

Site Allocations: Locksway Road, Milton

Further proposed site allocations - July 2014

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Portsmouth Plan
Further Proposed & Amended Site Allocations
At Locksway Road, Milton
St James's Hospital & University of Portsmouth Langstone Campus

Available for public consultation from 11 July to 22 August 2014

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This consultation is to inform a partial review of the Portsmouth Plan and is being conducted in line with Regulation 18 of the Town
and Country Planning (Local Planning (England) Regulations 2012.

We are identifying land for development across the city, and are suggesting one additional and one amended site in the Locksway Road area of Milton.

The story so far

The Portsmouth Plan was adopted by the city council on 24th January 2012. This set out the overall development needs of the city up to 2027 and highlighted strategic sites for development. We have now identified smaller sites across the city that we consider to be suitable for development and likely to come forward during the plan period. The first round of consultation on these proposals took place during the summer of 2013. Since then, another key sites and additional information have come to our attention, so before the final plan is put together and submitted to the government for inspection, we are now consulting on these sites.

The sites

New site

1. **St James's Hospital** - The Solent NHS Trust have announced that the main building and some of the hospital grounds have become surplus to requirements. The eastern part of the site will remain in healthcare use, while the remainder of the site is now owned by NHS Property Services and will become available for development within the next 5 years.

Amended site

2. **The University of Portsmouth Langstone Campus** - This site was included in the 2013 consultation with a smaller site boundary (site ref. 70028). To reflect the fact that the campus includes both the buildings and the adjacent playing fields, both are now included in the site boundary. However, the open space is protected both through local policy and European regulations on nature conservation, and the city council is not increasing the number of dwellings in this allocation as a result of this boundary change.

Together these sites have the potential to accommodate a substantial number of dwellings, which will significantly alter the character of the area. Unlike many sites in this densely built up city these sites would be able to provide much needed family housing.

Over to you

We would like your views on the proposed sites. In particular,

- Have we proposed the most suitable use for these sites?
- Have we identified the main development considerations and constraints, or should we point out any others to prospective developers?

If you would like to make any comments on the proposed sites, please send them to us by **22 August 2014**. Please be aware that we cannot keep your response confidential.

Email: planningpolicy@portsmouthcc.gov.uk

Write to: **Site Allocations, City Development and Culture, Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth, PO1 2AU**

Site No: 70046

Site Name: St James's Hospital Main Building and Grounds

Ward: Milton

Site Area: 20 hectares

Proposed Allocation: Residential and Healthcare uses

Preference as to type of dwellings: Conversion to flats; New build houses in grounds

No of Dwellings site could accommodate: 435

Timescale: within 5 years

Description of Site: The site lies in the south-eastern corner of the city, at the eastern end of Locksway Road, which leads down to the shores of Langstone Harbour. It is currently occupied by the NHS run St James's Hospital.. The Victorian Main building of the hospital is accessed via a long driveway, and a number of smaller buildings are scattered around leafy grounds. Healthcare services are concentrated in the buildings on the eastern part of the site and parts of the main building complex. The site is also home to the Harbour School and Child Development Centre. In the South West corner of the site is a cricket ground, which is protected open space.

Current Uses: Healthcare and associated administrative uses; Harbour School / Child Development Centre; open space

Adjoining Land Uses: The surrounding area is largely residential in character, dominated by single family houses to the south, north and west. The large site to the east is the University's Langstone Campus, which contains both student accommodation and a large area of open space with sports pitches. That site is subject to a separate residential allocation (site no 70028).

The St James's Hospital and the University Campus sites are immediately adjacent to each other and have the potential to yield around 435 and 110 dwellings respectively, a very significant number in this urban context. They would be best planned together to achieve the best site layouts and so that the impacts and infrastructure needs of all developments here can be considered comprehensively. Therefore, each site should be planned in the context of an overall masterplan for these sites.

Planning History: This site has been allocated in successive Local Plans for redevelopment and conversion for a number of uses, including further health care uses, a residential training centre, education and residential use (see policies MT3 & MT4 of the City Local Plan 2001-2011). However, to date only parts of the site have come forward for development, with the majority of the site remaining in NHS ownership. The site includes two sites which were proposed for allocation in the city's draft Site Allocations Plan published in 2013 (site No 8102 'Two Villas' in the north east corner of the site and site No 70033 Child Development Centre & Harbour School on the eastern boundary), in order to allow the issues associated with development in this area to be considered in the round.

Development Considerations:

Land to be retained / phasing of land released:

This allocation covers the whole of the St James's site. The landowners have indicated that the site splits into three parts. The intention is to retain a significant part of the site in healthcare use, with two other areas becoming available for development in two phases.

The Limes, The Kite Unit, Falcon House and Baytrees are likely to be retained in NHS mental health care use. Given the sensitive nature of this use, particular care will be needed in creating an acceptable relationship between any retained health care uses and the new development. Some additional healthcare development may be required in this area during the plan period.

The buildings between Woodlands Walk and Locksway Road are to become available for development in Phase 1, in 2014/2015, followed by the Main Hospital building in Phase 2 in 2016/17. It is estimated that the main building could accommodate around 235 dwellings in a conversion scheme.

The city council considers that the best solution for the site would be to plan it comprehensively. Therefore, even if the site is brought forward in phases, the council will expect the phases to be led by an overall masterplan for the site. It is acknowledged that the site of the former Light and Glebe Villas ('the two villas site') in the north east corner of the site may come forward for development of around 38 houses ahead of the rest of the site.

The cricket ground and the open space west of the main driveway are protected open space through policy PCS13 of the Portsmouth Plan. This land has therefore been excluded from the assessment of the likely yield of the site. It is estimated that the remainder of the site is capable of accommodating approximately 200 dwellings once the retained areas are taken account of.

Heritage:

The hospital was listed at grade II in December 1998. Architecturally it is of great significance. The building has a footprint of circa 16,000m², and its height varies from 2 to 3 storeys. The main hospital building has in parts undergone substantial alteration through the addition of linked modern extensions. The main building must be retained as part of the development of the site. Any conversion scheme must conserve the special architectural and historic interest of the building and must also have special regard to the preservation of its setting. The removal of later modern extensions may be appropriate. The chapel is also listed, and should be retained. The city council considers that there are likely to be other noteworthy buildings on the site that should be retained. The council is making a full assessment of the heritage value of the buildings on the site.

Further, an essential element of the character of the site is derived from the extensive parkland and grounds which surround the hospital. Development of the site should seek to retain and work with some of this open green space in order to make the most of this unique site.

Applicants are encouraged to discuss these heritage issues at the pre-applications stage, and will be required to submit a Heritage Statement with any planning applications to demonstrate how heritage and archaeology issues have been considered.

Trees:

The trees on the site are subject to Tree Preservation Orders (TPOs 117 and 215).

Ecology / Habitats Regulations:

The site is very close to Langstone Harbour, which is internationally designated as SPA, SAC and Ramsar site, and is nationally designated as a SSSI. The site is also adjacent to the University Playing Fields, an important feeding site for wading birds and Brent geese¹, and reasonably close to a number of others which collectively act as a network of sites around Eastney Lake.

The level of development will clearly increase the number of people in the local area and therefore raise the recreational pressure on these habitats and species. Development could also affect the flight lines of the SPA bird species and the way birds move around the local network of sites. It is therefore likely that development on the site could have a significant effect on the European sites.

The developer will need to provide a mitigation plan covering the impacts on the protected sites and species. A project level Habitats Regulations Assessment will have to demonstrate that there will not be a significant effect on any European sites. Recent survey data is available for the overwintering waders and Brent geese, but given the scale of the development additional survey work is likely to be needed to inform the HRA.

In terms of timing, although the site is likely to come forward in phases, it is suggested that comprehensive surveys and consideration of the issues for the whole site would be the most appropriate way forward. The site must also be viewed in its context, considering in combination effects of this site with other proposals, in particular the adjacent Langstone Campus site.

Infrastructure Needs:

Traffic & Access: Currently the two main access to the site are via Locksway Road to the south and via Warren Avenue and Edenbridge Road to the north. These roads are lined with residential development and Locksway Road in particular is long and narrow with on-street parking, which limits traffic flow. Any development proposals must include a detailed transport assessment to establish the likely impact on the highway network and the best access arrangement for the site. These matters will have to be addressed by the developer to the satisfaction of the local planning authority at the time of a planning application. The assessment must also take into account the proposed allocation at the adjacent site, the University of Portsmouth Langstone Campus, which is also likely to generate a significant amount of residential traffic.

Schools: The sites at St James's Hospital and the University of Portsmouth Langstone Campus together have the potential to deliver around 545 dwellings. As many of these are likely to be family accommodation, they could have a significant impact on the schools in the area, particularly at the primary stage. The council is making a full assessment of the education needs in the city in

¹ Site P25 in the Solent Waders and Brent Goose Strategy

<https://www.portsmouth.gov.uk/ext/documents-external/pln-local-dev-openspace-diversitysolentwader-brentgoose-strategy.pdf>

the context of new development proposals. Applicants should discuss this element in particular at the pre-applications stage to ensure that sufficient school provision is available.

The infrastructure needs of all phases of the site release / development, as well as the in-combination needs of this site and the adjacent Langstone Campus site must be considered comprehensively, to ensure the combined impacts are understood and appropriate provision is made.

INSERT MAP TO SHOW AREAS TO BE RETAINED IN HEALTH CARE USE AND AREAS TO BE DISPOSED OF.

Site No: 70028

Site Name: University of Portsmouth - Langstone Campus

Ward: Milton

Site Area: 14.5 hectares

Proposed Allocation: Residential

Preference as to type of dwellings: Houses and some flats

No of Dwellings site could accommodate: 110

Timescale: 11-15 years

Description of Site: The site lies in the south-eastern corner of the city, at the eastern end of Locksway Road, on the shores of Langstone Harbour.

Current Uses: University of Portsmouth's Langstone Campus and Playing Fields in a tower block and several low-rise buildings.

Adjoining Land Uses: The Locksway Road area is largely residential, dominated by single family houses to the North and South. The eastern end of Locksway Road feels more open, with substantial areas of open space to the north and the east of the site, which are connected directly with Langstone Harbour. To the west of the site lies St James's Hospital in its extensive grounds, which itself is subject to a separate allocation (Site No 70048).

The University Campus and the St James's Hospital site are immediately adjacent to each other and have the potential to yield around 545 dwellings, a very significant number in this urban context. They would be best planned together to achieve the best site layouts and to consider comprehensively the impacts and infrastructure needs of development here. Therefore, each site should be planned in the context of an overall masterplan for these sites.

Planning History: The University has indicated that the site may become surplus to requirements and as such the Langstone Campus was proposed for allocation in the summer 2013 consultation on site allocations (site No 70028). That allocation boundary included only the area covered by buildings at Langstone Campus. The relationship with the adjacent playing fields was highlighted in the accompanying text, but for clarity the whole site is now allocated, as it all falls under University ownership. The estimated capacity for development remains the same as in the previous draft allocation, as the playing fields are protected open space and also important feeding sites for Brent geese and protected wader species.

Development Considerations:

Protected Open Space:

The playing fields are protected open space and also important feeding sites for Brent geese and protected wader species (See Ecology / Habitats Regulations below). As such the council will expect the open space to be retained as part of any development of the site. It is however, recognised, that the developer may wish to reconfigure the site, which could involve swapping some of the developed area with land that are currently open space. The University have indicated

that they have not yet identified any alternative pitch provision, so it is likely that around two thirds of the pitches would need to be retained somewhere on the site.

Ecology / Habitats Regulations:

The site is very close to Langstone Harbour, which is internationally designated as SPA, SAC and Ramsar site, and is nationally designated as a SSSI. The site also includes the University Playing Fields, which is an important Wader and Brent goose feeding site, and is adjacent to another feeding site². Development could directly affect the Brent Goose/Wader site if the site is reconfigured. Even if development takes place on the previously developed part of the site, construction and occupation are likely to have an effect on the way these open spaces are used by birds. The level of development would increase the number of people in the local area and therefore raise the recreational pressure on these habitats and species. Development could also affect the flight lines of the SPA bird species and the way birds move around the local network of sites. It is therefore possible that development on the site could have a significant effect on the European sites, and this will need to be carefully evaluated.

A project level Habitats Regulations Assessment will have to demonstrate that there will not be a significant effect on any European sites. The developer will need to provide a mitigation plan covering impacts on protected sites and species. Recent survey data is available for the overwintering waders and Brent geese, but given the scale of the development additional survey work is likely to be needed to inform the HRA and any mitigation proposals. For the purpose of the HRA, the site must be viewed in its context, considering in combination effects of this site with other proposals, in particular the adjacent St James's Hospital site.

Open Coastal Character:

Although the site is previously developed land including a tall building, the area still enjoys a very open coastal character. Any redevelopment should consider this character and seek to reflect and make the most of this location, in line with the council's emerging Coastal Development policy.

Infrastructure Needs:

Traffic & Access: Currently the access to the site is via Locksway Road to the south, which is a long largely residential street with limited capacity. Access is also possible via Moorings Way to the North although this is currently only a small lane. Any development proposals must include a detailed traffic assessment to establish the likely impact on the road network and the best access arrangement for the site. These matters will have to be addressed by the developer to the satisfaction of the local planning authority at the time of a planning application. The assessments must also take into account the significant allocation at the adjacent site at St James's Hospital.

Schools: The sites at St James's Hospital and the University of Portsmouth Langstone Campus together have the potential to deliver 545 dwellings. As many of these are likely to be family accommodation, they could have a significant impact on the schools in the area, particularly at the primary stage. The council is making a full assessment of the education needs in the city in the context of new development proposals. Applicants should discuss this element in particular at the pre-applications stage to ensure that sufficient school provision is available.

² Sites P25 and 23b in the Solent Waders and Brent Goose Strategy
<https://www.portsmouth.gov.uk/ext/documents-external/pln-local-dev-openspace-diversitysolentwader-brentgoose-strategy.pdf>

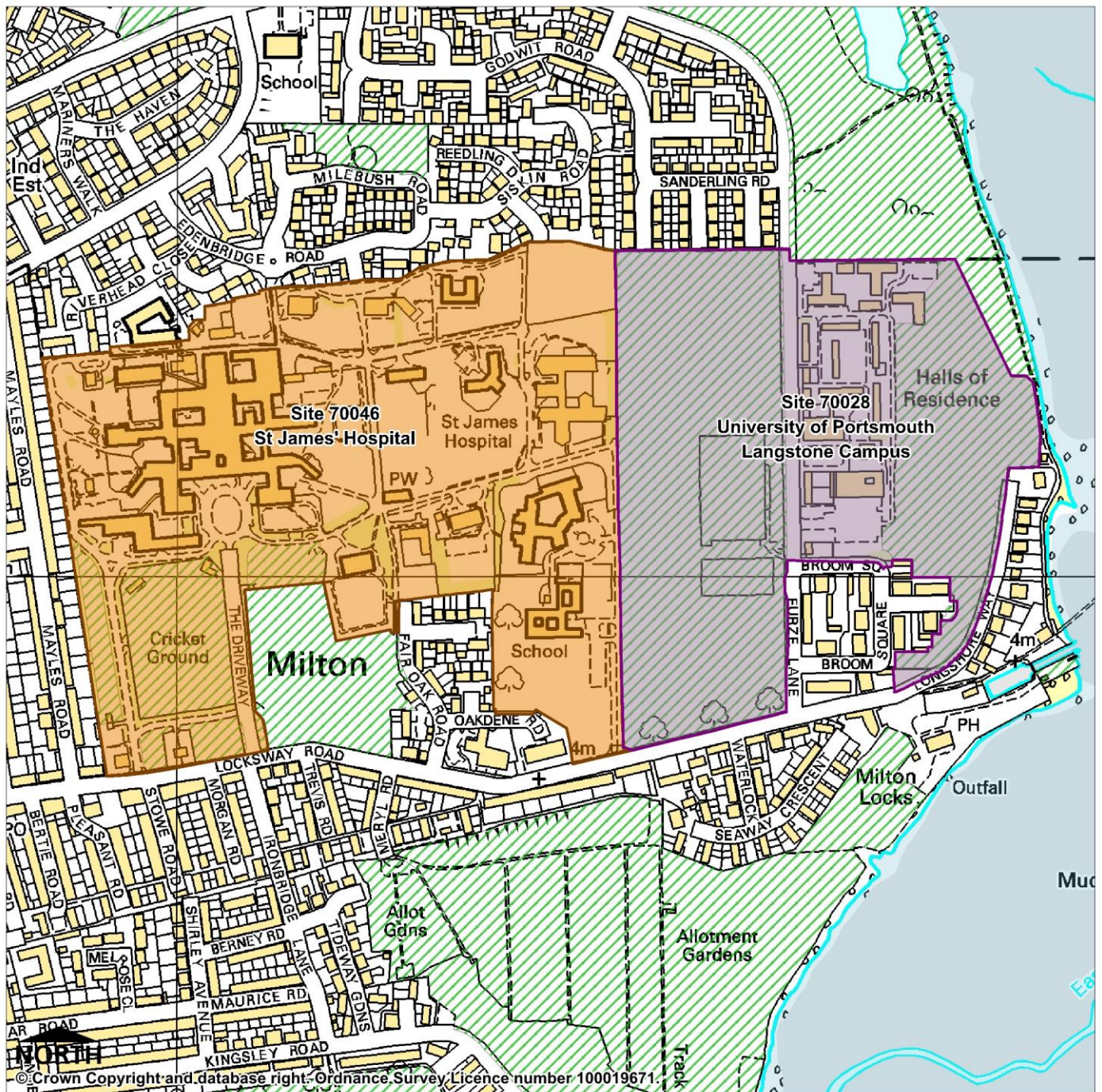
Proposed Allocation Sites

Site 70046:
St James's Hospital

and

Site 70028:
University of Portsmouth, Langstone Campus

Site shown in their wider context, including protected open spaces on the sites and in the vicinity.





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