



# Milton Neighbourhood Development Plan Submission Version 2021 - 2036



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MILTON NEIGHBOURHOOD PLANNING FORUM

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Following amendments made by the examination process, references to page numbers in this document from other documents may differ marginally.

# MILTON NEIGHBOURHOOD PLAN

## Foreword

Welcome to the Neighbourhood Plan for Milton, outlining a way forward for our area for the next 15 years.

Milton is an attractive place to live with much to enjoy including the Common, the Shoreline, Milton Market, the Village Hall, Milton and Bransbury Parks, the Beddow Library and the allotments. Its community spirit is one of the best in the City. We have a lot to be proud of and a lot to preserve.

There is pressure on the area to accommodate more development. We need a Neighbourhood Plan which will encourage development that meets the needs of residents, is benign on the local environment, wildlife and on our health and well-being whilst being economically beneficial to landowners and the City in the long term. We want to encourage development contributing to a sense of place which adopts high-quality designs in keeping with what already exists.

Too many residents and young families cannot afford a decent home. Our local population is ageing and requires more of the National Health Service and more in terms of specialised housing. We cannot travel freely, especially at peak times and weekends, and the chronic traffic congestion is compromising air quality and damaging our health.

We have two main sites for future development here in Milton, St James' Hospital and Portsmouth University's Langstone Campus. This long-term plan includes policies for these sites dealing with the major issues facing our area and our City; providing homes for all ages, families, single people, senior citizens and those with supported-care needs, school-places for children and preserving and enhancing the green spaces, whilst protecting the Internationally Designated Langstone Harbour. This plan tries to meet these objectives.

Volunteers who care about the future have put it together. It is a community vision formed out of consultation, evidence, and a shared experience and a desire to improve Milton's future.

Rod Bailey  
Chair Milton Neighbourhood  
Planning Forum

Janice Burkinshaw  
Chair Milton Neighbourhood  
Forum

# Policies

This Neighbourhood Plan contains policies for development management and will apply until 31 December 2036. Most of the policies apply across the neighbourhood area. The exceptions to this are the special policy areas, which apply to specific areas and buildings as shown on the proposals map.

The recommendation of the Independent Panel on Climate Change requires effective action to be taken within the next 10 years and the Council's Zero Carbon Emissions Target of 2030 going further than the Climate Change Act of 2008. The urgency is underlined by the fact that planning permissions can be implemented within 3 years and completed at any time thereafter and in these circumstances, policies are needed to prevent carbon intensive developments being built well into the next decade and to avoid undermining the fundamental purpose of recognising this emergency situation. The earlier the necessary steps are taken the less traumatic will be the transition and a tonne of carbon saved this year would be avoided for ever, and a tonne emitted will be causing global heating for ever.

The emergency declared by the Council implies a commitment that the Neighbourhood Plan Policies must achieve this reduction in emissions for which it could be held responsible. This places an additional responsibility on housing/buildings where the means are known whereby these could become carbon negative. There can be no justification for delay in reducing carbon from transport (a sector where carbon emissions are still increasing) or in the increase of renewable energy sources.

**The NPPF in Section 14 “Meeting the challenge of climate change, flooding and coastal change”** under para 148 requires the planning system to support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience, encourage the reuse of existing resources, including the conversion of existing buildings, and support renewable and low carbon energy and associated infrastructure.

Paragraphs 150 and 151 of the NPPF deal with strategies for greenhouse gas emissions and renewable and low carbon energy and are relevant here.

## Overall Growth Strategy for Milton

One of the basic conditions for a neighbourhood plan is to help achieve sustainable development. A key principle of the National Planning Policy Framework is the presumption in favour of sustainable development. This means planning for growth, but taking account of the interests of future generations. Sustainability has social, economic and environmental dimensions. **This principle aims to ensure the presumption in favour of sustainable development is recognised as a long-term objective, not to be mitigated by short-term remedies, but in Portsmouth generally, and Milton especially, that Presumption is disapplied by the presence of the Langstone Harbour Special Protection Area for Habitat Conservation as it forms the Milton Plan coastal boundary".** This means for the Neighbourhood Plan purposes, planning for growth is constrained by the Habitats Directive to ensure the long-term objective of securing uses complementing the wildlife habitats rather than harming them.

Growth in Milton will be concentrated around the redevelopment of part of the St James' Hospital site and possibly part of Langstone Campus. This will be augmented by the usual smaller-scale incremental development that is typical of urban areas.

To ensure that growth is sustainable, general policies are included on:

- Community Facilities
- Housing
- Economy, Employment and Retail
- Place and Design
- Natural Environment
- Local Heritage
- Transport

These are augmented by special policies for the main strategic sites, as follows:

- Special Policy Area – St James' Hospital Site
- Special Policy Area – Langstone Campus

## **Community**

### ***Purpose***

To maintain a balanced mix of uses, including a mix of community facilities to meet local need. This will reduce the need for car journeys, create a sustainable neighbourhood and maintain the present feel of Milton as a village within the City of Portsmouth.

### ***Rationale***

Community facilities are clustered around the southern and western edges of the plan area. Heavy use indicates a lack of suitable accessible meeting space. (see page 29 of Evidence Annex)

The NPPF in paragraphs 91-94 articulates the need for a balanced mix of uses to be maintained. This includes health, educational, leisure, retail and employment facilities within walking distance where possible. Adherence to these policies will ensure that Milton is a sustainable community and one that reduces the need for car journeys.

## **Community Facilities Policies COM1, COM 2.**

### **COM1: Safeguarding Community Facilities**

- 1. Proposals involving the loss of local community facilities will only be supported where:**
  - a similar or better facility is provided in close proximity; or
  - it can be demonstrated that the community use is no longer viable.
- 2. Development of new Community Facilities will be encouraged. Existing community facilities include the following:**
  - Beddow Library
  - Eastney Community Centre and Community café
  - Gisors Road 'Walled Garden'
  - Langstone Church and Hall with Nursery
  - Meon Middle & Infants School with Nursery
  - Milton Park Middle & Infants School with Nursery
  - Milton Village Hall and Pure Ground Community café
  - Moorings Way Primary School
  - St James Church (C of E) and Hall
  - The Barn in Milton Park
  - United Reform Church and Hall with Nursery
  - Wind in the Willows Nursery

### **Interpretation**

This policy seeks to ensure that the range of community facilities in the area remains undiminished. A list of local community facilities is below

### **COM2: Development at Public Houses**

- 1. Development to diversify the use of public houses will be supported, providing:**
  - the use as a public house continues as part of the scheme.
  - there is no significant adverse impact on the amenities of any nearby residential properties;
- 2. Development involving the loss of a public house will only be supported where it can be shown that the use is no longer viable.**

### **Interpretation**

This is an enabling policy for diversification of public houses. The policy looks to support public houses and their future use.

# Housing

## ***Purpose***

In compliance with PCC's retained housing allocations and NPPF paras 59 – 72 the following policies will seek to deliver a supply of housing appropriate to local need.

Site allocations and infill policies will provide a mix of housing that will meet those needs and address deficiencies in the area. In addition to housing, mixed-use developments, that includes employment and community facilities will be supported. In an area with poor transport links this will help reduce the need for travel to access employment and community facilities.

## ***Rationale***

The AECOM Housing Needs Analysis identifies a deficiency in housing supply at both ends of the demographic of Milton. (see page 14 of [Evidence Annex](#))

Of note is an entry level property is valued at £154,222, a figure that excludes roughly 70% of the local demographic. There is clearly a need for 3-5 room houses suitable for young families. There has been a 10.3% increase in one-person households, indicating a demand for smaller housing units.

There are growing numbers of people living on their own and a one bedroom flat priced at £105,000 is unaffordable to those on an income lower than £30,000 salient given the proportion of low wage earners in Milton.

Elderly people would prefer to remain in the area among their friends and family<sup>1</sup>. This not only contributes to improving health outcomes and downsizing has the potential to release family housing back to the market.

Elderly people would prefer to remain in the local area among their friends and family<sup>2</sup>. This contributes to improving health outcomes.

These policies are compliant with existing PCC policies PCS10, PCS19 and PCS21.

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<sup>1</sup> Comments on many consultations and public events attended by the Forum

<sup>2</sup> Comments on many consultations and public events attended by the Forum

## Housing Policies HSG1, HSG2.

### **HSG1: Housing Mix**

- 1. Residential development must include a balanced mix of house types to meet documented local need. The mix of housing is encouraged to include:**
  - **3 bed, family houses suitable for local families to move into;**
  - **1 and 2 bed homes suitable for first-time buyers and those wishing to downsize;**
  - **accommodation suitable for the elderly, vulnerable or disabled persons.**
  - **accommodation for single people**
- 2. Particular support will be given to self-build or community-led housing schemes.**

### **Interpretation**

The proportions of each will need to be based on evidence of documented local housing need such as the AECOM Housing Needs Assessment (Milton Neighbourhood Planning Forum, 2017)

In considering housing mix, the requirements for room sizes and storage are set out in the Government's *Technical housing standards – nationally described space standard*, March 2015 (or any equivalent standard superseding and replacing that document).

This policy seeks to encourage integrated communities by requiring development to be tenure blind.

### **HSG2: Housing Standards**

- 1. Housing development must include screened storage space for bins and recycling, located away from road frontages.**
- 2. Housing, including apartments, must have access to external amenity space in the form of gardens, shared private space, shared open space in close proximity, and/or external balconies.**
- 3. Housing must include adequate parking and cycling provision, meeting the requirements of Policy TSP2.**

### **Interpretation**

This policy seeks to encourage the use of high-performance and low-carbon design and construction.

Storage for cycles and bins may be provided for each property or as a shared facility, depending on the nature of the development.



The inclusion of a need to be water efficient discourages wastage of water and encourages and supports individual and innovative designs through use of high-performance and low-carbon design and construction.

Housing Density policies are contained in the Portsmouth Plan adopted 24 January 2012 PCS 21 (maximum of 40 dph for Milton).

Schemes that incorporate sustainable construction and low carbon use, and renewable energy sources especially solar PV on south facing roofs are encouraged.

## **Economy, Employment and Retail**

### ***Purpose***

To enable and promote sustainable economic development in Milton and to protect and enhance retail provision, in the interests of maintaining and providing a balanced mix of uses in Milton.

### **Rationale**

To remain sustainable, Milton will retain and diversify its local economy to benefit local inhabitants and reduce reliance on car travel. Policies in keeping with NPPF 85 will support the growth of local retail centres. When a change of use is proposed, policies will promote uses that provide employment opportunities and anchor the local retail offer. (see pages 15-17 of Annex A)

These policies are compliant with existing PCC policies PCS11, and PCS18.

## **Economy, Employment and Retail Policies EER1, EER2, EER3, EER4**

### **EER1: Warren Avenue and Mallard Road Industrial Estate**

- 1. Development in the Warren Avenue and Mallard Road Industrial Estate (see proposals map) will be supported where the proposed uses complement and do not compromise other commercial and light industrial uses.**
- 2. Development for Commercial and light industrial uses falling into Use Class E at the Warren Avenue and Mallard Road Industrial Estate will not normally be permitted to include retail use.**

### **Interpretation**

Development means both operational development and material changes of use. Residential and retail uses would be likely to cause conflict with established industrial and commercial uses.

## **EER2: Employment**

1. Development to create light industrial or office uses will supported, subject to:
  - Loading and servicing areas being located away from main street frontages and being suitably screened from view.
  - Having no significant detrimental impact on the amenities of any nearby residential properties, including from additional traffic movements;
  - Meeting the requirements of Policies TSP1 and TSP2 in terms of traffic impacts.
2. Commercial and light industrial uses falling into Use Class E should be conditioned to prevent retail use outside of existing centres.

### **Interpretation**

This is an enabling policy for employment uses, subject to impacts (environment, residential, traffic safety and capacity). Requires active frontages to street (service areas to the rear).

## **EER3: Eastney Road Retail and Commercial Area**

1. Development in the Eastney Road Retail Area (see Proposals map) will be supported where the proposed uses would complement or enhance and not harm the viability of the area as a retail centre. Suitable uses could include retail, cafes, restaurants and cultural, recreational, community and other uses that are open to the public.
2. Betting shops and takeaways will only be approved where:
  - there is no harmful impact on the viability of the centre;
  - there is no significant adverse impact on the amenity of the centre and of other uses;

### **Interpretation**

The policy enables diversification of the retail centre and recognises the importance of complementary uses. At the same time, it recognises that loss of retail frontages to betting shops and takeaways can undermine the viability of the retail area, making it less sustainable.

## **EER4: Connectivity**

**New development must incorporate infrastructure to accommodate superfast broadband internet connectivity.**

### **Interpretation**

This policy ensures that development is sustainable, recognising the importance of appropriate internet connectivity to supporting economic development and home-based working.

# Place and Design

## ***Purpose***

To ensure new development incorporates sustainable urban design, creating a sense of place, supporting sustainable communities and adding to the distinctiveness of the area.

## ***Rationale***

Milton's transition to an urban landscape is best characterised by the Edwardian grid plan terraces that dominate the townscape west of St James Hospital, as described in the Evidence section.

The existing look and feel of Milton is best served by taking design cues that reflect the local urban vernacular.

High regard should be given to sustainable development that creates a permeable network of foot/cycle paths and encourages a modal shift away from motorised transport.

These objectives are in line with NPPF paras 125-130 which in summary guide as follows.

Plan policy will ensure that future development reacts to a clear design vision and expectations as to what will be acceptable. New development will be of good architecture, layout and appropriate and effective landscaping and will add to the overall quality of the area. Design policies should be developed with local communities so that they are grounded in an understanding of local character. An appreciation for the surrounding built environment and landscape setting will establish a strong sense of place.

The arrangement of streets, spaces, building types and materials will create attractive, welcoming and distinctive places to live, work and visit.

There is a clear link between quality of environment and an area's ability to attract investment, population and visitors. For Milton, and its wider hinterland its coastal setting is especially important. The Langstone Harbour Coastal Area policies continued into the current local plan from 2001-2011 describe the importance of the Eastern Seaboard.

These policies are compliant with existing PCC policies PCS15, PCS16 and PCS23.

## **Place and Design Policies PLD1.**

### **PLD1: Sustainable Design**

**Development must be well designed and sustainable, meeting the following requirements of this policy.**

- 1. Development must complement the character of Milton, including:**
  - a) Comprising creative, site-specific design solutions, based on analysis of the coastal, townscape and landscape and townscape character and setting of Milton;**
  - b) Complementing the established character of the immediate context and wider character of Milton in terms of urban form, spacing, enclosure and definition of streets and spaces, scale, massing, height and degree of set-back from streets;**
  - c) Designing buildings, streets, spaces, landscaping and planting to create a safe, locally distinctive and well-functioning environment;**
  - d) Clearly distinguishing between public and private spaces, thereby avoiding the need to create dead frontages with high walls or fences adjacent to streets and public spaces;**
  - e) Responding to views and landmarks visible from within sites in the design and the layout of the development**
- 2. Development must provide a positive environment for pedestrians and cyclists, including:**
  - a) Creating attractive, safe and convenient environments for pedestrians, with streets and spaces overlooked by active building frontages, to create natural surveillance;**
  - b) Providing streets that encourage low vehicle speeds and which can function as safe spaces for pedestrians;**
  - c) Providing for a balanced range of transport options, and convenient pedestrian paths and links, including links to surrounding public transport services and community facilities;**
- 3. Development must use high quality durable materials, to complement the site and context. This includes local vernacular materials, recycled materials and materials and construction with superior environmental performance.**
- 4. Development must have no adverse impact on surrounding land or properties from surface water run-off. Wherever possible, hard surfaces must be permeable and sustainable urban drainage systems should be used.**
- 5. Development must achieve biodiversity net gain. Landscaping, layouts and the design of the public realm should take opportunities to support wildlife, including wildlife corridors linking areas of green spaces.**
- 6. Development must include positive design features to reduce carbon impact.**

## Interpretation

Pedestrian and cycle permeability are crucial elements in reducing car trips and making Milton sustainable.

To reduce fuel poverty and environmental impact, development that supports the use of sustainable technologies is encouraged. Innovative design with high environmental performance is particularly welcomed, as set out in the NPPF.

Well-designed public and private space means designing layouts so that rear gardens are away from road frontages. This avoids the need for high fencing or walls next to highway.

Design and access statement submitted with planning applications should make clear how the requirements of this policy have been met.

In terms of high-quality materials, the policy would be met by authentic local materials and other durable materials with a high standard of finish and durability. The policy would not be met by poor quality imitation of traditional materials, such as plastic fascia boards.

The creation of linked wildlife corridors will both enhance biodiversity and improve visual amenity.

It will certainly be necessary to use a capable and skilled professional team in order to respond to this policy, including skills such as:

- architectural design
- urban design analysis and place-making
- landscape analysis and design
- historic environment analysis and adaptation

Planning applications should make clear how NPPF's encouragement for community engagement has been met, recognising that this is a material consideration. Community engagement should be focused on the pre-design stage, so that the community's knowledge informs the design process. Late-stage engagement, focused on narrow and subjective aesthetic matters, offers little opportunity to influence the fundamental characteristics of a scheme

New developments are designed to achieve compliance with the City Council's Zero Carbon Emission Target for 2030 declared on 19 March 2019 to mitigate Climate Change and help increase the use and supply of renewable and low-carbon energy, new developments will be required to fully embrace new renewable technologies and where possible design new roof structures towards a south facing orientation to maximise solar gain.

New developments will also be required to embrace new and emerging energy efficiency measures to improve standards in reducing the depletion of finite global resources.

Where larger scale developments and re-development proposals come forward during the Plan period, it will be necessary to fully consider opportunities for development-wide renewable energy generation.

This Policy aims to ensure the presumption in favour of sustainable development is recognised as a long-term objective not to be mitigated by short-term remedies.

Design features to reduce carbon impact could include:

- use of efficient heating and cooling systems, or design to reduce dependency on heating and cooling systems.
- superior insulation properties and airtightness;
- natural ventilation and air flow (for warmer months) to help avoid over-heating;
- use of local, low-embodied energy, recycled and recyclable materials;
- living (green) walls or roofs;
- orientation to maximise passive solar gain;
- rainwater capture, storage and reuse (grey water);
- flexible housing spaces and layouts to accommodate changing demands;
- retention of existing landscape features;
- use of traditional hedges for boundary treatments.
- Use of native species in planting.
- Incorporating bat boxes and bird boxes or hedgehog gaps in fences
- Use of micro-generation.

## Natural Environment

### *Purpose*

To preserve and enhance the natural environment, including protected sites, and to maintain and develop a green corridor through Milton.

### *Rationale*

The Government has issued a statement of intent that this generation will be the first to leave the natural environment of England in a better state than that in which we found it. “<sup>3</sup> Achieving this means looking after the environment we have, our natural capital, and making the most of opportunities to protect and improve it.

**Throughout history, parks and open spaces have been an essential part of successful towns and cities. They provide a range of functions, including: -**

- opportunities for formal sport, informal leisure and play activities for all age groups
- supporting health and wellbeing by offering space for tranquillity and reflection, and importantly space where you can be alone whilst also feeling part of a community
- places to meet and interact with others, supporting community cohesion and cultural endeavours
- a breathing space and escape from air pollution; parks as ‘green lungs’
- offering places to ‘cool off’ during hot summers, especially for those without gardens
- affording space for wildlife and giving people access to nature

Sadly, it has taken a global pandemic to remind us of the importance of parks. Parks have been referred to as ‘circuit breakers’- to prevent the spread of the disease. The crisis has also shown that parks provide an ‘emergency service’; a place that people resort to in times of crisis.

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<sup>3</sup> <sup>1</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/693158/25-year-environment-plan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/693158/25-year-environment-plan.pdf)

Evidence shows that living in a greener environment can promote and protect good health, and aid in recovery from illness and help with managing poor health. People who have greater exposure to greenspace have a range of more favourable physiological outcomes. Greener environments are also associated with better mental health and wellbeing outcomes including reduced levels of depression, anxiety, and fatigue, and enhanced quality of life for both children and adults. Greenspace can help to bind communities together, reduce loneliness, and mitigate the negative effects of air pollution, excessive noise, heat and flooding. Disadvantaged groups appear to gain a larger health benefit and have reduced socioeconomic-related inequalities in health when living in greener communities, so greenspace and a greener urban environment can also be used as an important tool in the drive to build a fairer society. However, population growth and consequent urbanisation combined with competing demands for land use and budgetary constraints, are putting much of our existing local, accessible greenspace under threat.<sup>4</sup>

Portsmouth is the UK's only island city and some 30% is covered by statutory nature conservation designations in recognition of its value to international, national and local biodiversity. The intertidal areas around Portsmouth, particularly the mudflats, shingle and saltmarsh provide ideal feeding and roosting grounds for overwintering bird species which are especially adapted to feeding in such habitats. Locally the Plan area includes four terrestrial Brent Goose sites, two on Milton Common a (SINC) and two on the Langstone Campus Site (see map).

Portsmouth is the most densely populated city in the UK apart from London. There are health inequalities across the City, with a seven-year life expectancy difference between the richest and poorest wards.<sup>5</sup> This reinforces the need for protection of open space for the health and well-being of residents and control of pollution and flooding. A network of high quality and accessible open spaces offering a range of outdoor recreational opportunities can address these issues.

The Planning System requires that development should support habitat conservation and enhancement and deliver net gains for biodiversity. Habitats and biodiversity underpin the provision of ecosystem services including air, water, noise and soil quality, climate regulation and environmental resilience, outdoor recreation, active travel, cultural benefits, energy and natural products.

NPPF Paragraph 100 says that Local Green Space designations that they should only be used where the green space is in reasonably close proximity to the community it serves; is significant for recreational value or tranquillity or wildlife richness; and is not extensive.

NPPF Paragraph 123 requires planning policies to identify and protect areas of tranquillity that have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

Section 15 of the NPPF Conserving and enhancing the natural environment is also relevant particularly Paras 170 to 177 relating to Habitats and Biodiversity and paragraph 180(b) in connection with identifying tranquil areas.

PCC's Green Infrastructure paper to the emerging Portsmouth Plan acknowledges coastal areas offer a release from the densely developed nature of parts of the city, providing open vistas, undeveloped areas and amenity that is vital to residents and visitors of Portsmouth alike.<sup>6</sup>

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<sup>4</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/904439/Improving\\_access\\_to\\_greenspace\\_2020\\_review.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904439/Improving_access_to_greenspace_2020_review.pdf)

<sup>5</sup> <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-health-and-wellbeing-background-paper.pdf>

<sup>6</sup> <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-green-infrastructure-background-paper.pdf>

The Biodiversity paper for the Portsmouth Plan shows Milton Common and Langstone Harbour as Biodiversity Opportunity Areas. Opportunities have been identified for targeting Coastal Grazing Marsh, Purple Moor Grass and Rush Pasture, Coastal Salt Marsh and Vegetated shingle.<sup>7</sup>

The 2016 State of Nature<sup>8</sup> report identified a couple of trends of significance to urban areas like Portsmouth. Urbanisation was highlighted as a significant driver of change in nature encompassing various negative factors from loss of green space and wildlife rich brownfield sites, to loss of habitat in general. The report also noted additional pressures upon the wildlife of the UK's coastal spaces due to increased development, disturbance from people and rising sea levels. A well-managed network of green infrastructure can help address this.

This Plan aims to maintain and enhance the Natural Environment in Milton not only so that future generations can improve their life expectancy, but also provide opportunities to increase biodiversity and green corridors through new greening. This will also assist in meeting the Council's Climate Change target.

The Existing and Proposed Publicly Accessible Open Spaces as shown on the Proposals Map shall therefore be required to remain as Open Spaces

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<sup>7</sup> <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-biodiversity-background-paper-final-draft-feb-2019.pdf>

<sup>8</sup> <https://www.rspb.org.uk/globalassets/downloads/documents/conservation-projects/state-of-nature/state-of-nature-uk-report-2016.pdf>



## Natural Environment Policies ENV1, ENV2.

### **ENV1: Local Green Space**

1. The following spaces are designated as Local Green Space:

- LGS1 - St James' Green**
- LGS2 - Portsmouth and Southsea Cricket Club Ground**
- LGS3 – Milton Locks**
- LGS4 - Milton Park**
- LGS5 - Bransbury Park**
- LGS6 - Milton Common**
- LGS7 - Edenbridge Park**
- LGS8 - Furze Lane Sports-Fields**
- LGS9 - Langstone Campus Fields**
- LGS10 - Eastney & Milton Allotments**

Development on Local Green Space will only be allowed in very special circumstances.

Land between Broom Square and Longshore Way, the western section of St James' Hospital

Grounds East, Land North of St James' Green, known as Matron's Garden and Land at Kingsley Road are designated as Open Space.

### **Interpretation**

Examples of development that would be allowed by the policy are set out in Paragraph 149 of the NPPF on exceptions to building in the Green Belt. Policies for managing development within a Local Green Space should be consistent with those for Green Belts as set out in paragraph 103 of the NPPF. :

Proposals impacting the designated open spaces will be considered in line with Policy PCS13 of the Portsmouth Plan (Core Strategy, 2012 and superseding documents)

## **ENV2: Green Environment and Biodiversity**

- 1. Development should wherever possible protect and enhance Milton's local green environment including wildlife habitats and corridors, green spaces, trees and woodland spaces.**
- 2. Development must achieve biodiversity net gain.**
- 3. Development affecting national and European designated landscapes and their setting must protect and enhance them. Designated landscape include:**
  - Chichester and Langstone Harbours Special Protection Area /Ramsar;**
  - Solent Maritime SAC;**
  - Solent and Dorset Coast Special Protection Area**
  - Portsmouth Harbour Special Protection Area /Ramsar.**
- 4. Landscaping schemes for development proposals should utilise native species.**
- 5. Existing landscape features including trees and hedges should be retained and incorporated into the design, layout and landscaping of development schemes. Where loss of trees or hedges is unavoidable, replacement trees or hedges of native species should be provided, to create a similar level of amenity.**
- 6. Development proposals should ensure recreational opportunities do not result in adverse effects of integrity to European designated wildlife sites. Water pollution is a particular concern as an adverse effect in this regard.**

## **Interpretation**

This policy aims to protect against inappropriate development increasing stresses on already fragile habitats. The policy aims to uphold the principles underpinning the Government's 25 Year Environment Plan in relation to green infrastructure including providing more and higher quality Green Index (GI) in towns and cities, with particular mention of encouraging more planting of trees in and around our urban areas.

Biodiversity Mitigation and Enhancement Plans (BMEP) would be a way of demonstrating compliance with the policy. These could include:

- Opportunities for new tree planting.
- Enhancements of green spaces, wildlife corridors and woodland spaces.
- Creation and long-term management of areas of species eg rich grassland.
- Creation of a community orchard (using traditional varieties) and/or the provision of fruit trees within allotment plots or gardens.
- Provision of new bat roosting and bird nesting opportunities within new builds located adjacent to green infrastructure, including the provision of nesting opportunities for swifts and other birds.
- Provision of additional bat roosting opportunities within established areas of trees.

A well-managed network of green infrastructure can help address biodiversity losses through the provision of valuable habitats for a range of native flora and fauna in order to help counter losses, as well as through joining up these habitats, to help ensure that the built environment

of the city is as permeable to wildlife as possible. In addition to ensuring that Portsmouth is as diverse in its wildlife as it can be, this can lead to the additional benefit of bringing nature into the city to help expose people to the natural environment who might not be able to experience it in the same way as those living in more rural parts of the UK.

Development may respond to the policy by incorporating physical measures to support the known and established wildlife in the area. Examples include:

- incorporating gaps to allow hedgehogs to move between gardens without hindrance
- avoiding the use of gravel board bases to fencing
- building bat roost tiles into roofs to allow roosting
- incorporating swift boxes in all new buildings

Protected trees should not to be removed unless diseased or damaged. When replacing these trees, details should be agreed by Portsmouth City Council's Arboriculture Officer.

This policy complements PCC policy PCS13.

## **Milton Heritage Policy MH1.**

### ***Purpose***

Milton contains four Grade II listed buildings and six locally listed buildings. (pages 12-13 of Evidence Annex) These policies are to ensure that identified and potential heritage assets are appropriately conserved or enhanced.

### ***Rationale***

The Neighbourhood Plan includes a survey of designated and non-designated heritage assets that are of particular importance to the local character of Milton. These assets should be conserved or enhanced in a manner proportionate to their significance.

The NPPF at paragraph 185 says that "a positive strategy for the conservation and enjoyment of the historic environment.... Paragraph 189 of the NPPF gives guidance on assessment of significance of a site.

These policies are compliant with existing PCC policies PCS23 Design and Conservation.

### **MH1: Heritage Assets**

- 1. Development to refurbish or reuse designated and non-designated heritage assets will be supported, providing it preserves or enhances the assets and their settings.**
- 2. The original features and details of buildings should be retained where they contribute to:**
  - a) the special architectural or historic interest of listed buildings;**
  - b) the special architectural or historic interest of conservation areas;**
  - c) the architectural or historic interest of non-designated heritage buildings.**

## Interpretation

This policy is to enable the conservation and enhancement of national and local heritage assets and their settings.

## Transport

### Purpose

To provide Milton with a people centred travel network to prioritise safer walking and cycling, and improve public transport to help deliver a safer and healthier community.

To adapt existing road layouts with improved cycling infrastructure and prioritise pedestrians and cyclists in the design of new road layouts within and surrounding new developments (NPPF para 110) and DfT Cycle-Infrastructure Design Guide 2020.

To avoid exacerbating further the congestion on the local highway network, particularly those junctions described as “severely congested” in the PCC's Local Transport Plan (see evidence section) from new developments, it will be necessary to assess all development proposals for their cumulative effect on junctions at Moorings Way/Velder Avenue; Velder Avenue/Milton Road and Milton Road/Goldsmith Avenue.

The policies below are designed to help promote sustainable transport and are guided by NPPF paras 102-111 requiring transport issues to be considered at the earliest stages of plan-making and development proposals (para 102) in order that growth is directed towards more sustainable locations through limiting the need to travel and offering a genuine choice of transport modes (para 103). Of note is the local topography and the existing built environment which preclude improvement to the highway network serving Milton east of Milton Road.

To maximise their potential to contribute toward a modal shift away from fossil fuel car dependency, developments will require a comprehensive supply of EV charging points. (NPPF para 110c).

To ensure that new development is appropriate for its location, account must be taken of the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development (para 180 a, b, and c); and should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones (para 181). Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.

### Rationale

High levels of Car-dependency in Portsmouth is one of the biggest impediments to achieving a Zero-Carbon Emissions Target<sup>1</sup> and the air pollution generated therefrom contributes to reducing life-expectancy.

Portsmouth City Council has been served with three ministerial directions to improve air quality.

The City is both small and flat but the major challenge of traffic restraint is accessibility. As the Council has commented, there are delays at peak-times on the main routes through and around the Plan Area. The proposed development areas are poorly served by local highways, public transport and safe cycling access to the City Centre.

The Director of Regeneration reported to the 6<sup>th</sup> Sept 2019 Cabinet for Traffic and Transport deciding on residents parking *“the transport network is reaching and exceeding capacity, negatively impacting in particular on productivity, economic growth, and air quality. There is a dominance of trips, including shorter intra island trips, being undertaken by private car, with public transport accounting for a small mode share. Bus travel, particularly, for such shorter distance trips, is often costly and time-consuming. Portsmouth was identified by Government as one of eight ‘third wave’ local authorities required to develop an Air Quality Local Plan aimed at identifying measures to ensure compliance with air quality statutory annual limits for NO<sub>2</sub> in the shortest possible time”*.

Traffic, and especially short car trips, have long been recognised as an issue for Portsmouth: *“Commuter distances are short compared with the rest of the South East, and there is a high reliance on the car for short trips. 16% of all car trips starting and finishing in Portsmouth are ‘short trips’ of less than 3kms in length (i.e. 9,352 out of a total of 57,691 trips)”* (PCC Sustainable Transport bid to DfT for 2016/17).

Children suffer a 50% higher casualty rate on local roads in Portsmouth than the national average <sup>2</sup>.

The Milton Neighbourhood Plan must enhance sustainable transport options with pedestrian and cycle friendly street design in new developments and through safeguarding and improving the existing Sustrans network. There is also an awareness of major policy changes in the coming decades, such as phasing out of fossil fuel powered engines and electric power becoming more widespread. The Plan must therefore require new developments to provide electric vehicle charging points and contribute to reducing car-dependency.

If our cities were designed around walking, not cars, the walking trips we take should increase. This would have added benefits of reducing air pollution; reducing road injuries; creating stronger social reactions, creating a stronger sense of community; reducing crime rates and improving mental and physical health<sup>3</sup>.

To see this change we must commit to making walking a priority, ensure walking features strongly in town plans, create a walking network and design streets as places for children to enjoy (Creating Walking Cities a Blueprint)<sup>4</sup>.

These policies are aimed at helping shift the balance towards sustainable transport and simultaneously reducing air pollution attributable premature deaths and contributing to meeting the Council's aspirations to achieve a Zero Carbon Target by 2030,

To respond to climate emergency any future planning policies must have at their core a commitment to a step change in reducing NO<sub>2</sub> emissions.

Car pollutants are a significant health risk and a reduction in car dependency will also bring other health benefits.

An active lifestyle improves mental and physical well-being which in turn will help to alleviate the increasing pressures on our health-care system.

## **Services around the main sites**

The high expansion in new housing and lack of investment to support it over recent years creates accessibility problems for Langstone Campus and the residue of the St James' Hospital surplus land. (see the Development and Character of Milton's Housing in the Evidence Section for development history)

The main development areas of St James' Hospital and Langstone Campus should be provided with improved pedestrian and cycle infrastructure and with better bus services to

Southsea, Fratton and the City Centre. Improvements should comply with the DfT Cycle-Infrastructure Design Manual July 2020<sup>5</sup>

The Sustrans National Cycle Route 222 from Petersfield to Southsea is a variation of Route 22 from London to Portsmouth and both link with the strategic South Coast Route 2 from Dover to St Austell running along Southsea Sea-front.

The Neighbourhood Plan will prioritise route 222 via Furze Lane by ensuring its retention as a bus and cycle only route to avoid “rat-running” and provide a safe passage to Locksway Road from Milton Common. Opportunities to improve the 222 route from Ports Creek to Furze Lane along the Harbour Edge will be sought from the planned sea-defence scheme.

A pedestrian and cycle north/south route through St James' Hospital will also be promoted to serve residents in Warren Avenue and north of the Hospital with an easy and safe passage to Ironbridge Lane. Bransbury Park and the Seafront.

The link with the Eastern Rd Cycle Route 222 across Milton Common is shown on Map 7 on page 25 of the Evidence Section.

Both St James' Hospital and Langstone Campus are employment sites with the former benefiting from Local Plan Policy MT4 which includes re-use for health-care, education and residential training. These uses are all helpful in retaining a local workforce reduce their travel distances and the Neighbourhood Plan will seek to retain these. See the special policies section for St James' Hospital and Langstone Campus.

The following transport policies together with the design policies and special area policies in this Neighbourhood Plan all emphasise pedestrian and cycle priority.

These policies are compliant with existing PCC policy PCS17.

## **Transport Policies TSP1, TSP2.**

### **TSP1: Highway Capacity and Impacts**

- 1. Development that generates significant additional traffic movements will be supported only where it can be demonstrated that the highway capacity of roads linking the Milton Area to the wider Portsmouth area is adequate to accommodate any additional vehicle movements generated.**
- 2. Development must demonstrate that it would have no significant detrimental impact on air-quality, including incorporation of features to improve air quality.**
- 3. Development must have no severe impact on traffic safety or congestion and should provide any highway improvements necessary to accommodate additional traffic generated.**
- 4. Street layout should include sufficient widths to allow for access of service and emergency vehicles.**

## **Interpretation**

Developers should model traffic impacts in and around the neighbourhood area to demonstrate that existing infrastructure is adequate.

Traffic generated by a proposed development will need to be considered in conjunction with other approved developments. Proportional contributions towards any necessary highway improvements should be considered where schemes are approved, to ensure that there is no significant detrimental impact on traffic safety, congestion or air quality.

## **TSP2. Balanced Transport Provision**

- 1. Development that generates additional journeys must include balanced transport provision, including sustainable modes of transport, proportionate to the scale and nature of the scheme.**
- 2. The design and layout of development should give priority to the needs and convenience of pedestrians and cyclists and include links to surrounding paths, community facilities and public transport facilities.**
- 3. Development must provide secure, weatherproof and convenient facilities for storage of cycles, including for all new dwellings.**
- 4. Electric vehicle charging points must be provided as part of parking provision.**
- 5. Parking Standards will be set at 0.75 spaces/1 bed unit; 1.25 spaces/2 & 3 bed units and 1.75 spaces/4 bed unit and above**

## **Interpretation**

The policy seeks to ensure that a range of transport options is provided, rather than over-reliance of motor vehicles

Safe pedestrian and cycle routes should be maintained and enhanced, particularly around schools and community facilities. Sustainable transport plans should support development proposals, identifying such routes, and highlighting how this policy has been addressed.

Cycle storage may be provided through shared facilities or within the curtilage of each dwelling.

## **TSP 3 Footpaths and Cycling Routes**

- 1. Development should not result in an adverse on footpaths or cycle routes, and any proposed alterations to them should not result in any reduction in setting, safety, amenity, or accessibility.**
- 2. Development around or adjacent to footpaths and cycle routes should take opportunities to enhance their setting, safety, amenity or accessibility and to improve links to them.**

## **Interpretation**

The policy protects footpaths and cycle routes and requires impacts of development to be considered.

## Special Policy Area - St James' Hospital Site

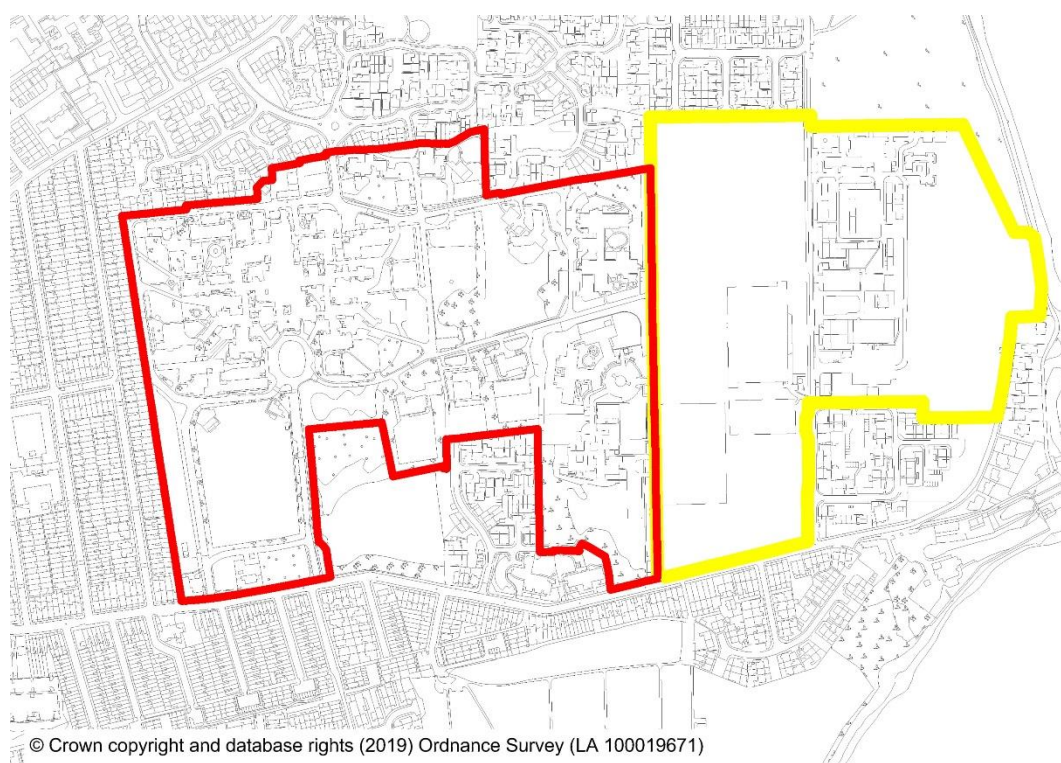
### ***Purpose***

Strategically important within the Milton area, the former St James' Hospital site is well placed to deliver a high-quality mixed-use development that meets local needs.

This policy requires that further development enhances the historic core of the hospital and chapel its attendant ancillary buildings and the wider historic landscape within which it sits. High quality and sustainable design solutions are required to complement the local distinctiveness of the area. To that end all new applications should be accompanied by a heritage assessment and include measures which will mitigate or compensate for the loss of any heritage values identified.

House building on the former hospital farmland has proceeded with no regard to infrastructure. To redress this imbalance, community facilities should be included to service local needs, create employment opportunities and reduce car dependency. Portsmouth is very densely populated and green space is at a premium and any further loss must be minimised.

The vision is to create a distinctive mixed development, a jewel within a city environment that the local community, present and future, can enjoy.



*Map 11: St James' Site (Red Border)*



## ***Rationale***

At the heart of the site is the Byzantine Gothic hospital complex and to the SE the chapel in the Early English style; designed by George Rake both date to 1879 and are listed at Grade II. These buildings along with Edwardian villas are set within a sylvan landscape and are the key contextual features for development to respond to.

Attached to Rake's practice was the local architect, A. E. Cogswell, who on Rake's death in 1883 took on the practice. In the next four decades, he became Portsmouth's foremost architect, during the city's period of greatest expansion. War damage and development zeal removed much of Cogswell's work, but at St James his extensions to the hospital's middle wards of 1897 survive as do his four Edwardian villas of 1907. Placed as they are within the landscape, they follow internationally accepted best practice in patient care. England clung to a more conservative and formal approach choosing to incarcerate the 'feeble minded'. It is not until well after World War 1 that the colony plan was adopted. These fine Edwardian villas are rare national survivals and stand as a testament to civic pride and are of obvious local significance. Clearly connected to hospitals original function, contained within the curtilage of the grounds, and as such are considered curtilage listed, in accordance with Historic England Advice Note 10, dated .February 2018.

In the 1930's the imposing castellated water tower was replaced by the landmark Lancaster House well documented by the renowned artist Edward King, a long-term resident in one of the villas. Sited in the service area to the north of the hospital this area is poorly understood, and great care should be exercised if any development is proposed in this area. The re-use of Lancaster House should be a prime consideration for a combined heat and power source for the Main Hospital Building.

Hard against the hospital are three flat roofed buildings from the second half of the twentieth century and soon to be surplus to NHS requirements. Their demolition would make a positive contribution by opening up views into and out of the main hospital façade and is to be encouraged.

The surrounding context includes large areas of housing. To the south and west predominantly two-storey red brick bay fronted terraced housing set back behind shallow front courts. The earlier phase is Edwardian the 2<sup>nd</sup> phase inter war Tudorbethan.

To the east, the former common grazing and the salt marshes fringing Langstone Harbour were incorporated into the final phases of the Inclosure Acts of 1845, and have long since disappeared. However, the University playing fields and the low density of the now mothballed campus leave an open aspect toward Langstone Harbour. The Harbour benefits from its own protection but with sensitive planning the development at St James can play its part in enhance the harbour's setting.

To the north, the former hospital farmlands have since the late 1960s been developed for housing. The utilitarian style favoured by the volume house builders and layouts based on highway standards predominate. Later developments featuring flint detailing are a welcome nod to the regional vernacular.

At the same time, it is necessary to protect the green parkland character of the area and respond to the setting of the listed and related unlisted buildings. The vision is to create a distinctive mixed development in a parkland setting - a unique jewel within a city environment that the local community, present and future, can enjoy. Healthcare, Elderly or care related uses on the remaining area of the site will reduce the impact on the constrained local highway network and are more consistent with achieving Sustainable Development.

Paragraph 170 of the NPPF is relevant here, speaking of contributing to and enhancing the natural and local environment. Paragraph 185 of the NPPF also speaks of setting out a positive strategy for the conservation and enjoyment of historic assets.

## Policy STJ1.

### **STJ1: St James' Hospital Site**

- 1. Development of St James' Hospital site will be supported for the following uses:**
  - **Residential, including houses and apartment or flats;**
  - **Specialist residential accommodation, including schemes for the elderly or dementia care;**
  - **Healthcare and other community facilities;**
- 2. Development must retain and incorporate the Grade II Listed Hospital, the Grade II Listed Chapel and the ancillary villa buildings within the curtilage of the site.**
- 3. The design and layout complement the local distinctiveness of the site and parkland landscape should have due regard to the following design and development brief.**
- 4. Open space designated at St James' Hospital Grounds East and shown on the Green Spaces Map will be available for health-related development on that part of the site so designated if need for the development is demonstrated to the satisfaction of the LPA.**
- 5. The requirements of this policy apply in addition to other policies in this plan, especially Environmental and Transport policies.**

### **Interpretation**

The policy and brief apply in addition to other policies in the Neighbourhood Plan.

The policy complements the existing Portsmouth Plan policies MT3 & MT4 explain the constraints of the site and MT4 specifically refers to the need for preserving the integrity of the Grade II Hospital Building and Chapel and for the surrounding highway network to accommodate satisfactorily the additional traffic generation.

Design and Access Statements supporting future planning applications provide an opportunity to demonstrate how development proposals address the requirements of the policy and brief.

For a site of this importance, independent design review is essential, as described in Paragraph 126 of the NPPF. This is suggested at a relatively early and conceptual stage, and then to test detailed design proposals at a later stage.

# **St James's Hospital Site Design and Development Brief**

## **Masterplanning**

Given the importance of the site and the need to avoid fragmented development, a comprehensive masterplan for the site should be prepared in advance of and to accompany planning applications. This ensures that if the site is developed in phases or incrementally, each scheme forms part of a wider development framework.

## **Urban Form**

Three specific models for townscape and urban form are suggested to respond to this:

Buildings freestanding in the landscape (responding to the historic hospital complex). This would be appropriate adjacent to the hospital buildings.

Terraced blocks, responding to the traditional Victorian and Edwardian context, though designed to address current needs and sustainability considerations.

Perimeter blocks, with central courtyard areas providing amenity space and with active frontage to the surrounding streets.

## **Landscape**

Development should complement the high-quality landscape setting, including retention and incorporation of existing trees protected by Tree Protection Orders (TPOs). The planting of new trees of a suitable species to complement existing trees will be encouraged in future development proposals to help contribute the City Council's zero carbon emissions target by 2030.

Development may be high density (three storeys) in the developed parts, responding to the surrounding urban context. This is a means to ensuring that development is viable, whilst retaining a significant landscape setting.

Development must take account of topography (mainly flat), landscape, trees and plants, wildlife habitats, existing buildings, site orientation and microclimate. Sustainable Drainage should be incorporated into development. Trees, boundary lines and pathways should be incorporated into the design and layout of any scheme.

## **Historic Buildings**

The grade II listed chapel and central building, together with the surrounding villas, should be retained and incorporated into the layout of the new development. It would be inappropriate to support a scheme that damaged or destroyed the local historic environment. Past harmful alterations and additions should be reversed.

New development should complement, but not imitate, the historic buildings. Imitation is especially harmful to the setting of the listed buildings, which must retain their distinctive and individual identity. New development should have due regard to the listed status of the Main Hospital Building and Chapel. In determining planning applications, there are special statutory duties relating to the impact of development on listed buildings and their setting.

## **Permeability and Movement**

Pedestrian convenience should take priority in the design of the scheme. The scheme should link to surrounding footpaths and provide a safe, attractive, permeable and convenient environment for pedestrians within the site.

Car parking and highways should be carefully integrated into the development, recognising that they are not just about transport, but also form part of the public realm.

Cycle facilities should be provided and there should be easy access to surrounding public transport facilities through convenient pedestrian links. Convenient east-west movement across the site should be designed into the layout.

As part of the contextual analysis for any new development, it is necessary to identify community facilities around the site and to ensure that the layout allows for convenient pedestrian access.

## **Sustainable Construction**

Design solutions that incorporate superior environmental performance will be expected, in line with Paragraph 131 of the NPPF.

## **Renewable and Low Carbon Energy**

To help increase the use and supply of low carbon energy as prescribed in Paragraph 151 & 153 of the NPPF, particularly para 151c) states new Plans should identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers. The Main Hospital Boiler House known as “Lancaster House” provides an opportunity to preserve a well-designed historic building and the embedded carbon therein to utilise existing service ducts and pipes in and through the Main Hospital Building.

## **Nutrient Neutrality**

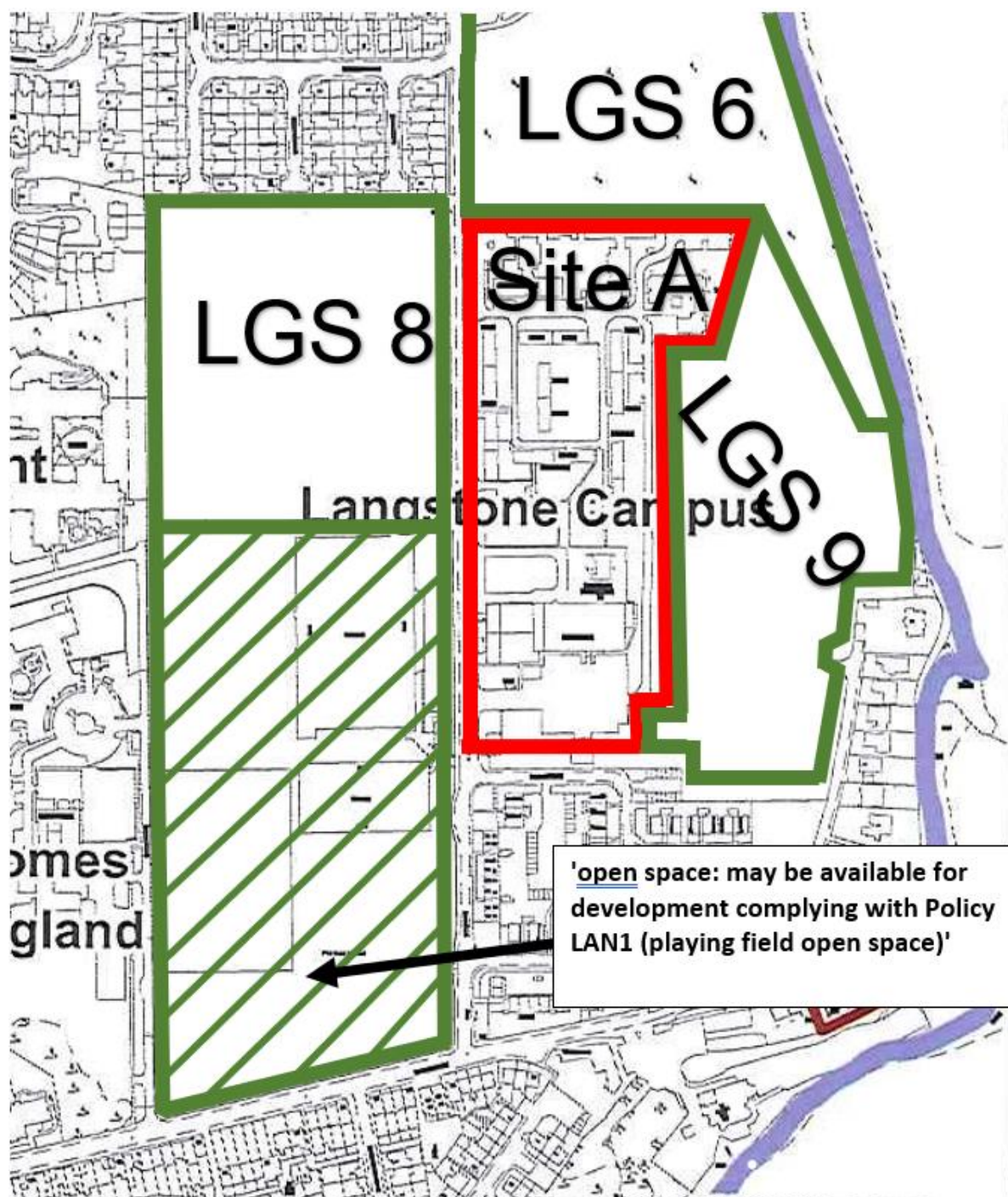
Development proposals must undertake nutrient neutrality calculations for development that would result in increased sewage production and demonstrate that there is current headroom at receiving wastewater treatment works in line with Natural England’s Advice on achieving nutrient neutrality for new development in the Solent Region

## **Special Policy Area - Langstone Campus**

### **Purpose**

Future development of the Langstone Campus offers an opportunity to provide an extension to Milton Common enhancing open space provision for Milton and Portsmouth by bringing the developed edge of the city to the west of Furze Lane on the existing University playing fields (shown as “playing field open space” on map 12) in line with the existing development to the north of the site.

By removing the existing built footprint of the University Campus (Langstone A) and replacing with new open space provision in the form of grass and local shrub areas with close links to Milton Common, an enlarged and visually enhanced, continuous, Local Green Space can be created.



Map 12 – Langstone site

This will bring benefits to the coastline as it clears the vista from any new development, enhances the approach to the coastline, and creates an extended habitat for wildlife from Milton Common. It would improve the recreational space, particularly here, as it removes a bottleneck that funnels users along a narrow part of the coastline and would give users more space to enjoy.

## Rationale

The land is in the ownership of the University of Portsmouth and is within the existing Langstone Harbour Open Coastal Area. There are significant environmental constraints; an SSSI, an SPA and within a SAC, these designations are overlapped by the 1987 inscription of Chichester and Langstone Harbours as a RAMSAR site.

The Local Plan Policies LH1 and LH2 say that “favourable consideration will only be given to proposals which specifically require a coastal location. Any such proposals will need to show that they do not have an adverse effect upon the coastal landscape, public access to the waterfront, navigation within the harbour, or nature conservation interests”.

Development on Site A largely predates these conservation designations.

The site and its context are of high sensitivity in terms of ecology, nature conservation, wildlife and biodiversity. This is clearly not a site for intensive over-development, and any redevelopment should take the opportunity to reduce the harmful impact caused by the existing campus and to enhance the various values of the coastal area. Proposals for redevelopment, should improve the visual amenity from within and outside of the site, especially from the coast, and clearly demonstrate how Brent Geese grazing can be retained, managed and protected. A starting principle should be that new development must be balanced by demolition of existing development, in terms of floor space and intensity of use.

A re-use of the Langstone Campus Site A for the existing education/residential institutional use to enable the site to accommodate a school over the Plan period was considered at the Regulation 14 Stage but deemed non-compliant with the Habitat Regulations without offsetting or mitigation. So that these uses could survive, provision has been made for these to be transferred to the “playing field open space”.

It is especially important to recognise the part the open nature of eastern coastal fringe has in balancing the highly developed and restricted nature of the western seaboard to assist the health and well-being objectives for all Portsmouth residents.

Portsmouth is the most densely populated City in the UK with very low provision of amenity open play-spaces (February 2019 City Council Open Space Needs Assessment) and Green Infrastructure Background Papers to the new City Plan identify a 77% deficit in amenity open space using the Council's own standards and a deficit of 60% using the “Fields-In-Trust guidelines rising to 93% and 76% respectively in 2034). The stresses on physical and mental health and well-being are acknowledged as being relieved by a good supply of open spaces (City Council Health Background Paper Feb 2019). The 2019 Environment Audit Committee Report “Our Planet Our Health” suggest that “the lack of green space costs over £220 per person per year due to mental health problems alone”.

The paucity in Natural and Semi-Natural Green Spaces in Portsmouth rises to 32% in 2034 (or 22% using the F-I-T guidelines) justifying the vision to expand Milton Common into the Campus for the wider health and well-being of Portsmouth residents and to permit “Biodiversity Gain” in accordance with the Council's 2019 Biodiversity Paper 6 also proposes seeking Biodiversity Net Gain from development proposals accordance with NPPF paras 170, 174 and 175. The Council's 2019 Biodiversity Paper 6 also proposes seeking Biodiversity Net Gain from development proposals.

Following 19 March 2019, Full Council declaration of a Climate Emergency setting a Zero Carbon Emissions Target for 2030, this site has potential to offset carbon emissions elsewhere by its use as a solar power generation source on the redundant hard-standing areas.

The policies below allow for alternative uses compliant with nature conservation and the visual amenity of a coastal setting and landscape.

## **Policy LAN1.**

### **LAN1: Langstone Campus**

**1. Development of the Langstone Campus will be supported, providing:**

- **There is no adverse impact on the coastal landscape**
- **Any development on the open space shown as 'open space: may be available for development complying with Policy LAN1 (playing field open space)' on the Green Spaces Map and Map 12 is balanced by new open space provision on reclaimed land on Site A (Map 12), the new open space to link LGS 8, LGS 9 and LGS 6 and thereby increase the grazing resource for Brent Geese.**
- **The scheme includes details of how Langstone Campus Site A will be restored as open landscape.**
- **All new development proposals submit a Project Level HRA to consider the effects of development on the European Sites. Permission will not be granted for those that would lead to adverse effects to the integrity of European Sites.**

**2. Reclamation on Site A could include:**

- **Recreational and sports facilities or green spaces ancillary to an educational use or as independent facilities.**
- **Returning the entire site as part of the coastal environment.**
- **Community uses that maintain the open character and wildlife value of the site.**

**3. Development and reclamation works must protect and enhance the Local Nature Reserve and the Chichester and Langstone Harbour SPA, Ramsar and SSSI within the Solent Maritime SAC including wildlife habitats for birds and have due regard to the policy guidance in the Solent Waders and Brent Goose Strategy 2020.**

**4. Development proposals must respond to the following brief for the Langstone Campus.**



## **Interpretation**

The policy allows the area marked as “playing field open space” on map 12 to be developed, in parallel to reclamation of Langstone Site A. The policy and brief apply in addition to other policies in the Neighbourhood Plan. The “playing field open space” area indicates the boundary of the equivalent area of development, should development be transferred from Site A to the “playing field open space” area.

In the event of an extension of Milton Common into Site A, the land will be managed in accordance with the principles of the Milton Common Restoration and Management Framework avoiding compromising the integrity and function of the Core Brent Geese Grazing Area and, where possible, enhancing it.

Design and Access Statements supporting future planning applications provide an opportunity to demonstrate how development proposals address the requirements of the policy and brief.

For a site of this importance, independent design review is essential, as described in Paragraph 126 of the NPPF. This is suggested at a relatively early and conceptual stage, and then to test detailed design proposals at a later stage.

# **Langstone Campus Site Design and Development Brief**

Design and Access Statements supporting future planning applications should set out how development proposals address the requirements of the brief.

## **Masterplanning**

A comprehensive masterplan should be prepared to ensure that if the site is developed in phases each element will adhere to a wider development framework.

## **Environment**

Proposals for redevelopment, should improve the visual amenity of the site from the shoreline and views from within the site. It should clearly demonstrate how Brent Geese grazing can be retained, managed and protected.

The Unitary Authority Declared a Climate Emergency in 2019 with the need to reduce carbon emissions across the City to achieve a “Net Zero” Target by 2030. This site is ideally suited for solar power generation on redundant hard-standing areas.

## **Mixed Use**

Existing Langstone Harbour policies, national and international designations alongside a poor transport network preclude Site A as suitable for any significant level of housing. There could however be potential to re-use Student Accommodation Blocks for Residential Care thus avoiding demolishing otherwise serviceable buildings. Any such re-use would be dependent on a Project Level HRA affirming that there would be no adverse effects to the designated sites.

The area identified as “playing field open space” has also been identified as a significant wildlife habitat. Any changes to the site should take account of its wildlife habitat and there should be no further use of artificial turf. Small-scale development on this part of the site may be considered, providing it supports the wildlife and community value of the site and does not compromise the open quality of the site.

## **Pedestrians and Cyclists**

Pedestrian and cycle convenience should take priority in the design of the scheme. The scheme should link to surrounding footpaths and cycle routes to Milton Common and the coastal area, providing a safe, attractive, permeable and convenient environment for both pedestrians and cyclists.

## **Traffic**

It is envisaged that access to the “playing field open space” site will be from Locksway Road.

To assess the likely transport impacts of proposed development for residential institutional or education uses further detailed work will be needed to support and inform planning applications for this site to understand existing highway capacity and the collective impact of development proposals for the site, together with all other approved development on the island. Similarly, the effects on air quality should be accounted for, especially the impacts of pollution on human health and on the areas’ protected landscapes and habitats.

## **Sustainable Construction**

Design solutions that incorporate superior environmental performance will be expected, in line with Paragraph 131 of the NPPF.

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