.**
- 5. Where appropriate, new development should incorporate Sustainable Drainage Systems (SuDS) or other water retention or**

water storage measures to assist in managing surface water drainage where SuDS are proven unviable. 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 should be designed to incorporate flood resilient and flood resistant 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

Explanation of Policy CS22

15.5 Managing development and flood risk is an important part of delivering the Council's spatial planning strategy.

Maintenance and Improvement of Flood Defences

15.6 The Council is committed to working with its partners in maintaining and improving flood risk management infrastructure. The emerging Shoreline Management Plan, the Environment Agency's South East Hampshire Catchment Flood Management Plan and the preparation of the Borough Council's own coastal strategies 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.

15.7 The Borough has large areas 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 and local nature conservation policies. The forthcoming Site Allocations and Delivery DPD will set out a detailed development policy for how flood defence and coastal protection works will be assessed.

15.8 More detailed information relating to the level of flood defence infrastructure needed to support the Council's development strategy is set out in the Infrastructure Assessment.

Sequential Test

15.9 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. The Strategic Flood Risk Assessment (SFRA) has been used to inform this process and sites allocated in this DPD will have undergone the sequential test process.

15.10 The application of the sequential test is required for all planning applications in flood risk areas including windfall development on brownfield sites unless the area or site has already been allocated through the Sequential Test process and this has been informed by the SFRA. 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.

- 15.11 In accordance with the guidance in PPS25, 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.
- 15.12 The type of new development proposed needs to be in accordance with the flood risk category of the site as shown in the tables in Annex D of PPS25. Further detailed guidance can be found in the accompanying PPS25 Practice Guide.

Flood Risk Assessment

- 15.13 For all development proposals greater than 1 hectare in Flood Zone 1 and for all new development proposed in Flood Zones 2 and 3; a site specific Flood Risk Assessment (FRA) will be required. PPS25 and the accompanying Practice Guide provide detailed guidance on the content of FRA. The Council will expect a site-specific FRA to address a number of key factors including the management of surface-water run-off and how the residual risk will be managed over the lifetime of the development and funding and maintenance of the appropriate level of infrastructure. The FRA will be appropriate to the scale and nature of development proposed and 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 SFRA.
- 15.14 A SFRA can be used to guide developers in preparing site specific FRAs. The Council's SFRA can be found on www.gosport.gov.uk/sfra. 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 at www.environment-agency.gov.uk.

Safe development

- 15.15 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.
- 15.16 The Council will expect developers to address matters relating to flood warnings and evacuation plans as part of their assessment and management of the residual risk of flooding through site specific FRAs. Both PPS25 and the PPS25 Practice Guide provide 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. Advice from the emergency services and the Council's Emergency Planning Officer should be sought in the preparation of evacuation plans. The Environment Agency may also be able to provide further advice on their content.

Developer contributions

- 15.17 New development will provide an opportunity to secure improved flood risk management, protecting not only new but also existing homes and businesses. The Council is currently preparing an assessment of current infrastructure capacity and future requirements to support the delivery of this Core Strategy and subsequent Local Development Documents. More detailed information on the requirements for improved flood defences, how these will be provided and timing will be set out in the assessment and will be

available for the Submission Version of the Core Strategy. It is likely that the Council will collect developer contributions to assist in funding improvements to existing and/or the provision of new flood risk management infrastructure.

Sustainable Drainage Systems

- 15.18 The urban form of the Borough means that development may have an impact on surface water run-off. The Council will require site-specific FRAs to address the impact of development on the local surface water run-off regime, and should investigate Sustainable Drainage System (SuDS) options to manage surface water where this is practicable, including addressing issues of adoption, maintenance and long-term management. 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 substantial land-take. 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. Appendix F in PPS25 and the PPS25 Practice Guide provides further advice to developers on this. Further advice can be found on the Construction Industry Research and Information Association's website at www.ciria.org.uk.
- 15.19 Ownership and responsibility for the long-term maintenance and management of all the components of a SuDS will be identified at the earliest opportunity in the planning process and secured through an appropriate planning condition.

Flood resilience and Flood resistance in buildings

- 15.20 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 engagement from developers in the pre-application process to discuss design issues and explore innovative measures to arrive at solutions.

Delivery and Implementation

- 15.21 This Policy will be implemented through:

Core Strategy

- Implementation of the Council's Infrastructure Delivery Plan.

Sites Allocations and Delivery DPD

- Policies to secure developer contributions.

Development Management

- The determination of planning applications.

Partnership working

- Working with key partners through management plans and strategies to identify the necessary flood risk management schemes and funding streams to secure delivery of sea defence infrastructure.

16.0 IMPLEMENTATION AND MONITORING

Evidence

The forthcoming Infrastructure Topic Paper will include more detailed information including the national and regional policy context, local strategies, summary of key evidence and consultation responses as well as a detailed consideration of options.

Key National and Regional Policy Guidance

PPS 1: Delivering Sustainable Development

PPS 12: Local Spatial Planning

South East Plan 2006-2026 (SP1, CC7, SH1, SH9)

- 16.1 The implementation of the policies and proposals of the Core Strategy is critical to the successful regeneration of the Borough. It is necessary to demonstrate that the Borough Council as the planning authority or action taken by other parts of the Council or other bodies can help implement the policies and proposals of the plan.
- 16.2 Each policy of the Core Strategy, set out in the preceding sections, includes a number of measures which will assist in delivering the proposals. The broad range of measures include:
 - The production of detailed proposals as part of the forthcoming Site Allocations and Delivery DPD;
 - The production of Supplementary Planning Documents (including a Sustainability SPD, Design SPD, Daedalus SPD and a Gosport Waterfront SPD);
 - The determination of planning applications;
 - The incorporation of the proposals of the Sustainable Community Strategy produced by the Gosport Partnership; and
 - Working in partnership to assist with implementing the strategies and actions of key stakeholders including service providers, Government agencies and land owners.
- 16.3 It is important for the Core Strategy to ensure that the appropriate level of infrastructure is provided in order to support the proposed new development as well as dealing with the current infrastructure deficit.
- 16.4 It is necessary that the implementation strategy sets out as far as practicable when, where and by whom key elements of the delivery will take place. Further work is ongoing regarding the detailed aspects of infrastructure delivery, which will be available in the pre-submission version of the Core Strategy. Table 16.1 sets out the types of strategic infrastructure schemes identified to deliver the proposals in the Core Strategy.

Table 16.1: Strategic Infrastructure

Type of infrastructure	Potential Scheme
Transport	<ul style="list-style-type: none"> • South East Hampshire Bus Rapid Transit. • New transport interchange at the Gosport Waterfront. • Premium Bus Network. • Western access to Gosport including Stubbington Bypass (feasibility study). • A32 Corridor Improvements. • Newgate Lane corridor. • Improved access arrangements to serve strategic sites (including Daedalus and the Rowner Renewal project). • Improvements to cycle network. • Transport for South Hampshire Reduce Strategy.
Education and Skills	<ul style="list-style-type: none"> • New skills centres to ensure workforce gain appropriate skills (including the proposed Bridgemary Centre). • Enable the provision of improved school and college facilities to meet the needs of local residents.
Medical Facilities	<ul style="list-style-type: none"> • Reorganisation of local health facilities and the need to improve accessibility to services as a result of the closure of Royal Haslar Hospital and the expansion of Queen Alexandra Hospital in Cosham. • Continue programme of improved GP facilities (the need for a facility in Lee-on-the-Solent has been identified by the Primary Care Trust).
Care facilities	<ul style="list-style-type: none"> • There is a need to expand facilities in the light of an ageing population (significant potential at the Haslar Hospital site is recognised).
Indoor leisure facilities	<ul style="list-style-type: none"> • New leisure centre. The Borough Council is committed to a new centre at the Holbrook site. • Enable the provision of new private sector facilities to support the local population (for example the Bay House School scheme and the potential on sites such as Daedalus).
Cultural facilities	<ul style="list-style-type: none"> • Enable the development of improved facilities for both local residents and visitors (Priddy's Hard, the Gosport Waterfront and the Haslar Peninsula offer scope to improve tourist facilities). • Enable the provision of local facilities such as community halls to support the local population.
Open space	<ul style="list-style-type: none"> • Alver Valley Country Park with formal and informal facilities. • The Ramparts Park, Priddy's Hard. • Smaller scale open space projects as identified in the latest relevant open space strategy. • Investigate opportunities to identify new allotments to meet growing demand. • Take opportunities to protect and enhance local biodiversity.
Cemetery	<ul style="list-style-type: none"> • New cemetery provision within the Borough. The Borough Council has a capital funding programme to provide this facility.

Utilities (water supply, waste water, electricity and gas)	<ul style="list-style-type: none"> • There are no overriding capacity issues in terms of water supply, waste treatment and gas and electricity supply. • Specific requirements for strategic sites are to be determined. • Measures to reduce water and energy consumption of new development will be required. • Enable the development of appropriate renewable energy schemes.
Flood mitigation measures	<ul style="list-style-type: none"> • Identified flood protection schemes (Alverstoke has funding, Forton awaiting outcome of bid). • Beach recharge (Lee-on-the-Solent). • Need to consider the findings of the forthcoming Shoreline Management Plan. • Flood mitigation measures need to be considered as part of the Gosport Waterfront and Haslar peninsula strategic areas.

- 16.5 Further information relating to infrastructure will be determined through the on-going consultation process and the results of outstanding evidence relating to transport and green infrastructure.

Monitoring

- 16.6 It is important that the Core Strategy 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.
- 16.7 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 and this will be revised in order to successfully monitor the policies and proposals of the Gosport LDF.
- 16.8 The AMR contains two types of indicators:
- Contextual - relating to the social, economic and environmental issues facing the Borough; and
 - Output - which relate closely to how policies are implemented in the Borough.
- 16.9 The contextual indicators set out in the AMR are backed by a more detailed set of indicators set out in the Gosport Sustainability Profile which is produced jointly by the Borough Council and the Gosport Partnership to provide up-to-date information relating to the Borough. The document is produced twice a year and forms an element of the Gosport Sustainability Appraisal Scoping Report. It can be viewed at www.gosport.gov.uk/sustainability-profile
- 16.10 Table 16.2 includes a number of suggested output indicators in order to monitor the Core Strategy. These may need to be changed as the Core Strategy progresses through to the Submission Stage.

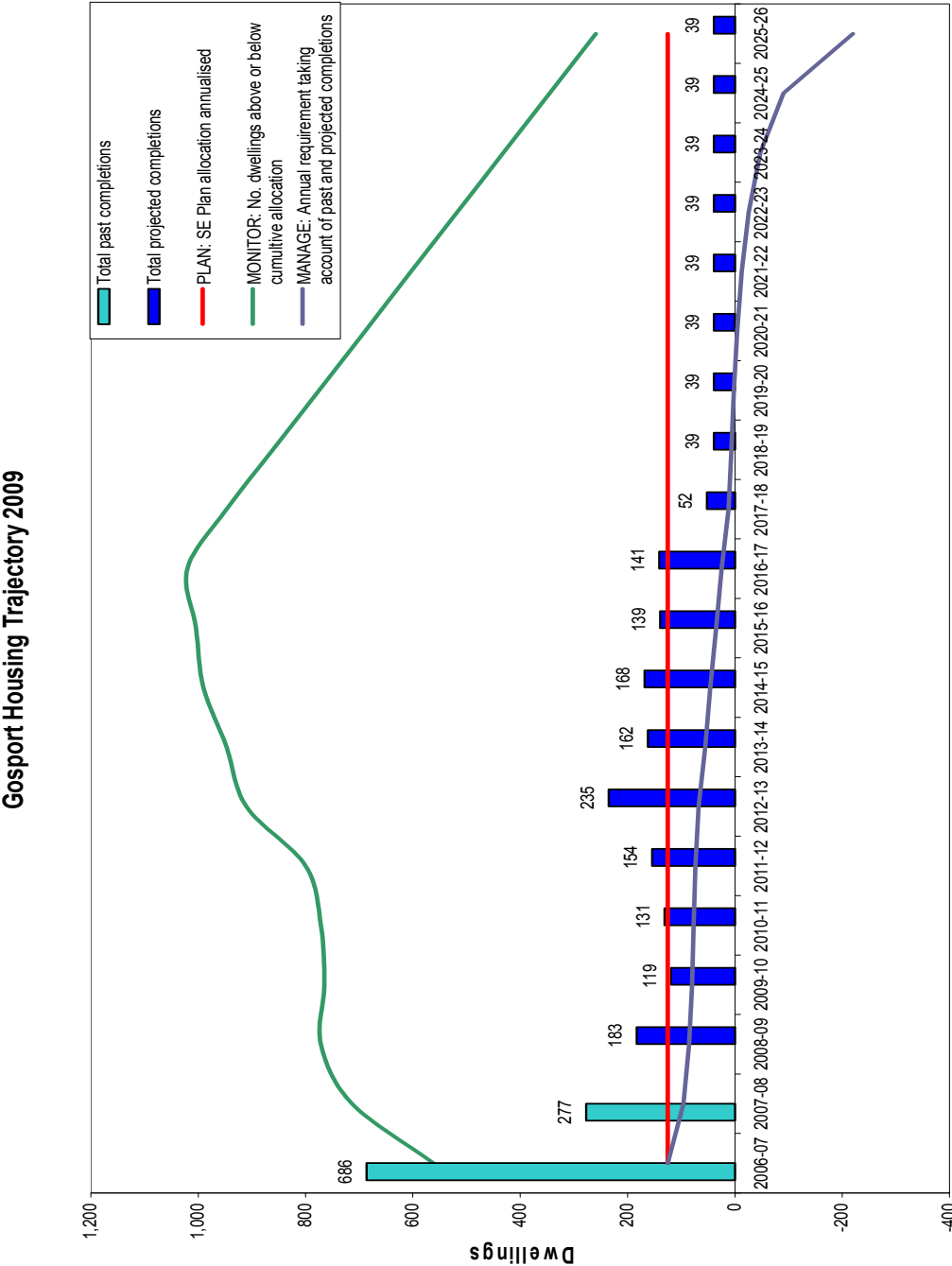
Table 16.2: Core Strategy Output Indicators

Policy	Output indicator
CS1: Sustainable Development & Climate Change	<ul style="list-style-type: none"> • Proportion of new and converted dwellings built on previously developed land; • Total amount of employment floorspace on previously developed land; • Percentage of new development within 30 minutes public transport time from a range of community facilities (primary and secondary schools, a further education college, a hospital with A&E, a GP, an employment centre, identified retail centre and a food supermarket); • Number of planning permissions granted contrary to the advice of the Environment Agency on water quality.
CS2: Sustainable Construction	<ul style="list-style-type: none"> • New renewable energy production in the Borough by installed capacity and type; • Percentage of new dwellings meeting each Code for Sustainable Homes level; • Percentage of other new building reaching each BREEAM level.
CS3: Spatial Strategy CS6: The Gosport Waterfront CS7: Gosport Town Centre CS8: Daedalus CS9: Haslar Peninsula CS10: Rowner CS11: Alver Valley	<ul style="list-style-type: none"> • The number of net additional dwellings in relation to the South East Plan requirement (2,500 dwellings); • Housing Supply and Trajectory; • The amount and type of net additional employment floorspace in relation to the target identified by PUSH (81,500sq.m.); • The amount of retail development in relation to target set out in Policy CS3 (11,000sq.m); • Assessment of progress in each of the Strategic Areas.
CS4: Infrastructure	<ul style="list-style-type: none"> • Assessment of progress for each element of infrastructure identified in the latest Infrastructure Delivery Plan or equivalent.
CS5: Green Infrastructure CS20: Open Space CS21: Biodiversity and Geological Conservation	<ul style="list-style-type: none"> • Proportion of Borough within 400 metres of a natural green space of 2 ha or more; • New green infrastructure and improvements to existing open space provided through developer contributions; • Changes in priority habitats and species of biodiversity importance; • Changes in areas designated for their intrinsic environmental value; • Quality and Value of Open Spaces; • Number of Green Flag sites; • The number and proportion of vacant allotments; • Losses and gains to pedestrian access along the coastline.
CS12: Design and Heritage	<ul style="list-style-type: none"> • The number of buildings built to each level of the Buildings For Life Standards; • Number and percentage of Listed Buildings on the Buildings at Risk Register and number removed.

Policy	Output indicator
CS13: Employment Land	<ul style="list-style-type: none"> • Amount and type of employment floorspace; • Loss of employment floorspace throughout the Borough and on sites allocated for employment; • Anticipated employment densities on new permissions and changes over time.
CS14: Skills	<ul style="list-style-type: none"> • Planning permissions for new training facilities; • Skill related obligations secured as part of planning permissions.
CS15: Tourism	<ul style="list-style-type: none"> • Applications approved for new or improved visitor and tourist facilities.
CS16: Transport and Accessibility	<ul style="list-style-type: none"> • New transport improvements provided through developer contributions.
CS17: Housing	<ul style="list-style-type: none"> • Affordable housing completions; • Density of housing completions; • Number of completions by dwelling size; • Number of dwellings built to Lifetime Homes standard; • Net additional pitches for gypsies, travellers and travelling shop people.
CS18: Town, District and Local Centres	<ul style="list-style-type: none"> • Types of uses in each of the Borough town and local centres.
CS19: Community Facilities	<ul style="list-style-type: none"> • Total amount of completed community facilities; • Total amount of losses of community facilities.
CS22: Flood Risk and Coastal Erosion	<ul style="list-style-type: none"> • Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds; • Number of dwellings built in Flood zones 1,2 and 3; • Permissions granted for coast protection/flood defence works.

APPENDIX 1: HOUSING TRAJECTORY

The Gosport Housing Trajectory is taken from Strategic Housing Land Availability Assessment 2009.



Schedule of Changes to Sections 1-7 of the Core Strategy: Preferred Options following 20 July Board

Paragraph/ Policy Number	Change
Section 2: Profile of Gosport	
2.2	The population of the Borough is fairly stable. Hampshire County Council's Long Term projections show that the population in 2006 was 76,402 79,519 persons. This is projected to decrease by a total of 2.2% to 77,764 persons by 2026.
2.7 and 2.8	<p>Historically, Gosport developed primarily as a support base for the Royal Navy providing significant employment for local residents. There has been a significant change both in the patterns of employment and mode of travel to work in the last three decades. Employment at Portsmouth Naval Base has fallen while several other Ministry of Defence establishments in the Borough and around the Harbour have closed. Some of these sites have been redeveloped and others are available for re-use. 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. <u>The latest evidence shows that two-thirds of employed Gosport residents work outside the Borough which has increased from 49% at the time of the 2001 Census</u> Out-commuting has increased by 41% from 1991 to 2001 with over 18,000 residents working outside of the Borough.</p> <p>The 2001 Census shows that the Borough provides work for only 51% of its resident workers, which is one of the lowest resident self-containment ratios in the sub-region of South Hampshire. Conversely, Gosport has the second highest workplace self-containment ratio in Hampshire with 72% of Gosport based jobs filled by local residents. This suggests that when local jobs are provided they are successfully filled by local residents.</p>
2.9	There are 1,370 VAT registered businesses in Gosport employing just under 20,000 employees. The business sector is characterised by a small number of companies employing a large proportion of the workforce. Gosport has the lowest business density and the lowest business start-up rate in the South-East <u>which 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.</u>
2.20	<p>Issue 4: Improving accessibility and reducing car usage</p> <ul style="list-style-type: none"> <u>ensure road access to the Peninsula is improved</u> congestion on the A32 is reduced; <p>Issue 10: Creating a local and sub-regional green infrastructure network</p> <ul style="list-style-type: none"> create the Alver Valley Country Park to reduce the need to travel to <u>other recreational areas</u> more sensitive sites outside of the Borough;

Section 4 Vision and Spatial Objectives	
4.1	<p>3rd paragraph of Vision Development will take place in accessible areas in order to reduce reliance on the private car. Traffic congestion (especially that related to out-commuting) will be reduced. Gosport will be served by a quick efficient public transport network which will include the reuse of the former Gosport- Fareham railway line. Road access will be enhanced initially by junction improvements to strategic routes serving the Borough and in the longer term by the provision of a western access road. Water transport will become more important through 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.</p> <p>6th paragraph of Vision There will be plenty of high quality and accessible leisure, recreational and cultural opportunities for all ages with increased levels of 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. The Alver Valley Country Park will offer a countryside haven providing green open space and lakes with opportunities for fishing, picnicking, horse riding and walking <u>as well as formal recreation such as football.</u></p>

Officer proposed changes

Paragraph/ Policy Number	Change
Policy CS1	Development will need to reduce the risks of flooding including meeting the sequential test and exception test where required an <u>exception test</u> as set out in PPS25.
Policy CS2	Renamed 'Sustainable Construction' rather than 'Sustainable Construction and Design'
6.13	The SE Plan requires 2,500 dwellings to be provided in Gosport Borough over the plan period. <u>The latest housing trajectory is included in Appendix 1.</u> The proposed housing will assist in meeting the needs of the local population and consequently issues such as affordability, tenure, size and special requirements will need to be fully considered. It has been demonstrated that the Borough is likely to exceed the 2,500 figure (see Table 6.2).
Policy CS3	4. In addition HMS Sultan is considered to have significant development potential for a predominantly employment-led scheme <u>and is identified as an 'Employment Priority Site'.</u>
Policy CS4	<p>1. In order to support the proposed type and scale of development set out in the Core Strategy it is essential that this is supported by an <u>appropriate good</u> level of infrastructure.</p> <p>5. It will be necessary to ensure that the transport schemes identified by <u>the relevant authority</u> Transport for South Hampshire are brought forward as soon as possible including the following improvements:</p>

Policy CS6	1. The Gosport Waterfront is a will be one of the prime locations for regeneration within the South Hampshire sub region.
Policy CS7 (Gosport Town Centre)	The site Any proposal will need to be served by sufficient infrastructure as required by other policies in the Core Strategy.
7.14	The site's close proximity to the town centre and potential to attract visitors from a wider area makes this the best location in the Borough to be the main focus for new retail development. It will be necessary to consider the retail development 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. <u>Proposals will also need to complement attractions on the other side of the harbour in Portsmouth including the Historic Dockyard and Gunwharf Quays.</u>
7.16 (previously 7.15)	A key element of the redevelopment will include a new ferry/bus station interchange which <u>will serve the proposed Bus Rapid Transit, which</u> The interchange <u>will continue to</u> be the transport hub for <u>Gosport the Borough</u> 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 existing space used by the existing bus station and include a new ferry pontoon. <u>Proposals will need to remove the existing unattractive buildings and incorporate a well-designed interchange appropriate for this important gateway to the town.</u> <u>The interchange</u> It will include <u>need to incorporate</u> a taxi rank and secure cycle parking.
7.26	<i>Partnership Working</i> The site benefits from only having a small number of owners Owners of parts of the site including private companies and Defence Estates.

A small number of additional minor amendments have been made (including grammatical, spelling and small changes to improve clarification).

List of background documents supporting the Core Strategy

1. Series of Topic Papers which summarise more detailed evidence and outline relevant national and regional policy guidance.
 - Biodiversity
 - Built Heritage
 - Design
 - Employment
 - Flood Risk
 - Gypsies, Travellers and Travelling Showpeople
 - Housing
 - Open Space/Green infrastructure
 - Spatial Strategy
 - Sustainability and Climate Change
 - Retail and Community Facilities
 - Transport and Accessibility
2. Summary of the responses to consultation on the 'Core Strategy: Issues and Options' document.
3. Interim Sustainability Appraisal of the Core Strategy.