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Executive Summary

Neighbourhood plans enable a community to positively shape its growth and to add value within the context of local plan-making. We want to create a sustainable environment for the benefit of existing and future residents, businesses and landowners. It is planning for future development to enhance the Neighbourhood.

Portsmouth is already the most densely populated city in England and Portsea Island, by its very nature is a finite resource.

The character and development of Milton (page 12 of Plan) describes how our neighbourhood have evolved. Our resident's responses to questions on their Neighborhood indicate how much the coastal and open nature of Milton is still valued.

Development in Milton over the past two decades has seen large increases in family housing on land that previously provided a source of employment. Together, these two factors have increased the volume of traffic commuting along the Eastern Corridor and burdened residents with increased levels of air pollution from traffic congestion. This has also increased stresses on the remaining recreational green spaces and threatens the harbour's conservation objectives.

There has been little by way of meaningful infrastructure development to support the new housing and this has compromised accessibility to local medical and education facilities and increases the pressures on the open spaces that we have left. It is vital that any new developments address these issues at the same time as harmonising with the green spaces rather than overwhelming them.

This plan is the first opportunity to achieve these aims.

At its heart is the use of social capital as a tangible and intangible measure of human wealth. Tangibly, it is manifested in the open spaces, parks and the public facilities that our Community has created for the common good. Intangibly, it is about the relationships these have with the health and well-being of our Community.

The re-use of the St James' Hospital and Langstone Campus sites are at the forefront of the Plan. These are the areas where we want to have a positive influence on future development.

The financial crisis of ten years ago and the austerity responses to it have thrown up short-term approaches, we are looking farther out to a sustainable non-carbon future

The Grade II Listed Hospital, and its grounds have much potential for community centered re-use. Bespoke conversions would be attractive to our elderly residents looking to downsize from under-occupied terraced housing. In turn, this will give a younger generation access to relatively more affordable housing and reduce the need for new build.

The plan area lacks a GP's Surgery and this could be located within the former Hospital. A further health care function could be for Adult Social-Care accommodation which could prevent bed-blocking thereby easing pressure on bed spaces at the City's Regional QA Hospital.

The mature parkland landscape provides a wonderful opportunity to integrate development in and around the Listed Building, taking their design cues from the Hospital itself.

For Langstone Campus, we believe social capital can be increased by continuing to use the

site for education purposes. We know that within the plan period Portsmouth will face a school-places deficit and the absence of a Secondary School in the south-east quadrant of Portsea Island is obvious. This can be addressed by building a “Through-School” for 4-16 year olds. The site is also well placed to offer environmental studies with the potential to enhance the future student intake of the University.

The city has a poor record on obesity and cycle safety. This Plan can be an exemplar for a Portsmouth wide modal shift away from an over-reliance on motorised transport in favour of walking and cycling. The Plan will support the expansion of walking and cycling routes within the area and cycle parking and storage are to be embedded in any new developments. The new Portsea Island Coastal Defence Scheme is a huge opportunity to extend longer distance cycling opportunities separated from traffic congestion. This Plan will encourage new designs affording the greatest opportunity for public access to the mature woodland character of the site and all roadways will adopt the principle of “shared-space”.

This completes the circle of fulfilling our Vision of the “Sustainable Community” whilst simultaneously preserving the necessary open-space consistent with the requirements of the Special Protection Area for the benefit of the common good.

This Plan is both thoughtful and ambitious, but primarily it is an attempt to embrace a more environmentally, socially and ultimately economically sound approach to spatial planning and land-use.

Foreword

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

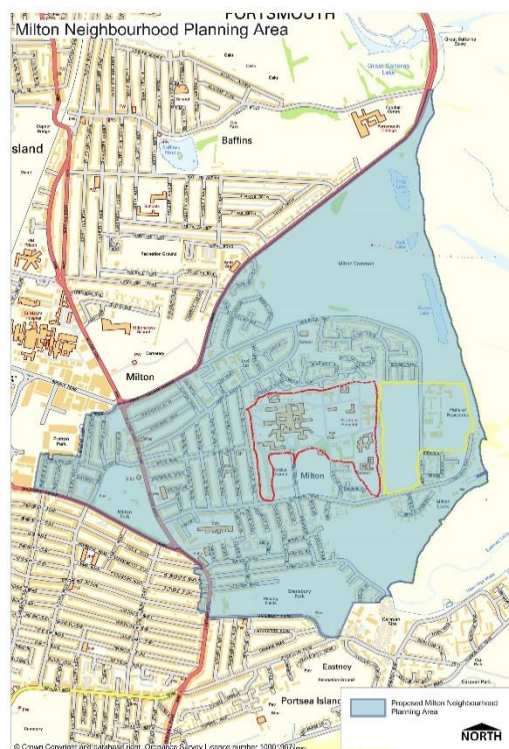
Milton is an attractive place to live with much to enjoy including the Common, the Shore-line, Milton Market, the Village Hall, Milton and Bransbury Parks, the Beddow Library and the allotments. Its community spirit is one of the best in the City. We have a lot to be proud of and a lot to preserve.

There is pressure on the area to accommodate more development. We therefore need a Neighbourhood Plan which will encourage development that meets the needs of everyone, is benign in terms of stress on the local environment, the 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" adopting high-quality designs in keeping with what already exists.

Too many residents and young families cannot afford a decent home and cannot send their children to a school in the right place and which is not overcrowded. Our local population is ageing and requires more of the 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.

The aim of this Plan is to promote development that is sustainable, acceptable and enduring whilst preserving, and where possible, enhancing the green spaces we currently value so highly.

We have two main sites for future development here in Milton, St James' Hospital and Portsmouth University's Langstone Campus. This long-term plan offers a vision 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 **draft** plan tries to meet these objectives.



Map 1: Location of St James' [red] and Langstone site [yellow] in Neighbourhood Plan area

Volunteers who care about the future have put it together. It's a community vision formed out of consultation 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

DRAFT

Introduction

This neighbourhood plan will be working to protect the natural as well as the built-up environment of Milton. The aim will be to ensure that Milton is a healthy, diverse, appealing and sustainable environment for all to enjoy and live in.

The Milton Neighbourhood Plan will form part of the statutory development plan for the area, together with The Portsmouth Plan, (Portsmouth's Core Strategy) adopted January 2012. Planning applications must be determined in accordance with the statutory development plan, unless material considerations indicate otherwise.

The Plan covers a period of 15 years from the date it is made (exact dates to be added later – 15 years from the date the plan is made).

The neighbourhood plan will be monitored by the neighbourhood forum during its period of legal force (5 years). Consideration will be given to reconstituting the neighbourhood forum, to give it a longer-term role, beyond that set out in planning legislation. Consideration will be given to revising the plan, if necessary in response to changes in national policy, local policy or other considerations.

What is a Neighbourhood Plan?

The Localism Act 2011 introduced a range of new rights and powers to enable local communities to shape new development in their community. It specifically provides for the preparation of Neighbourhood Plans, which allow communities to formulate planning policies for the use and development of land in their neighbourhood area.

The Milton area was designated a "neighbourhood area" by Portsmouth City Council on 23 June 2015. The Milton Neighbourhood Planning Forum is the body authorised to develop the neighbourhood plan. The map at Appendix A shows the area it covers

These are:

- Have regard to national policies and advice.
- Help to achieve sustainable development.
- Be in general conformity with the strategic adopted local policies for the area.
- Be compatible with EU obligations

In addition, it must not breach human rights legislation.

The vote to leave the European Union does not affect this requirement in the short-term. Once this Neighbourhood Plan is 'made' as part of the statutory development plan, it will carry real weight in planning decisions. The Neighbourhood Plan has been prepared with local stakeholders in Milton (residents, businesses, landowners and other organisations). It aims to ensure that Milton remains a distinctive, vibrant and sustainable settlement.

How the Plan was Prepared

Early Steps

The idea of a Neighbourhood Plan for Milton emerged out of a presentation from the Department of Communities and Local Government, organised by Penny Mordaunt MP, on such plans to some local residents and a Councillor in December 2014. This arose after pressure from Janice Burkinshaw, the Chair of the Milton Neighbourhood Forum, and Rod Bailey, who subsequently became the Chair of the Milton Neighbourhood Planning Forum (MNPF).

The idea of starting a Neighbourhood Plan was raised at a public meeting of the Milton Neighbourhood Forum in February 2015 and a group formed to discuss setting up the MNPF immediately thereafter.

In putting together the plan, the Milton Neighbourhood **Planning** Forum had the following objectives:

- To prepare, in partnership with the local planning authority, a neighbourhood plan for the area.
- To meet the needs and aspirations of the Milton community by safeguarding the neighbourhood against unsustainable development in accordance with the NPPF and in general conformity with the strategic policies of the Portsmouth Plan.
- To promote balanced and integrated land-use patterns for the social, economic and environmental wellbeing of the neighbourhood.
- To conserve and enhance the green and spacious character of the locality as described in Portsmouth City Council's Urban Characterisation Study.
- To protect and improve the locally, nationally and internationally designated nature conservation areas and open spaces, in accordance with the Portsmouth Plan.
- To ensure new development in the neighbourhood is adequately supported by the necessary infrastructure in accordance with the Portsmouth Plan and the NPPF.
- To foster community engagement in future spatial planning and enhance civic pride.

The Planning Forum prepared an application for formal designation including framing a constitution and a proposed area. This was submitted on 30 March 2015. The consultation closed six weeks later and formal designation occurred in July 2015.

Milton Neighbourhood Plan Area

The Milton Neighbourhood Plan area is located in the south-eastern quadrant of Portsea Island in the Portsmouth City Council Local Authority Area. Milton is 1.4 miles east-west and north south. It is 2.7 miles from the centre of Milton to the City Centre. It is 1.7 miles from the nearest railway station (Fratton), and 3.2 miles from ferry links to Gosport, the Isle of Wight and Portsmouth International Port.



Map2: Milton Neighbourhood Plan Area

Our Vision

The following vision guides the plan:

The Milton Neighbourhood Plan aims to promote an environment that helps create a Sustainable Community where social and environmental imperatives are properly considered. This is a community where families can access their services locally, where children can walk and cycle safely, where the elderly can be accommodated and where green spaces are enhanced.

To achieve the vision, the plan has the following aims.

Our Aims

- To promote and balance the social, economic and environmental wellbeing of the area.
- To meet the needs of current and future generations, including a range of housing, employment and community facilities.
- To preserve and enhance the character of the neighbourhood and create well-designed and sustainable places.
- To conserve the area's natural environment and built heritage.
- To promote adequate provision of infrastructure.

The policies of this plan have been formulated to deliver the vision and aims.

The Planning Forum set up working groups to oversee input on individual parts of this Plan. These covered demographics, community infrastructure, transport and design. These groups and the Forum Committee have distilled the data from the consultations outlined below into this draft plan.

Community and Stakeholder Engagement

The following is a summary of key engagement activities:

- **March 2015:** www.miltonplan.org.uk set up to let people know more about the Plan.
- **June 2015:** stall at Picnic on the Green to gauge specific issues people wanted to raise in a Plan.
- **Autumn 2015:** surveys of residents and businesses in Milton sent out and put online for people to respond. A Residents' survey was also inserted into the Neighbourhood Forum's regular magazine, Milton Matters. People could respond online and by dropping off surveys at accessible points across Milton.
- **December 2015:** survey response deadline extended to February 2016 to help deepen engagement with 'hard-to-reach' groups. Contact made with Portsmouth College to increase take-up among young students locally in February 2016.
- **April 2016:** Open Day held at Milton Village Hall on 5 April 2016 to present the survey results, update local people on the Plan's progress and give them a further chance to give their ideas for the future of Milton. More than 200 people attended.
- **June 2016:** Open Day was presented at a Picnic on the Green stall.

The Neighbourhood Plan has been a standing item at all public meetings of the Neighbourhood Forum since 2015. This involves presentations and responding to audience questions.

From the summer of 2015 the MNPF has been working with the Portsmouth City Council and meeting stakeholders including Portsmouth University, the Portsmouth Clinical Commissioning Group, Natural England and Historic England. The Planning forum also had presentations from the Homes and Communities Agency on its outline thinking for those parts of Milton it owns in November 2016, March 2017 and July 2017.

This period also led to firming up the policies outlined in this draft Plan, which has been put together with the co-operation of Portsmouth City Council.

Key Stakeholders

There have been many meetings with key stakeholders between July 2015 and now. These have helped shape this Plan. These stakeholders include:

- Portsmouth City Council's Planning and Adult Social Care Departments, the Local Education Commissioners, the Highways and Transport Officers and the Senior Officer responsible for reducing air pollution in Portsmouth's Environmental Health Department.
- Local elected representatives, including both MPs and all six councillors
- Natural England
- Portsmouth University
- NHS Property Services
- Portsmouth Hospitals NHS Trust
- Homes and Communities Agency

The Forum and Stakeholders have received and commented on two consultations from the Homes and Communities Agency Consultants on their ideas for St James' and Langstone Campus.

The Forum and Stakeholders have also participated in 2 workshops – the outcome of which is not binding on any side – to discuss principles of development across both major development sites.

In preparing the Strategic Environmental Assessment (SEA), statutory consultees have been asked for their opinion in line with national practice.

Issues identified from consultations

Residents' survey:

- The three topics that mattered the most for their quality of life are a friendly and safe environment, parks and open/green spaces and protecting local wildlife and habitats, including Milton Common
- They felt that local doctors', dentists and the sewage/drainage system would not meet their future needs. People felt there were not enough health- and tourism-related businesses
- 82.8% of respondents were worried about traffic congestion. 61.9% were worried about parking
- The biggest number of respondents wanted St James' to be used for healthcare and Langstone campus to be used for education. Significant numbers wanted each site used for recreational purposes.
- There was opposition to large-scale housing development
- The greatest support for housing was for supported housing for the disabled, homes for older people and semi-detached/terraced properties

Business survey:

- Most businesses live within Milton and their demand comes from in Milton
- Most have less than 10 employees. Most of them live in Milton and walk to work
- The biggest constraint on them is availability of parking and the road network.
- They felt the Plan should support educational, health and retail uses

April 2016 Open Day

- Respondents, who attended on the day, wanted to have healthcare at the St James' site and for the Langstone campus, recreational use, followed by healthcare

Key outcomes

- There is a strong preference for development at St James' and Langstone to include healthcare and educational uses, as outlined in the Portsmouth Plan
- Local people want to preserve the 'green' nature of Milton
- There is a strong preference for any housing development to focus on people with disabilities and older people.

- Any housing should be in keeping with the sort of semi-detached and terraced housing seen throughout Milton
- Any major development should include healthcare/medical and sewage/ drainage facilities. It should also not exacerbate parking and congestion issues.

Population

Census data (see Figure 1 below) shows the proportion of people in the 16-24 and 25-44 categories in Milton is lower than local and national levels, while the number of people in the 45-64 and 65-84 age brackets is noticeably higher.

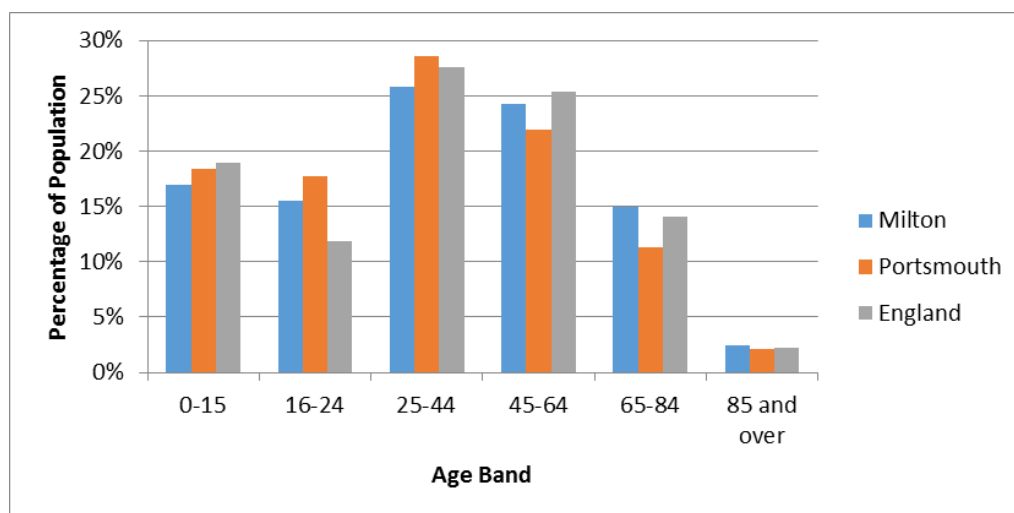


Figure 1: Age Structure
Source: Census 2011

Table 1 below shows the rate of change in the age structure over the two censuses. The 25-44 age bracket increased only 0.7% compared to the larger increases at local and national levels and across other age groups. This indicates young families are being priced out of the housing market. The proportion of those aged 65-84 increased significantly compared to Portsmouth; however particularly significant is the comparatively higher increase in the 85 and over age group at national level.

Age Group	Milton	Portsmouth	England
0-15	12.0 %	4.6%	1.2%
16-24	22.5%	34.0%	17.2%
25-44	0.7%	3.1%	1.4%
45-64	12.8%	18.3%	15.2%
65-84	10.5%	-6.9%	9.1%
85 and over	14.8%	11.3%	23.7%

Table 1: Rate of change in the age structure of the population of Milton, 2001-2011
Source: ONS, Census 2001 and 2011 AECOM calculations

Household Composition

Census data shows the overall average household size in Milton (2.48) remains higher than the local and national levels (both 2.4). However, the average household size in Milton over the inter-census period has decreased by 0.5%, whereas the household size in Portsmouth has increased by 1.2%.

Table 2 below shows that Milton has experienced a decrease in the number of persons per room; this contrasts with the increase in persons per room experienced at a local and national level. This would suggest that Milton experiences a higher level of under occupancy compared local and national levels. Please note, the 133.3% increase seen in the 'Over 1.5 persons per room' category represents an increase between 2001 and 2011 from 3 to 7 households.

Persons per room	Percentage change, 2001-2011		
	Milton	Portsmouth	England
Up to 0.5 persons per room	9.8%	4.9%	7.9%
Over 0.5 and up to 1.0 persons per room	15.6%	16.1%	7.0%
Over 1.0 and up to 1.5 persons per room	-40.7%	45.0%	27.3%
Over 1.5 persons per room	133.3%	23.6%	2.5%

Table 2: Trends in number of persons per room in Milton, 2001-2011

Source: ONS, Census 2001 and 2011. AECOM calculations

Table 3 below shows the proportion of one person households in Milton is slightly lower than the local level but higher than the national level. The proportion of older (65+) one person and one family households in Milton is also higher than the local and national averages.

		Milton	Portsmouth	England
One person household	Total	29.6%	32.1%	30.2%
	Aged 65 and over	13.5%	12.1%	12.4%
	Other	16.1%	20.0%	17.9%
One family only [1]	Total	62.6%	55.8%	61.8%
	All aged 65 and over	9%	5.7%	8.1%
	With no children	16.5%	15.9%	17.6%
	With dependent children	26.6%	26.2%	26.5%
	All children Non-Dependent	10.5%	8.0%	9.6%
Other household types	Total	7.8%	12.1%	8.0%

Table 3: Household composition (by household) in Milton, 2011

Source: ONS, Census 2001 and 2011 AECOM calculations

In terms of the way household composition has changed over the last two censuses, Table 4 below shows there has been an increase in the proportion of older family households (aged 65+), this is note-worthy as it contrasts the decrease at a local and national level. In addition, there has been a greater increase in one-person households; Milton experienced a 10.3% increase in one-person households, higher than the 6.2% increase for Portsmouth. This would indicate demand shifting towards smaller housing, both for older households who wish to downsize, and to house the growing numbers of people living on their own.

		Milton	Portsmouth	England
One person household	Total	10.3%	6.2%	8.4%
	Aged 65 and over	-2.1%	-14.9%	-7.3%
	Other	23.5%	24.8%	22.7%
One family only [1]	Total	10.1%	5.0%	5.4%
	All aged 65 and over	5.5%	-16.4%	-2.0%
	With no children	-5.4%	5.2%	7.1%
	With dependent children	20.1%	9.0%	5.0%
	All children Non-Dependent	19.9%	11.5%	10.6%
Other household types	Total	19.6%	38.8%	28.9%

Table 4: Rates of change in household composition in Milton, 2001-2011

Source: ONS, Census 2001 and 2011 AECOM calculations

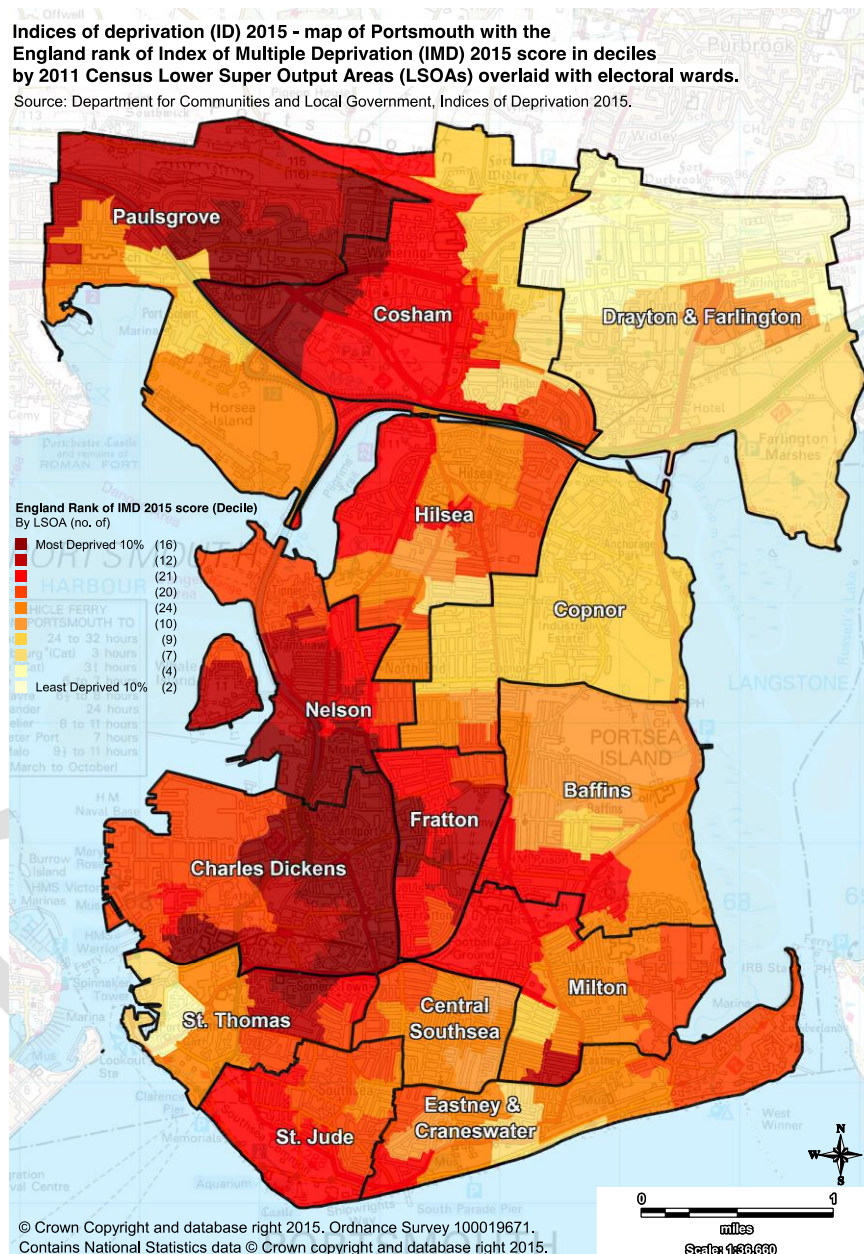
Deprivation

Portsmouth is one of the 20% most deprived districts/unitary authorities in England and about 24% (8,800) of children live in low income families. Life expectancy is 9.8 years lower for men and 6.0 years lower for women in the most deprived areas of Portsmouth than in the least deprived areas.

Indices of deprivation indicate that, compared to Portsmouth as a whole, the Neighbourhood Plan area has some areas of increased deprivation. These are clustered around the

southern and eastern border areas, as shown in the map below. The effects of deprivation are well documented and result in lower mortality, lower educational achievement, fewer and poorer life chances and decreased social mobility. Particular problems in Portsmouth are premature deaths related to smoking, and poor air quality, and dense traffic resulting in more road deaths and serious injuries.¹

The intent of this plan is to give some balance to the area and to improve, where possible, factors that can have a bearing on health and mortality. By seeking to retain green spaces, not make air quality any worse, promote health uses and re-use of buildings, we aim to make opportunities to improve the effects of deprivation.



Housing

The character and development of Milton's housing.

The low-lying islands and 'bottleneck' harbours that characterise the landscape of the NE corner of the Hampshire Basin are the inundated remnants of the massive Solent River's flood

¹ Public Health England Health Profile 2017 for Portsmouth 4 Jul 17

plain. The drift geology a mix of flinty marine and valley gravels and clay, cover Tertiary age strata. From the south, they are Bracklesham Beds, London Clay, and Woolwich and Reading Beds, Milton is situated largely on the London Clay. The clay has proved highly susceptible to marine erosion and prior to infilling the shoreline was characterised by creeks, inlets and salt marsh.

Outside of recent research on the rapidly eroding islands of Langstone Harbour there have been just two prehistoric find spots on Portsea Island. One at St Mary's Hospital but the second and more important a middle bronze age hoard discovered in Milton at St James Hospital. The first mention of Milton dates to 1186 although the name Middletun is an Old English name 'middle farm', perhaps a reference to its location between Eastney and Fratton.

A 1585 map detailing the placement of Armada warning beacons marks the settlement of Milton and De la Fabvoillière's map of 1665, itself a redrawing of 1625 survey map for Charles I, marks Milton Common Pasture. (image 1)

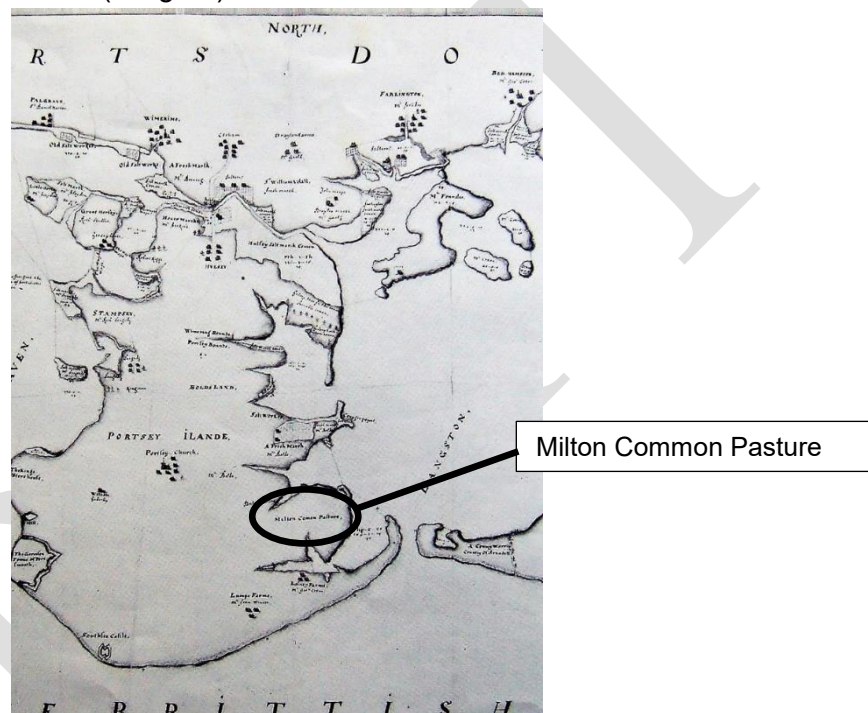


Image 1: De La Fabvoillière's Map of 1665

For much of its history access onto the island was via the Portscreek Bridge. Once on the island the lane ran due south down the central spine of the island it was along this lane that the small agricultural village of Milton developed. Two streams drained into the harbour via Velder Creek and Eastney Lake. They fix the north and southern extents of the settlement respectively. To the west there are no natural boundaries, the fields of the Milton farms butting up to those of neighbouring Fratton. As part of an ambitious scheme to connect Portsmouth to the capital a canal was dug east from Portsea to Langstone Harbour. Entering the SW corner of the plan area its course marked the southern boundary (Goldsmith Avenue) until it was bridged by the Milton Road here the boundary turns south to follow the road and complete the boundary circuit on the southern watercourse. The canal was opened in 1821 but sea water percolating into the water supply was so serious a problem that the company was forced to drain the canal and it closed in 1831. It was not completely backfilled and remained a landscape feature and influence on the layout of the plan area.

Milton Village

At Hilsea, the road onto the island split and a second route headed SW to the mouth of Portsmouth Harbour. Until the late medieval period the maritime focus had centred on the defended works of Portchester to the north of the harbour. From the reign of Henry VII the island's expansion, was predicated on the fortunes of the Royal Navy and from the late 17th century the colonial empire and the fleet that kept it in the ascendancy. The first decade of the

20th century saw a new rival to the country's naval supremacy and a further impetus to dockyard expansion as the Navy rapidly laid down capital ships to maintain its 2:1 superiority over the German Navy.

Despite building land being at a premium Milton remained rooted in its agrarian past. In part, this can be explained by its isolation away from principal line of expansion from Portsmouth and the Dockyard north to Hilsea, but perhaps more important was the value of the farming land itself. As the population grew so did the need to feed it, and the land around Milton was well suited to arable farming and market gardening. The Goldsmith family who had from the 1850's acquired much of the farming land were in no hurry to sell.

The farms of the village fronted the lane. From the north Gomer Farm looked east across Velder Heath, Milton Bowling Green approximates to the site of Upper Milton Farm the thatched barn in Milton Park survives from Middle Farm, and further south Milton Farm on the corner of Locksway Road. A fifth farm Port Royal existed at some remove down Milton Lane (Locksway Road) where the Oyster House stands. The village centre was, as now, at the junction with Hill Lane (Priory Crescent). On the east side of the road the site of the Traveller's Joy, the alignment of Church View and the reference to there being a square recall the small village. Leading east off the main lane tracks led to the foreshore of Langstone Harbour which into the 20th century would have helped sustain the small community.

The first St James church was completed in 1843. Previously parishioners would have travelled north to west across farm land to worship at St Mary's. The church was known affectionately as the 'runaway church' as it soon became a popular venue for couples who wanted to marry in a more intimate setting than the overcrowding and poverty of Portsea. The population of Milton was growing, albeit slowly, and it could support a small school to the north of the parish but the photographic record from the 1890's still captures an agricultural community within an industrialised city. (Image 2) From 1898 and culminating with the death of Jimmy Goldsmith in 1911 the farms of Milton were sold off and the village was rapidly subsumed by the rows of terraced properties that now characterise much of Milton's built landscape.



Image 2: 1890s photo

Terrace Grid

The canal was eventually infilled in 1896 and made roadworthy as far as Milton Road. Two years later Fratton Park was built on a market garden site and housing spread south and east. A decade later Jimmy Goldsmith sold part of Gomer Farm and terraces infilled the land west of Milton Road and north of Priory Crescent.

The next area to be developed was east of Milton Road where from 1904 three terraces ran south of and parallel to the still open canal and short terraces led north to the towpath. On Milton Road (Eastney Road) A.E. Cogswell built the locally listed Milton Park Primary School and south again three rows of shops known as Milton Market. A century later they remain at the heart of the community.



Image 3: Terraced streets

From 1911 land north of the canal land was opened to the speculative builder whose temporary brick kilns utilising the local clays sprang up across the fields. Constructed from the west and largely complete by 1914 long straight terraces run north from Locksway Road to Warren Avenue and as far east as the boundary walls of St James Hospital. These streets form the core of Milton but their design shares much in common with earlier terracing in the locality and may be characterised together as follows. (Image 3)

Two stories, red stock brick in a stretcher course with a small forecourt behind a low wall topped by cast-iron railings, a tiled path to the door. The top door panels of glass with stained glass detailing, the house name etched into the fanlight. A 'lace' wrought iron canopy rested on corbels on either side of adjoining properties. Some of the houses have double bays but typically the houses have a single canted bay capped by a parapet and decorated balcony. The earlier terraces have stone lintels, piers and capitals which are frequently enriched with an array of architectural motifs. Above the bay the window is divided by a similarly decorated stone column. In the later terraces to the east the piers and capitals are constructed in brick rather than stone. The roof eaves are supported on corbels, the gabled roof of grey slate is pitched front to back with one chimney stack per pair of houses and eight pots to a stack. Internally the entrance hall gives access to a front parlour then to a kitchen and a dining room to the rear. On the 1st floor three bedrooms and the novelty of an internal flushing toilet and bathroom. Some of the corner plots are 'half-houses' one up and one down each with its own front door.

One road bisects the development east-west. It boasts two corner shops, The Meon Valley PH with the Meon Primary school opposite. Locksway Road has a parade of shops which, along with the Victorian Old House at Home PH, provide a focal point for the local community.

North of Warren Avenue, similar terraces of Velder Avenue, Bonchurch and Edgeware Roads were aligned on the tidal inlet of Velder Creek. Building from 1912 these terraces along with parts of Shelford Avenue were incomplete at the outset of World War 1.

Inter War Social Housing

The war harshly exposed the poor health and low fitness levels of volunteers, a stark reminder of the prevailing living conditions of the working class. After the war, the economy had stalled and the dockyard workforce was largely redundant and therefore little to incentivise private development. The state funded 'Homes for Heroes' campaign, placed a duty on local authorities to provide working class housing. Portsmouth City Council (PCC) rose to the challenge and by 1921 had completed the terraces and built a new street at the head of the creek. By design these houses replaced their Victorian canted bays with a more cottagey style. In neighbouring Eastney the Henderson Road estate saw a clear articulation of the Garden City Movement ideal. By the 30's this ideal had become too expensive to maintain

but the spirit remains in the Salterns Estate of 1934 built on a prominent location overlooking Langstone Harbour and the busy wharfs of Velder Creek. The estate was self-contained, the lozenge shape curtilage had a cruciform axis that allowed for short runs of terraces with back and front gardens. The rear extension, which had typified the urban terrace was replaced to ensure that the back of the house received as much light as the front. (Image 4)



Image 4: Inter war social housing

Inter-war private housing

South of the canal White & Newton's furniture factory was built in 1922. In the late twenties suburban Tudorbethan style houses typified by square double bays, tile hung and topped with timber framed decorative gables were built close by. Similar dwellings spread east beyond the Edwardian houses on the south side of Locksway Road and in Trevis Road (W) Ironbridge Lane (E).

Public sector reconstruction

Just over two decades after the armistice the world was again at war and the Dockyard and the City that nurtured it were strategic targets for Nazi bombing and suffered heavily. The bombed-out citizens needed to be rehoused, many of them off the island. A short-term solution saw pre-fabs thrown up on the westernmost part of Velder Creek which had been backfilled and turned to allotments during the previous war. Milton had not escaped the bombing and more permanent infilling was required in Vernon Avenue, Milton Road, Dunbar and Kingsley Road the infill largely indistinguishable from those of the inter-war years notably the sub-post office with apartments at 249 Milton Road is in a distinctly 'modern' idiom.

The 1950's saw a programme of inner city slum clearance and to address this on an already overcrowded island PCC built larger three storey blocks along the Langstone Harbour shoreline fronting the Eastern Road. Each apartment had their own balcony, and were set in communal grounds set back from the road. Of a similar date Broom Square estate lay to the east of the hospital, built around a square with a mix of three and four storey apartments and houses with garaging included as part of the scheme. (Image 5)



Image 5: Broom Square Estate

Reclamation

Two campaigns in the 1960's substantially increased Milton by area. East of Ironbridge Lane the creek that ran from Lock Lake to the towpath was infilled. Kingsley Road was now extended to the former shoreline. Sheltered accommodation was provided within the walled Kingsley Court, further south a series of cul de sacs overlooked the infilled creek.

Velder Creek had been infilled in two stages and from the early 1970's under PCC auspices the area was developed with a light industrial estate flanked to the west by sheltered housing and to the east two storey semi-detached and terraced houses. After this date, social provision has either been sponsored or delivered by any affordable housing the developer and their shareholders profits can endure.

The largest reclamation exercise saw vast amounts of the city's rubble infill Milton Lake behind bunds stretched from the north shoreline of Milton Common to Kendall's Wharf. It has taken the name of Milton Common and is now a Local Nature Reserve.

The Hospital Estate

In 1961 Enoch Powell the Minister for Health said of the country's mental hospitals "For the great majority of these establishments there is no appropriate future use" By 1965 the hospital farm had been wound down and the land sold off for new housing. Comprising two parallel streets Godwit Road and Moorings Way curved around the former shoreline that faced into Milton Lake. The configuration of drives and closes running off the main streets allows for a variety of design with pairs of semi-detached houses in staggered terraces. Primarily of two stories and built in buff stock brick the upper storey, clad in tile or weatherboard. Tiled porches lead onto a small grassed forecourt with a soft boundary to the pavement. Although the estate was provided with garaging many of the garden forecourts have since been claimed for additional off-road parking. Redwing Court followed, a cul de sac accessed from the east side of Warren Avenue contains a mix of two and three storied flats with a handful of houses arranged around a courtyard.

South again, outline permission was given to develop the hospital playing pitches in two phases. This permission was overtaken by a proposal for the whole estate to include a hi-tech business park, the conversion of the hospital to a hotel and the building of a new hospital. The plan was rejected because it was felt that the existing infrastructure could not cope. Hence, phase 1 was delayed until 1997, constructed west from Edenbridge Road a mix of two and three bed two storey semi-detached and terraced houses with associated garages and off-street parking. Phase two, followed as a continuation of Edenbridge Road. The west end of the estate describes a sub rectangular loop on the north side of which there is an area of open space and a designed playground. To the east Siskin Road snakes north-east and from it a pedestrian cycleway gives access through the neighbouring estate to Furze Lane. A mix of two, three and four bed houses in red brick some faced in knapped flints take design cues from the listed hospital and chapel. Anticipating further development Lapwing Road gives access to the hospital's Light and Gleave Villa site. In 2017 Crayfern Homes are delivering two and three storey buildings, a mix of two three and four bed houses along with two one bed flats. The same developer built a small estate of three storey four bed and two storied three bed houses on the former 'Skillploy' site north of the hospitals service block. Off the Locksway Road the Fair Oak Estate was built in 2004 and here 47 dwellings in a mix of two and three storey houses nestle against the edge of the hospitals parkland.

Brownfield Development.

Four brownfield sites have become available for redevelopment. In 1984 39 houses with 11 garages and car parking was built on the site of White & Newton Furniture Factory. In 1996 the large corner site of University Business School was the subject of a proposal to demolish and redevelop as a supermarket. That plan was rejected and in its stead a three-block residential scheme. A three storey and a four-storey block flank at right angles the seven-story centrepiece of Admiral House that dominates the Milton Road streetscape. (Image 6)



Image 6: Admiral House

Completed by 2006 the complex provides 154 flats with associated parking. The former council depot and the East Shore School was redeveloped in 2003 here two four storey gateway blocks with pointed hat roofs provide 42 flats, behind, a mix of two and three storey staggered terraces and semi-detached houses which provide a further 51 units. In 2012 the Linnington's Garage site on the junction of Alverstone Road with Milton Road was developed for a total of 76 one and two bed retirement homes built over four stories.

All four brownfield sites, St James hospital and the University's Langstone Campus were sources of local employment. They have been replaced by housing, the occupants of which will have to commute away from the area to find employment. The census returns reveal that local reliance on the car is increasing and the question must be asked if further housing in the area is compliant with the sustainability that underpins the National Planning Policy Framework.

Housing Needs Analysis

A Housing Needs Analysis is mandated on all Neighbourhood Planning Groups to assess local needs and AECOM conducted one for Milton Neighbourhood Planning Forum

Because of Portsmouth's unique Island setting and its significantly higher population density than anywhere else in England and Wales excepting some London Boroughs, the Housing Need must inevitably be qualified by capacity and environmental constraints. Indeed, AECOM confirm in their **draft** Strategic Environmental Appraisal (SEA) the importance of balancing biodiversity, avoiding increased air pollution levels and mitigating climate change. Their **draft** SEA also drew attention to Milton's higher than average housing and population expansion since the 2001 Census which came at the expense of loss of local employment, stress on school-place provision, local health-care provision and green infrastructure.

The relevance of AECOM's housing research is more pertinent to the mix of housing than quantum.

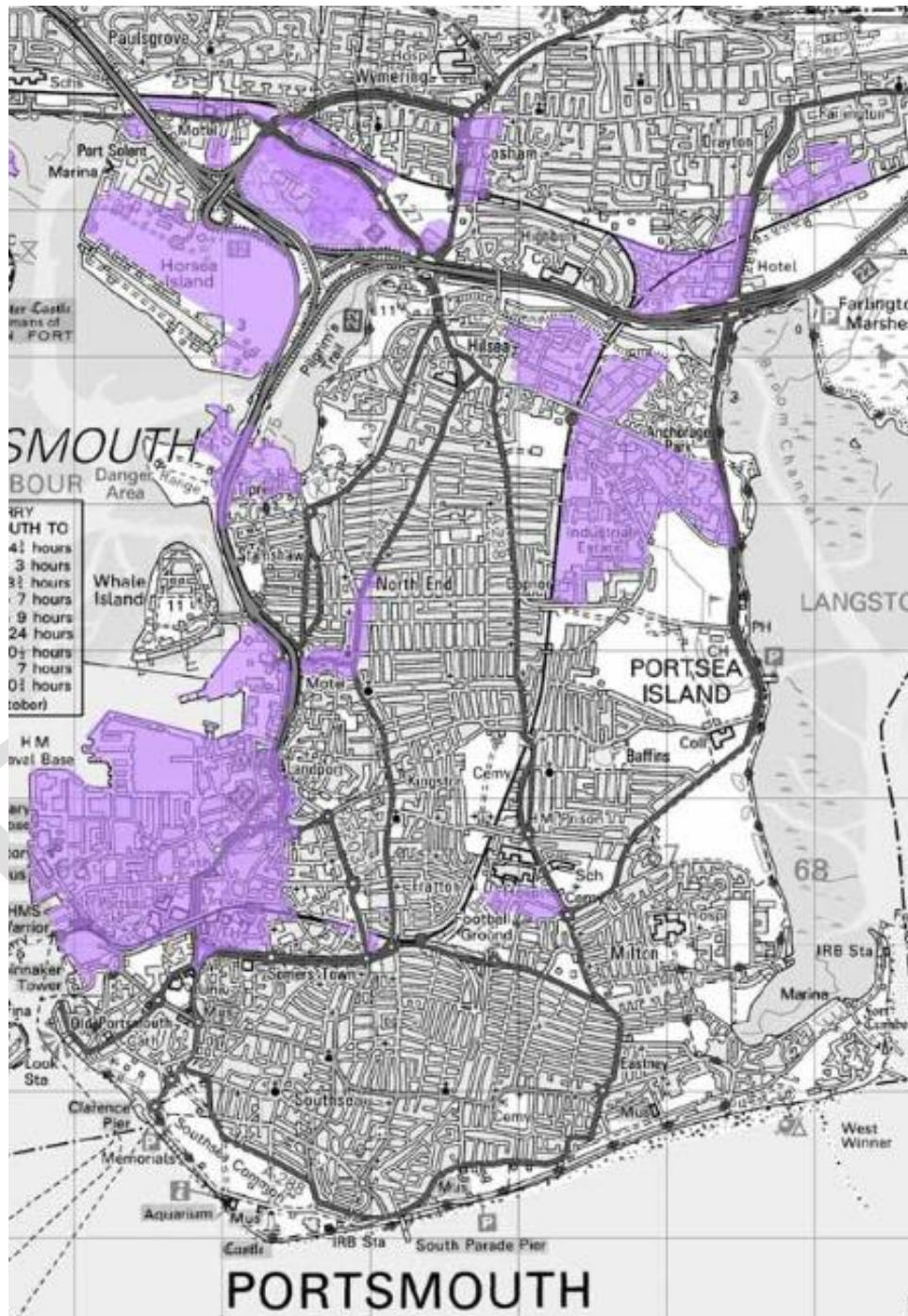
- AECOM highlighted that there are insufficient homes of 3 to 5 habitable rooms, and that young families are being priced out of the market. An entry level property in Milton is valued at £154,222, that requires an income of £44,063 to purchase a figure which excludes roughly 70% of the local demographic.
- Milton experienced a 10.3% increase in one-person households, indicating demand shifting towards smaller housing, both for older households who wish to downsize, and to house the growing numbers of people living on their own. A 1 bedroom flat priced at £105,000 is unaffordable to those on an income lower than £30,000.

The detailed Housing Needs Assessment is reproduced at Annex B to this plan.

Employment and Retail

Employment

It has not been possible to breakdown employment figures solely for Milton. Within the Plan area, the major employment areas are the Warren Road Industrial Area, St James' Hospital, and the University. Other than the local shops, there are no other opportunities for employment in the Plan area, as can be seen from map 4. Most other employment necessitates driving out of the Plan area, increasing traffic. With the closure of St James Hospital for the most part, and the declared intention of the University to close the Langstone Campus, there will be a shortage of local opportunities which will impact on opportunities for employment, unless alternatives are provided. We are proposing a re-use of buildings on the St James Site, which should provide both short and long-term employment prospects.



Map 4: Employment areas - PCC map

NOMIS data shows that Portsmouth has higher than average employment in Soc 2010

Major Group 6-9 Occupations than the norm in Great Britain.² Additional information can be found in the Partnership Urban South Hampshire Economic and Employment Land Evidence Base Paper of May 2016³.

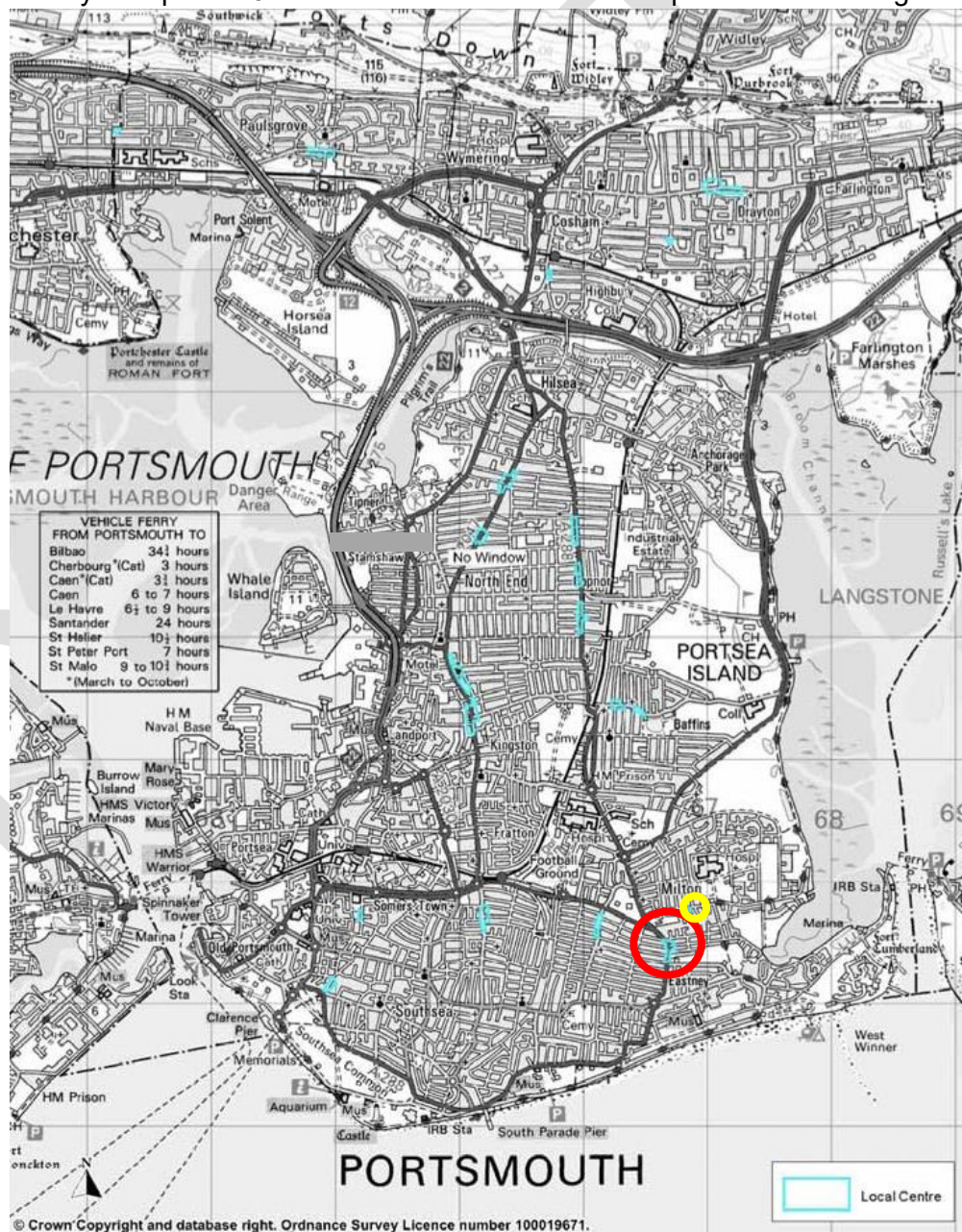
The employment rate in Portsmouth is 73.1%, below that of Hampshire at 77.8. Nationally, the rate is 74.2%, so Portsmouth is showing a deficit against regional and national figures. As can be seen from the employment areas map (map 4) and the shopping areas map (map 5), there are few local opportunities for employment.

Retail

Milton Market represents the primary retail area with the Neighbourhood Plan Area. It runs along both sides of Eastney Road from Milton Park Primary School going south to the junction with Devonshire Avenue. (map 2).

Map 3: PCC map of district shopping centres (note Milton Market outlined in red, Locksway Road in yellow)

The 'market' currently comprises 37 retail units - a mix of retail provision including two



² <https://www.nomisweb.co.uk/reports/lmp/la/1946157284/report.aspx?town=portsmouth>

³ http://www.push.gov.uk/item_10_annex_3_economic__employment_land_evidence_paper.pdf

supermarkets, a green grocer, post office, sweet store, two pharmacies, two betting shops, hairdressers' and five food outlets/cafes. (Needs checking)

The only other retail provision within the Plan area is on Locksway Road which is a small strip of shops.

(photo of Locksway Road shops needed)

Retail Need

Milton Market is currently a thriving local high street with an active traders' association who host an annual Halloween event and are looking to host more in the future. As a high street, it has been hit by the loss of the local bank being situated there but traders have responded accordingly and a loyal customer base means that most retailers continue to do well.

Further information on retail need can be found in Portsmouth City Council's Scrutiny Report into 'Revitalising Local High Streets and Secondary Shopping Areas' <http://democracy.portsmouth.gov.uk/documents/s7563/EDCL%20Scrutiny%20Report%20%20Revitalising%20local%20high%20streets%20and%20secondary%20shopping%20areas.pdf>

Maintaining Balance

It is crucial that the current balance of different uses is maintained. Specifically, planning permission cannot be granted for any new betting shops or any new food outlets within the defined boundaries of Milton Market.

UK retail betting shops show a continued decline with the growth of internet and mobile offerings satisfying this leisure activity. The neighbourhood plan area is already served by 3 betting retail shops:

- Ladbrokes - Priory Crescent
- BetFred - Eastney Road
- Ladbrokes - Eastney Road

All parliamentary parties are in agreed communication with regards to the socio economic and family issues contributed by what are known as fixed odds betting machines (FOBTs). There are a number of groups and UK media organisations driving campaigns to either remove FOBTs in their entirety (unlikely) or reduce the maximum stakes per play (likely) of these machines. This is a stance supported by the local newspaper 'The News' and the two MPs representing the Neighbourhood Plan Area. We believe the supply of 3 retail outlets is more than enough supply for the neighbourhood plan area. In the last 5 years there has been no request from any gambling operator to add another retail outlet into the area. This is due to the demand already being met by the current 3 operators.

Further, the cross-party Local Government Association supports this stance to minimise betting shops, especially the prescience of FOBTs, on local high streets such as Milton Market.

Further studies on the potential harm can result from an over provision of takeaways, particularly near schools, can be found at <https://www.local.gov.uk/sites/default/files/documents/tipping-scales-case-study-bff.pdf>

The additional housing growth recognised in this neighbourhood plan will increase the catchment for the retail area and for other community facilities, helping to enhance their viability.

Education

Local need

The Neighbourhood consultation survey showed the local people overwhelmingly prefer the option of education for the Langstone Campus/Furze Lane site. 331 of 375 respondents chose

education in their top three preferred land uses for the site. Concern over schools' capacity and a preference for new school site has also been expressed by a local head teacher.⁴

Portsmouth City Council has predicted a rising shortage of school places to 2023. The Council is not required to Plan for school-place numbers beyond 5 years ahead and they avoid doing so.

In the absence of the City Council's ability to forecast the requirement for school-places beyond 2023 when there are known current deficiencies and known requirements to build over 10,000 more homes in the City to 2034, the Milton Neighbourhood Plan will propose an educational use for Langstone Campus as the most suitable available site in the SE of Portsea Island.

The 'emerging' Portsmouth Local Plan to 2034² designates St James & University of Portsmouth Langstone Campus as one of 5 strategic sites for the city for housing & development. There is no mention of either site (especially University of Portsmouth) as a possible option for EDUCATION use whereas in the Plan it replaces³, Education is one of the potential options for the future redevelopment of St James' Hospital.

Currently the Council's strategy for meeting additional demand for school-places is by extending existing schools⁴ at the expense of losing playground and open space which may explain Portsmouth's higher than average childhood obesity levels⁵. This strategy is acknowledged as a short-term fix and even the Council's long term "planning" is only up to 5 years⁶. Furthermore, it assumes the biggest expansion will be at Portsmouth Academy where the outdoor sports pitches are situated adjacent to Fratton Road in Portsmouth's worst air pollution corridor ⁷

The education department uses a comprehensive mixture of data to predict future number of pupil numbers (document titled 'review of pupil place planning methodology by Chris Williams Pupil Place Planning & Capital Strategy Officer) who also stated at the Education Committee of 9 March 2017 "Many of the city's secondary schools are on constrained sites and many of the 'quick wins' had already been exhausted".

The prediction in the shortfall of pupil place is circa 1,500 by 2023. -After taking account of these classroom additions, there is still a 145 shortfall of secondary school places by 2023.

The two fundamental issues with Pupil Place Planning on a 5-year basis in relation to the emerging Portsmouth plan are:

- The data only runs to 2023 but the emerging plan is for a period expiring in 2034
- The methodology ONLY includes APPROVED planning applications and the CURRENT shortfall is based on known applications as of summer 2016. We estimate this to be an under-provision of circa 300-400 places

The implications of this are twofold with the emerging plan. The data DOES NOT INCLUDE

- a) The 2800 housing target from the 5 strategic sites listed in the emerging Portsmouth Plan.***
- b) Any account of the PUSH target of 14k (minimum) to 17k (maxim) by 2033.***

The City has limited potential areas for building new schools. The University grounds at Langstone Campus are an ideal site, for the future away from traffic pollution in a part of the City not best served by schools and where alternative land-uses are in any case constrained (see section on Coastal Conservation and Conflicts).

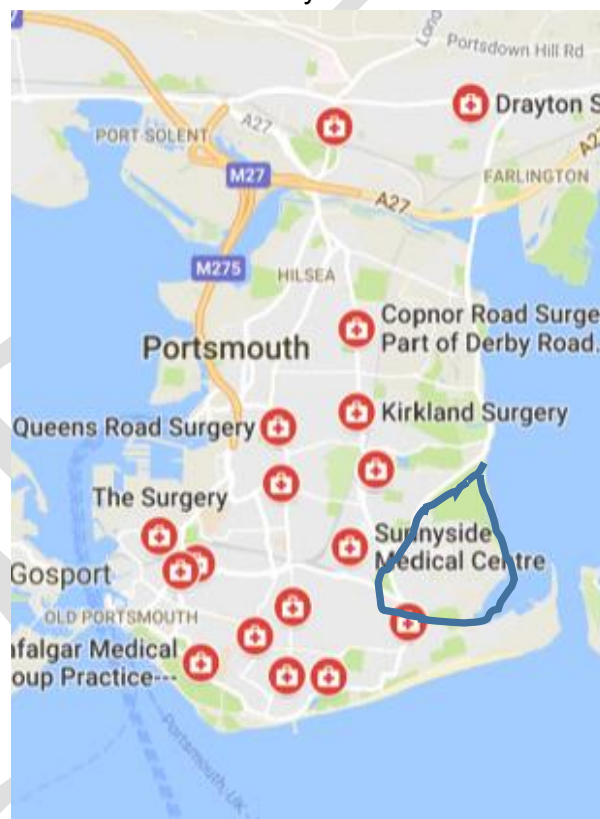
⁴ Letter from Head teacher, Meon Infants School, to Chair 21 Mar 2017

Currently, the university site has no allocation, only an existing use; which is a use that could be changed to education under permitted development. Furthermore, a single use housing allocation as proposed in the Council's Issues and Options Plan Consultation would significantly enhance the land value placing too great a burden on the Department for Education, effectively removing the opportunity for this to be considered as a site for a new school. (Map 4)

THE UNIVERSITY SITE MUST HAVE EDUCATION USE ADDED AS AN OPTION FOR ITS DEVELOPMENT AS A POTENTIAL SITE LOCATION FOR THE NEED FOR SCHOOL PLACES TO COVER THE PROPOSED INCREASE OF 2800 HOMES (SHORT TERM) ALONGSIDE THE PLANS PLAN FOR 14K (MINIMUM) TO 17K (MAXIMUM)⁵

Health

There are currently no GP surgeries within the Milton area. This therefore highlights a gap in GP provision for the Plan area. Identified future development sites are likely to increase the number of people living in Milton. The Portsmouth CCG's 20/20 Vision Priority One states "We want everyone to be able to access the right health services, in the right place, as and when they need them." The demand for GPs appointments continues to grow in Milton with an ageing elderly population. For this to be truly achieved for the Milton area, the elderly



Map 4: Location of surgeries and approximate plan area

² <https://www.portsmouth.gov.uk/ext/documents-external/lplan-issues-and-options-paper-july-2017.pdf>

³ <https://www.portsmouth.gov.uk/ext/documents-external/pln-portsmouth-plan-post-adoption.pdf>

⁴ <https://www.portsmouth.gov.uk/ext/documents-external/edu-74.182-pep-strategy-v2.pdf>

⁵ <http://democracy.portsmouth.gov.uk/documents/s16325/PHAR%20appendix%20-%20draft%20document.pdf>

⁶ <http://democracy.portsmouth.gov.uk/documents/g3478/Public%20reports%20pack%2009th-Mar-2017%2016.00%20Cabinet%20Member%20for%20Education.pdf?T=10>

⁷ <https://www.portsmouth.gov.uk/ext/documents-external/env-air-quality-2016-annual-status-report.pdf>

population needs to be able to access a local GP surgery within a short walking distance. According to the MNPF Public Consultation, over 40% of Milton residents believe there is not enough access to GPs' services in the area to meet their future needs.

Almost half of all the deaths in Portsmouth are caused by heart disease, stroke, cancers and respiratory conditions. Heart disease is the most common cause of all early deaths. Too many people have poorer health and wellbeing than in other similar cities. COPD is the 4th most prevalent cause of death in Portsmouth. Portsmouth also has one of the highest rates of excess winter deaths. Poor air quality resulting from traffic fumes is generally accepted to be a contributing cause, with approximately 95 – 100 premature deaths per year..⁶

Portsmouth has a higher than national average death and serious injury rate from road traffic accidents. Of this total, about 30% are to pedestrians, 30% to pedal cyclists, and 30% to motorcyclists⁷. This indicates that the road network is biased in favour of four wheeled and above vehicles.

Social Care

Social Care is provided for some 6,000 adults in Portsmouth. Shearwater, in the Neighbourhood Plan area provides some 60 places for across the City. With an increase in elderly population in the plan area which exceeds the average, we would like to make provision in the Plan for that need. AECOM, in our HNA, suggested that the population of the over 75 could increase by 443 persons in the plan period.

“Provision of additional affordable, market sheltered and extra-care housing units is appropriate in the following numbers: 27 conventional sheltered housing units; 54 leasehold sheltered housing units; 9 ‘enhanced’ sheltered units; 14 extra care housing units for sale; 7 extra care housing units for rent and 3 specialist dementia care home.”⁸

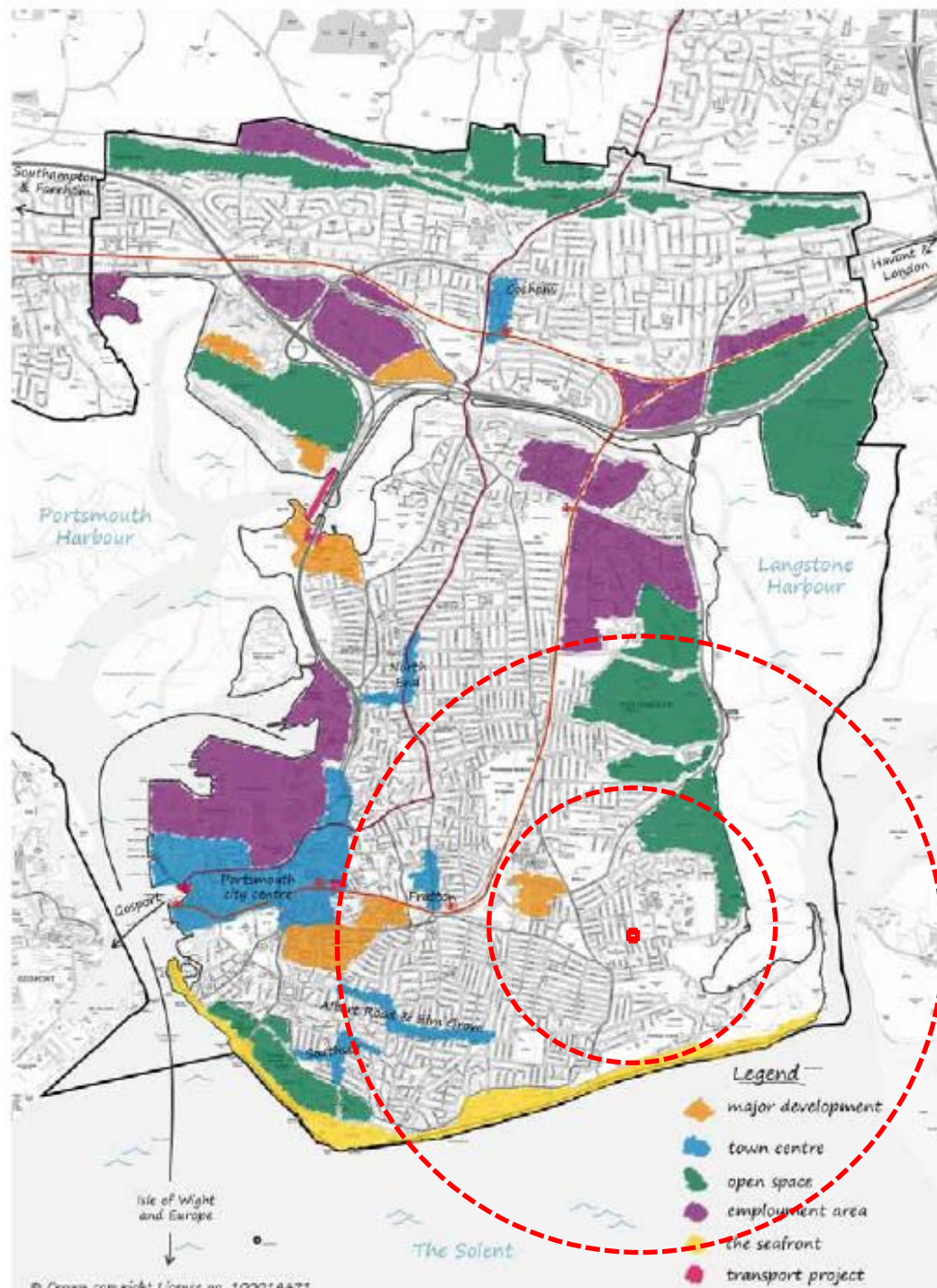
⁶ Public Health England, various web pages 2017

⁷ www.travelindependant.org.uk/area_124.html

⁸ AECOM HNA Aug 17 Final Table 2, page 14, attached at Annex B

Infrastructure

PCC spatial map showing approximate distances from major infrastructure in 1 mile rings from the centre of the Neighbourhood plan area



Rail Network

There are no railway stations located in the Neighbourhood Plan Area. The nearest station, 'Fratton', is located approximately 1.7 miles to the west, with storage spaces for one hundred and ten bicycles and parking space for sixty-six cars. This station is accessible via the A2030, which navigates along the northern and western boundaries of the Neighbourhood Plan Area.

The majority of direct services to the capital from Fratton terminate at London Waterloo station, with regular daily services (three to four per hour) taking approximately one and a half to two hours. Additionally, there is a service terminating at London Victoria station, with one direct service per hour.

There are direct services to regional and national destinations including Brighton, Bristol, Cardiff and Southampton, with the regularity and journey times listed below.

- Destination: Brighton; Regularity: two services per hour (two of which are direct); Journey time: approximately one and a quarter hours.
- Destination: Bristol and Cardiff; Regularity: hourly service (between the times 0608 and 2131); Journey time: approximately three hours.
- Destination: Southampton; Regularity: three services per hour (two of which are direct); Journey time: approximately forty minutes to an hour.

Bus Network

In regard to the bus network, as of September 2017, there are a variety of services navigating through the Neighbourhood Plan Area, connecting residents to the city centre of Portsmouth, with the following services, operated by First Bus, stopping along the following main streets within the Neighbourhood Plan Area, amongst others:

- Eastern Road: Route 13
- Locksway Road: Route 13,
- Milton Road: Routes 2, 17
- Moorings Way: Route 13

Additionally, the transport hub at Portsmouth Harbour, known as 'The Hard Interchange', is approximately 3.2 miles to the west of the Neighbourhood Plan Area. Residents have access to a variety of services to national destinations, operated by 'National Express' and 'Megabus'.

Road Network and Congestion

The A2030, Eastern Road, a key route on and off the island passes along the northern and western boundaries of the Neighbourhood Plan Area, connections to a network of A Roads navigating around Portsmouth. Locally, traffic issues exist along Eastern Road and Milton Road. Image 7 illustrates the queuing along the Eastern Road prevalent at peak times.



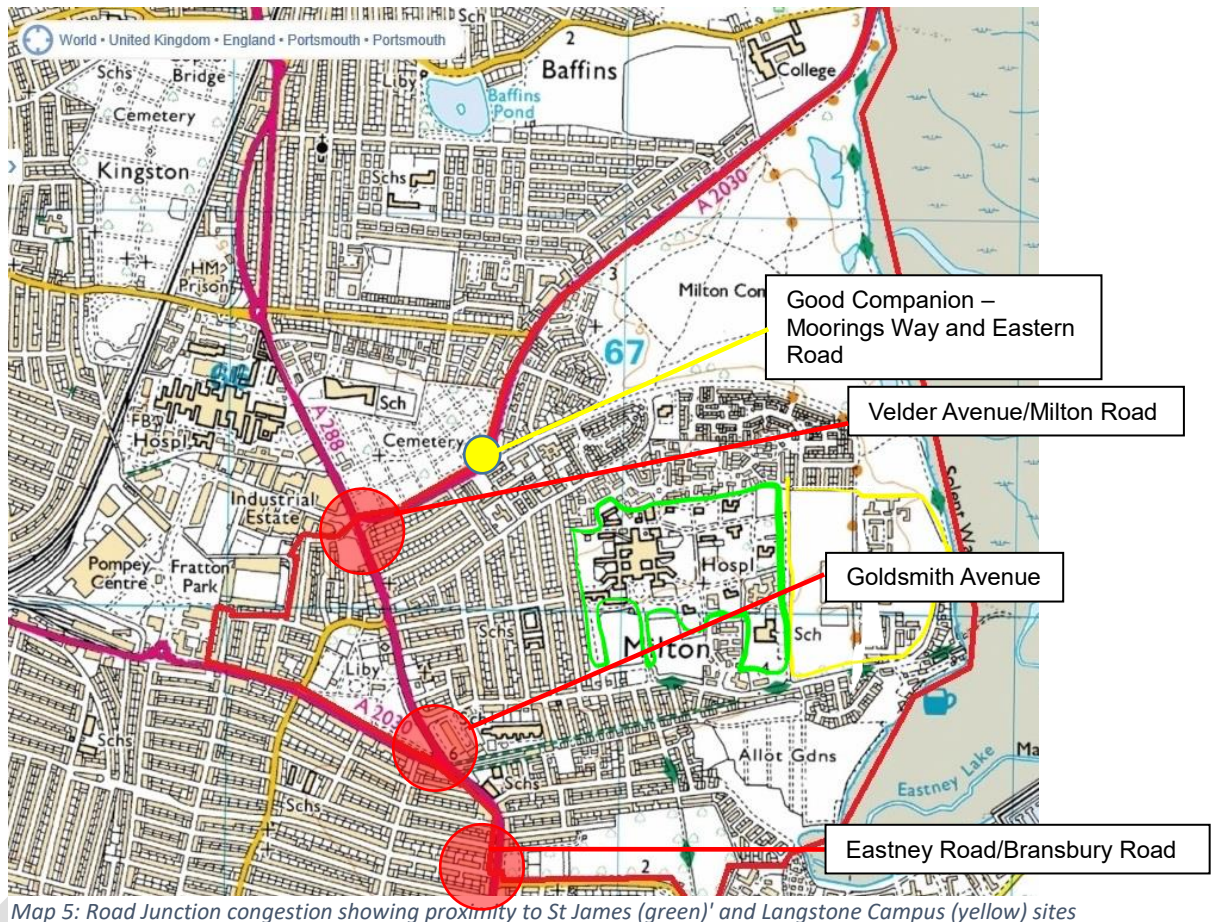
Image 7: Congestion on Eastern Road

The traffic laden A288 that runs through Milton is constrained within a footprint that was only ever intended to reach the tiny village of Milton before terminating on the seashore. The morasses behind the shingle foreshore meant that there was no access west to Southsea and Portsmouth. In the 1930's a road was built extending from Velder Creek north, dubbed the road to nowhere, it serviced the short-lived Portsmouth Airfield. When the Luftwaffe bombed the Ports Creek Bridge the road was hastily extended across the creek. Today the A2030 carries a heavy volume of traffic to and from the east side of the island which bottlenecks on reaching Milton.

The Milton community is concerned with traffic capacity onto the island, which is based around three access points. In addition, there are frustrations with traffic congestion and fears on air

pollution. This was reflected in comments from local residents in 2015 and local businesses in the Plan survey¹ where the following points were made:

- Residents survey responses: need for good transport links and safe pedestrian routes were highlighted (Q3) main roads and public transport (Q4) traffic congestion 86% (Q4) concerns about future development generating more traffic (Q10b) driving being the main mode of transport to get around Portsmouth (Q12).
- Business survey responses: the main means of staff getting to work for local businesses (bus Q6), availability of parking and quality of the road network (busQ7) transport problems (busQ13)



The Local Transport Plan (PCCLTP3) 2015/16² highlighted 8 pockets of severe congestion at peak times within Portsea and the MNPF area includes 3 of these:

- Velder Avenue/Milton Road. (Image 8)
- Goldsmith Avenue.
- Eastney Road/Bransbury Road.

The three congestion points to the North, the South and the West (in red on map 5) together with the restricted junction at the Good Companion PH with Moorings Way to the East (in yellow on map 5) mean that the Plan area is constrained in terms of vehicular access. These constraints were also recognised in the 2015 Residents and Business survey responses (see



Photo 9: congestion on Velder Avenue 1

Milton Plan Survey responses

The new Tesco Superstore in Fratton Way, immediately to the west of the Plan area, was completed in 2016. With its 579 car-spaces and a petrol filling station, it has increased congestion at the Velder Avenue junction with Milton Road, as has the completion in 2016 of 191 houses at St Mary's Hospital in Milton Road.

The redevelopment of Kingston Prison for 230 new dwellings commenced in 2017 which also discharges onto Milton Road with anticipated increases in congestion at the Velder Avenue/Milton Rad junction.

Department for Transport historic figures on vehicle movements in Milton are below. While these show a decline in some types of vehicle movements, they show an increase in other, particularly cars.

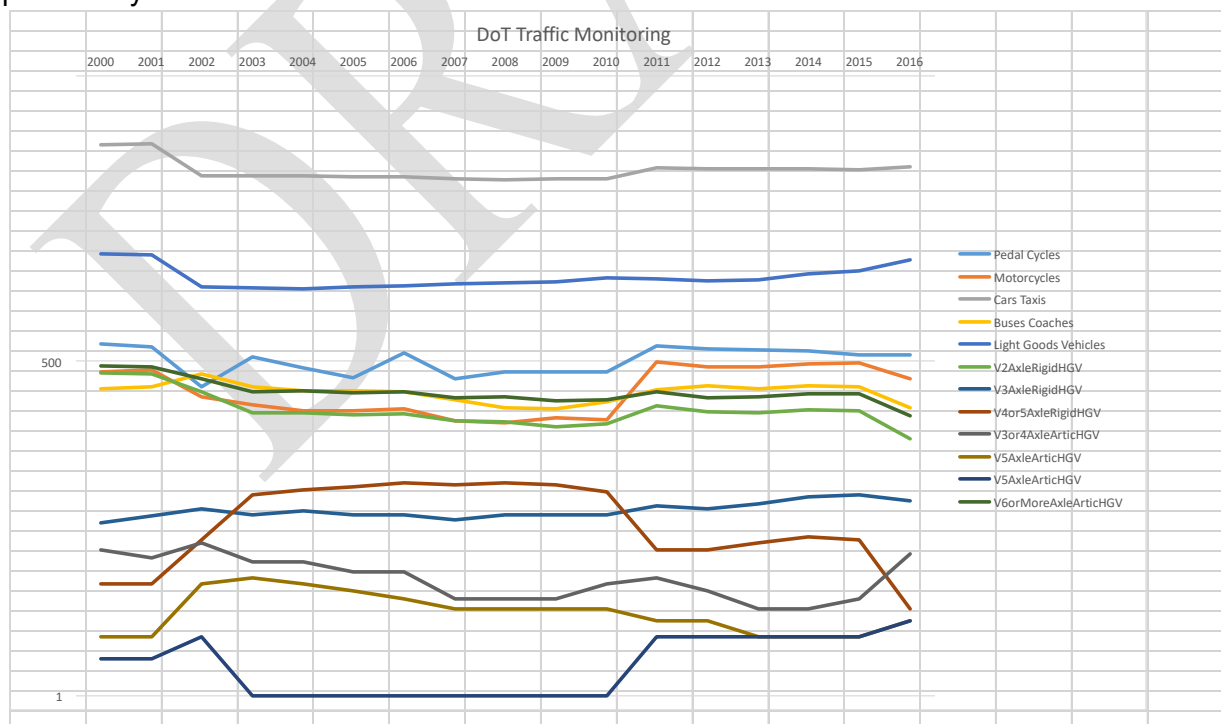


Figure 6: DoT traffic count

Availability of Cars and Vans

Figure 7 below highlights the availability of cars and vans within Milton and Baffins. The proportion of households with no access to a car or van is 28.2% for Milton and 22.4% for Baffins. These values broadly align with value for England (25.8%), greater than the average for the South East (18.6%) and less than the value for Portsmouth (33.4%).

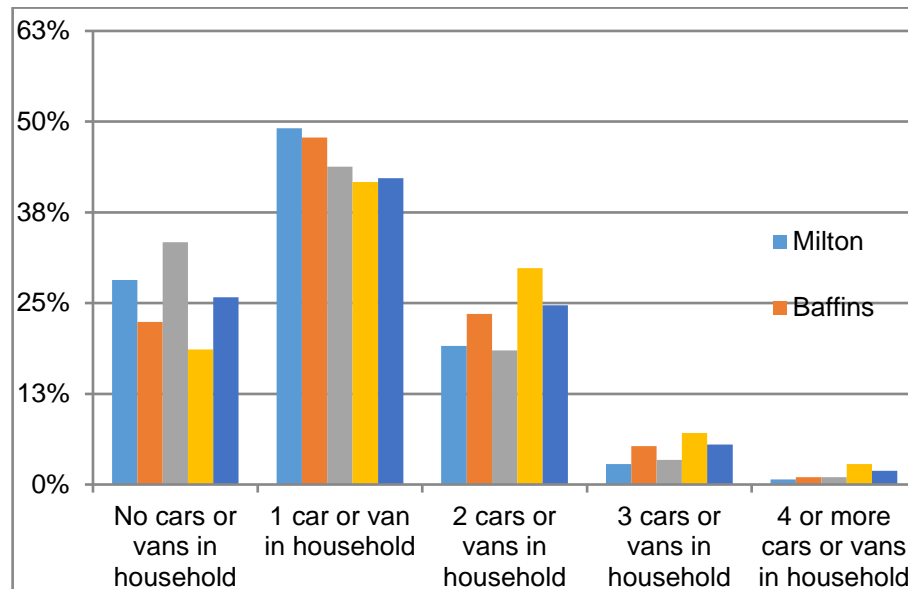


Figure 7 Car and van ownership

Travel to Work

Based on the most recent census data, the most popular method of traveling to work in the Neighbourhood Plan Area is by car or van: 35.2% for Milton and 41.6% for Baffins see Figure 9.2 below. The total for Milton is broadly similar to the values for Portsmouth (32.7%) and England (36.9%), with the total for Baffins aligning to the value for the South East (41.6%). The second most popular method of traveling to work within the Neighbourhood Plan Area is on foot: 8.4% for Milton and 7.5% for Baffins. These values are lower than the value for Portsmouth (10.6%), but broadly align to the regional and national values: 7.4% and 6.9% respectively. In general terms, the data within Figure 8 indicates that contrasts exist between the different wards within Portsmouth.

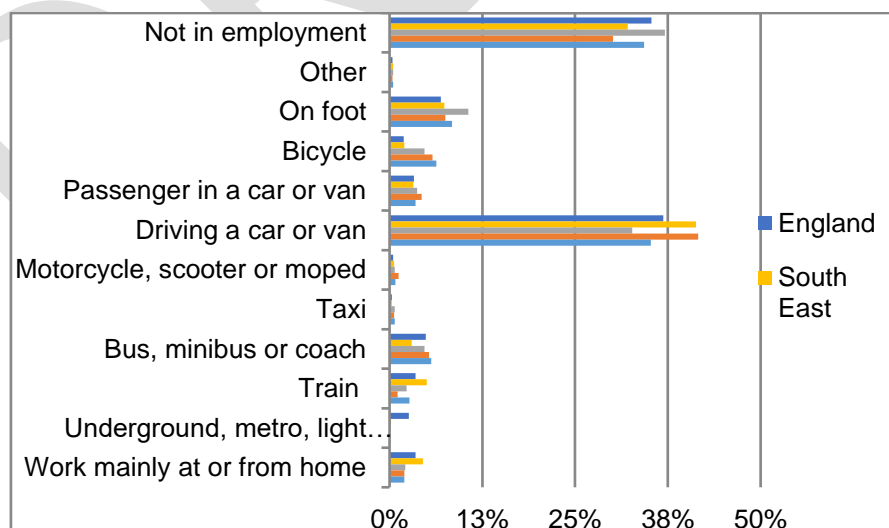


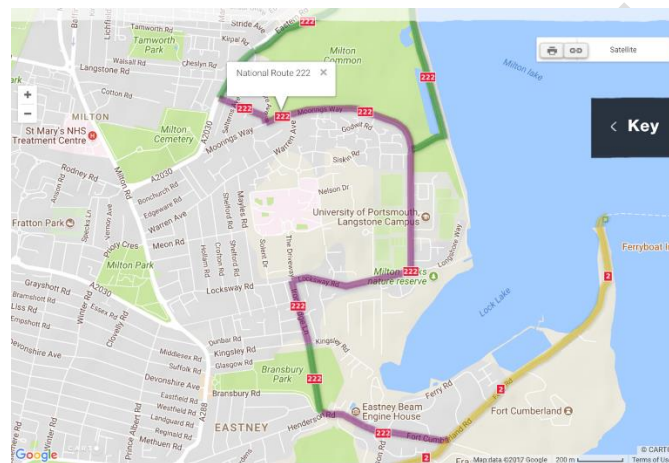
Figure 8: methods of travel to work

Cycle and Footpath Network

The flat topography of Portsea Island lends itself to cycling and walking. The Milton Neighbourhood Plan can contribute to reducing car-dependency by increasing the safe opportunities for cycling and walking by safeguarding and improving the existing network, and by encouraging pedestrian and cycle friendly street design in new developments.

The Solent Way navigates along the eastern boundary of the Neighbourhood Plan Area, with sections of the footpath forming part of Routes 2, 22 and 222 of the National Cycle Network. The Solent way extends along the Hampshire coastline to the west, connecting the Neighbourhood Plan Area to Gosport and Southampton with footpaths. Additionally, there is a circular route around Langstone Harbour, known locally as the “Waterside Walk” (see Chapter 3).

National Cycle Route 222 runs north to south through the middle of the Plan area connecting to National Cycle route 22 at Farlington. Currently it circumnavigates the St James' Hospital redevelopment site making a large detour for users along the busy Locksway Road. (see Map 6: Sustrans cycle map).



Map 6: Sustrans Cycle Map

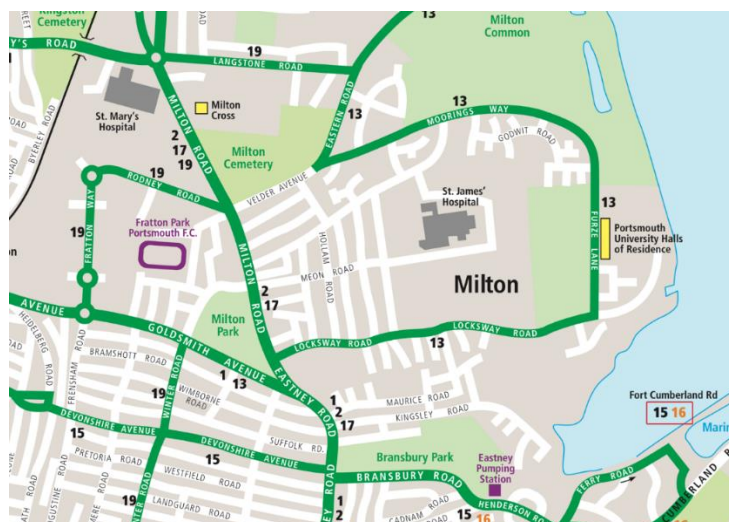
The 2016 sea-defence improvements along Milton Common have facilitated the adoption by “Sustrans” of an extension to Route 222. With the congestion on Eastern Road (see photo image under Air Quality below) and the unhealthy consequences of cycling next to it, the Plan will seek to ensure this Milton Common route is extended and Furze Lane is maintained as a Bus and Cycle **Only** Right of Way.

It is also hoped the City Council will reintroduce the shorter waiting times at signalised crossings where pedestrians and children are now severely subordinated in priority terms behind the incessant desire to keep vehicles moving.

Public transport should also assist in shifting the bias away from a high car-dependency.

Deficiencies in Public Transport Services.

However, although there is a good bus network (1, 2, 15 and 17) serving the west of the plan area with regular services to Portsmouth City Centre, Fratton mainline railway station and QA hospital, the central and eastern part of the Plan area where most new development is planned is poorly served by an infrequently operated bus 13. It runs-hourly during the day from 07.32 weekdays, 08.16 Saturdays and 09.16 Sundays. It does not run in the evenings after 18.45 weekdays, 18.09 Saturdays and 17.09 Sundays. At peak hours there are 2 buses, and they are not timed to arrive in the city centre for normal work starting times but are geared more towards serving Portsmouth College at the north of Milton Common. (see map 7: Portsmouth bus map)



Map 7: Bus routes around the Neighbourhood Plan area

The Council's subservience to the local bus operator's business interests effectively limits the provision of sustainable public transport services outside the City Centre. The Plan can embrace this deficiency by supporting educational uses on Langstone Campus to align with the bus operator's need to serve schoolchildren at the College using the same timetable.

The poor 13 bus service to the centre and east of the plan area prevents sustainable travel for a significant number of residents to Fratton Railway Station where there are good services. Additionally, there is no longer any direct bus link to the Hayling Ferry at the South East of the Plan area. The route of the 15 bus was shortened when the ferry was suspended. If this link was reinstated, vehicle movements could be reduced around the edge of the harbour and down Eastern Road particularly for vehicles transporting schoolchildren from Hayling Island to schools in Portsmouth.

All of the above highlight the need for any future developments in the Plan area to not make traffic congestion worse.

For any significant redevelopment, a full assessment should be made of existing highway capacity and the collective impact of development proposals for the site, together with all other approved development on the island. Similarly, air quality should be given proper consideration, especially the impacts of pollution on health and on the area's protected landscapes and habitats.⁹

Air Pollution

The ability to breathe Clean Air should be a public right.

The Milton Neighbourhood Plan includes an acknowledged polluted area, Air Quality Management (AQMA) 9.

The accepted major causal factor in Portsmouth's polluted air is from vehicular emissions.

Portsmouth City Council's 2016 Annual Status Report issued in September 2017¹⁰ explains the regulatory framework, where and why the AQMAs are designated, the data they have relied on and the Local Air Quality Strategy (LAQS) options to reduce the toxicity. Cars and taxis are, on average, the most significant contributor to annual mean NO₂ concentrations.

⁹ <http://miltonplan.org.uk/survey/residents-survey-results/> and <http://miltonplan.org.uk/survey/milton-business-survey-results/>

² <https://www.portsmouth.gov.uk/ext/documents-external/trv-portsmouth-ltp3-context.pdf>

¹⁰ <http://democracy.portsmouth.gov.uk/documents/s11590/ECS%206%20July%2016%20air%20quality%20progress%20report%2016%20-%20appx%201%20the%20report.pdf>

Department of Transport Traffic Counts in the area show that traffic from cars, taxis and light goods vehicles is increasing.

The mitigation proposed in the LAQS is limited by virtue of the incapacity of the existing highway network and the relegation of “Sustainable Transport” initiatives to a subservient default option. The view of Eastern Road within the Neighbourhood Plan's AQMA9 (image 7, page 26) demonstrates the issue both at weekends and at evening peaks between 1630 and 1830. It is the primary route from the mainland east of Portsea Island to the south and east of Portsmouth including Milton. The photo is taken from the cycle-path where users find breathing is impaired.

In any event the LAQS is inconsistent with the promotion of walking and cycling initiatives as signalised road crossing waiting times are increased to encourage the continuous movement of motor vehicles. The Council acknowledged the problems of congestion in their Traffic, Environment & Scrutiny Panel meeting of 3 November 2016¹¹ when it was stated the volume of traffic was predicted to increase by 41% before 2026.

It introduced an Air Quality & Air Pollution Supplementary Planning Document (SPD) as long ago as 2006¹²³. It states: “The Local Planning Authority considers that the planning system has a key role in protecting people from unacceptable risks to their health and in providing an adequate protection to the amenity value of land. It assists developers in identifying what information they may need to submit with their planning applications and it is the developer's responsibility to provide such information on air quality as is necessary to enable the local planning authority to make a planning decision.

As the Milton Neighbourhood Plan will promote “Sustainable Development” it is imperative that any potential exceedances of Statutory Limits arising from new development are rigorously assessed. Paragraph 1.2.2.2 in the SPD makes it a “Material Consideration” if congestion is likely to be increased.

The Council was unable to satisfy the Neighbourhood Planning Forum that national air quality standards could be complied with locally during the preparation of this Plan (the 2016 Report estimates compliance by 2022 but their predictions on traffic growth casts too much doubt on this assumption).

As a result, the Milton Neighbourhood Forum exercised their own initiative to install a “Friends of the Earth Nitrogen Dioxide Diffusion Tube Monitor” on Milton Park School in July 2017 to establish a “baseline”. The reading indicated 33.17 µg/m³¹³ for the two-week period which aligns with the monitor at 7 Velder Avenue showing an annual mean reading of 39.61µg/m³ in 2016. The City Council considers the results of the Friends of the Earth Monitor are of insufficient duration but has commenced monitoring at the School.

Portsmouth is suffering from increasing levels of air pollution from vehicular emissions¹⁴. The monitor on 7 Velder Avenue is a diffusion tube type on the outside of a two-storey terraced house close to the junction with Milton Road 4.4m from the kerb and 2m off the ground. It lies within the City Council's AQMA 9 whereas Milton Park School lies in the rescinded AQMA 4. The absence of the AQMA designation relieves the Council from the obligation to provide a Local Air Quality Action Plan in the vicinity of the School.

New developments in Milton will increase traffic congestion and a School is described in the SPD as a “sensitive” use.

¹¹ <http://democracy.portsmouth.gov.uk/ieListDocuments.aspx?CId=177&MId=3617&Ver=4>

¹² <https://www.portsmouth.gov.uk/ext/documents-external/pln-air-quality-spd.pdf>

¹³ <https://www.foe.co.uk/clean-air/clean-air-campaign-air-monitoring-kit-results>

¹⁴ <https://www.clientearth.org/new-uk-air-pollution-figures-reveal-shocking-lack-progress/>

The 2016 Public Health England Annual Report¹⁵ estimates an annual death rate of 100 from the City's polluted air. In 2014, it was 95¹⁶. The estimated early deaths stated by the Director of Public Health for Portsmouth to the Cycle Forum is 600¹⁷.

The Neighbourhood Planning Forum has requested the City Council reinstate AQMA 4. The City Council is so far declining to do so through lack of "forceful evidence" but it has acknowledged the FoE readings "do provide useful additional information".

Micro-particulates PM 10 and PM 2.5 are monitored at the DEFRA "Urban Background" Monitor in the north of the City at Gatcombe Park Primary School. Background PMs are well below statutory limits but rising. PM 10 is monitored at another 3 Automatic Continuous Air Quality Monitoring Stations all well within statutory limits but none of these lie within the Neighbourhood Plan area.














The Council is taking no specific measures to reduce PM2.5. According to the City Council, dealing with one automotive related pollutant such as PM10 and NO2 will inherently deal with PM 2.5.¹ The Neighbourhood Planning Forum is surprised at the complacency considering 50% of new cars sold in 2015 were diesel powered. There is doubt whether PCC can produce evidence of diminishing air quality.

The Neighbourhood Planning Form is very anxious about promoting development likely to harm residents and particularly schoolchildren.

Community spaces

Despite an apparent provision of community buildings, heavy usage indicates a lack of suitable meeting space for groups with parking to assist disabled users. Community facilities are also clustered around the southern and western edges of the Plan area, meaning that people have to travel, usually by car, rather than walk or cycle.

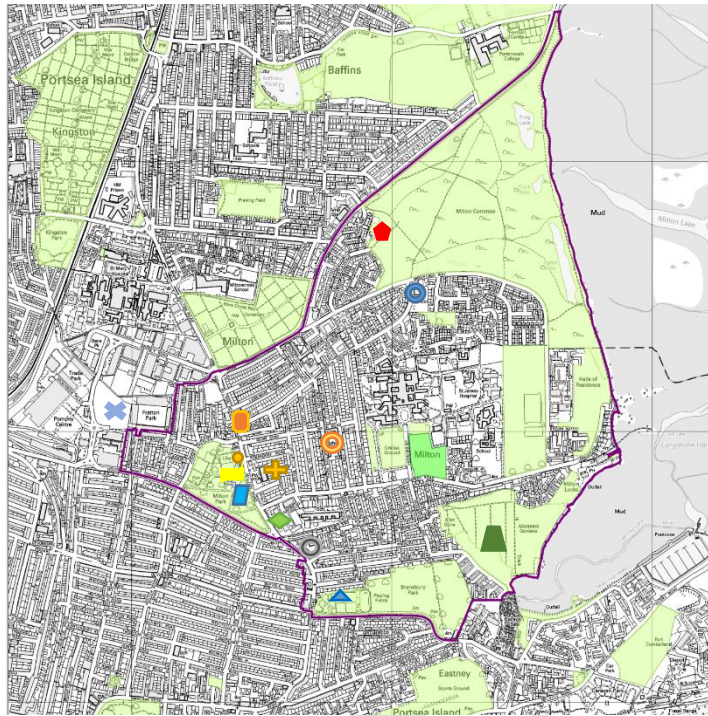
Existing community facilities in the area and near to the area

Facility	Location on map
Beddow Library	
Eastney Community Centre and Community café	
Gisors Road 'Walled Garden' (the former walled kitchen garden of the Goldsmith Farm) which is accessible to residents of the nearby apartments	
Langstone Church and Hall with Nursery	
Meon Middle & Infants School with Nursery	
Milton Park Middle & Infants School with Nursery	
Milton Piece Allotments	
Milton Village Hall and Pure Ground Community café	
Moorings Way Primary School	
St James Church (C of E) and Hall	
Tesco Community Room	
The Barn in Milton Park	
United Reform Church and Hall with Nursery	

¹⁵ <http://democracy.portsmouth.gov.uk/documents/s16325/PHAR%20appendix%20-%20draft%20document.pdf>

¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/332854/PHE_CRCE_010.pdf

¹⁷ <https://acityhthptoshare.org/>



Map 8: Community Infrastructure

It is clear from the map above that much of the community infrastructure lies to the west and south of the plan area.

Local green spaces and community facilities further the social wellbeing and interests of the local community. Milton's Assets of Community Value add to this; the table below provides a list of these assets, and their location is illustrated in map 9.

Asset	Location	Marked as
Portsmouth and Southsea Cricket Club	St James Hospital	◆



Map 9: Assets of Community Value

The presence of a good range of community facilities is essential for the sustainable development in the area. The National Planning Policy Framework states that it is a strategic planning priority to ensure the provision of health, security, and community, cultural and other local facilities (Paragraph 156).

Add text on:
Sports/physical activity facilities ...

Environment: Local Green Space

The Milton area includes local green spaces that require protection to ensure that they remain available for local people and visitors alike to enjoy.

Paragraph 77 of the NPPF sets out the criteria that green space must meet in order to be designated as 'Local Green Space':

“where the green space is in reasonably close proximity to the community it serves;

where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and

where the green area concerned is local in character and is not an extensive tract of land”.

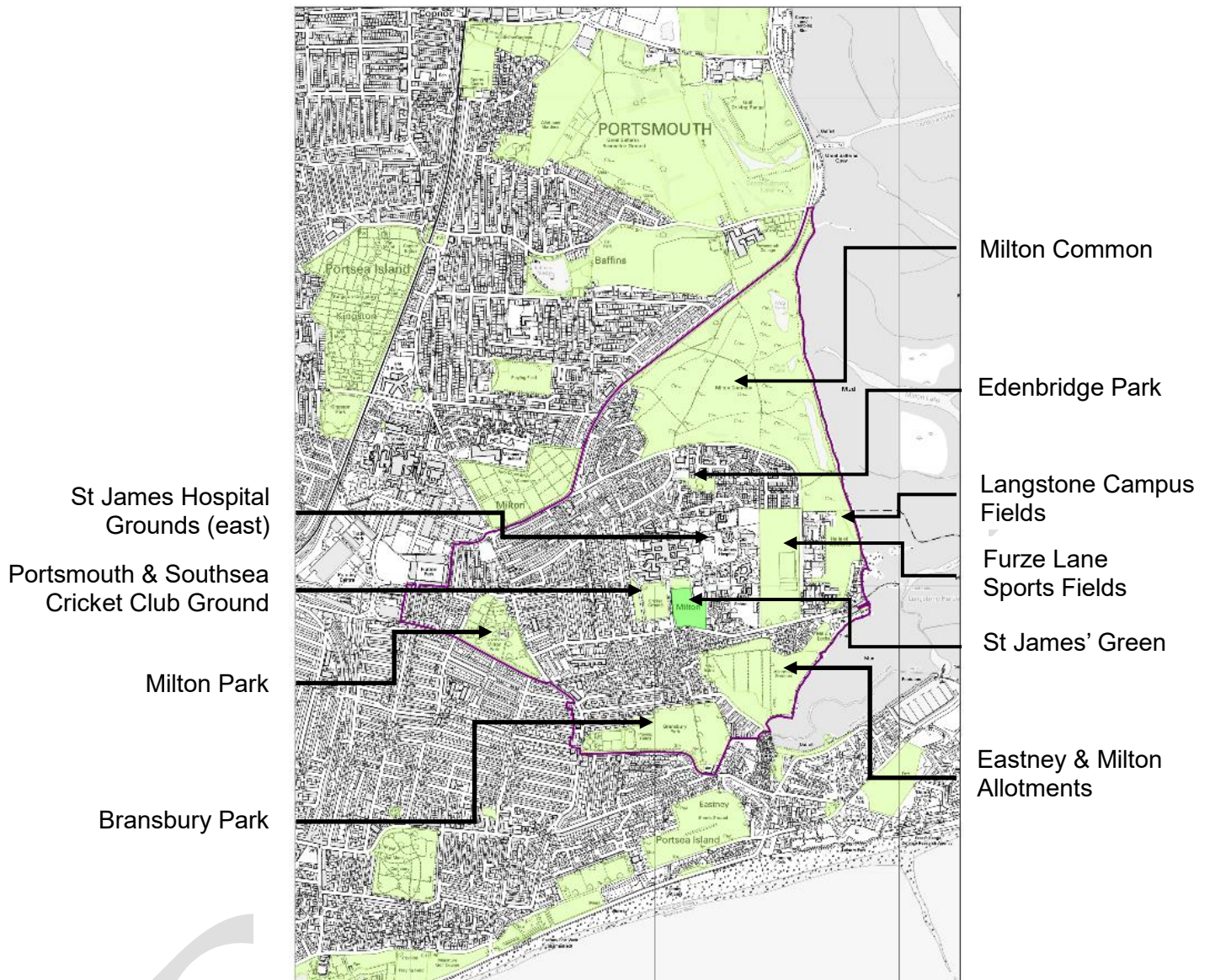
In addition to these criteria, National Planning Practice Guidance states:

“Local Green Space designation will rarely be appropriate where the land has planning permission for development. Exceptions could be where the development would be compatible with the reasons for designation or where planning permission is no longer capable of being implemented”.

Against the context of the criteria and guidance contained in the NPPF and NPPG, the following areas are designated as Local Green Space by this neighbourhood plan:

- St James' Green
- Portsmouth and Southsea Cricket Club Ground
- St James' Hospital Grounds East
- Milton Park
- Bransbury Park
- Milton Common
- Edenbridge Park
- Furze Lane Sports-Fields
- Langstone Campus Fields

- Eastney & Milton Allotments



Map 10: Green Spaces

Text for all of the following needs to be checked to ensure NPPF criteria (above) is addressed

St James' Green: This area was saved from over-development in 2002 by local residents and was handed over to the City Council so that it could be maintained as a local park for all to use. This area is particularly valued by the local community as the campaign to protect it was so widespread. The green is now used all year round by local families with their children and dogs as well as being host to the Annual Picnic on the Green event which sees the local community come together to celebrate the park and the area more generally. The site is currently owned by Portsmouth City Council.

Portsmouth and Southsea Cricket Club Ground: The St James' site, off of Locksway Road, has been home to Portsmouth and Southsea Cricket Club since the 1980s. The grounds are regularly used for cricket matches and training throughout the year as well as being utilised by local schools to host their sports days. The grounds are currently owned by NHS Property Services and leased to the Portsmouth and Southsea Cricket Club. The Cricket Ground has been designated as an Asset of Community Value (ACV).

St James' Hospital Grounds East: This green space has been a part of the St James' Hospital landscaped grounds since 1879. For almost 150 years, hospital patients have been able to access the green area for rehabilitation and leisure. In recent years, local people have also enjoyed access to the grounds for recreation and leisure. There are a number of fruit trees on the site which are utilised by residents every autumn as well as an abundance of wildlife. The site is bounded by Church View to the west, Nelson Drive to the north and Woodlands Walk to the east and south. St James' Chapel is sited in the southwest corner.

Need to make sure no conflict with St James' Policy.

Milton Park: Previously part of the James Goldsmith estate, Milton Park was bought by the then Portsmouth Town Council in 1912 and made into a municipal park. Today, the park continues to be widely used and includes a children's play area, tennis courts, skate park, bowling green and backs onto Milton Village Hall and Beddow Library. The park has a community action group which helps to maintain and enhance the park known as the Friends of Milton Park as well as being home to 'the Barn' which is a locally listed building. The park is currently owned by Portsmouth City Council.

Bransbury Park: Previously part of the James Goldsmith estate, Bransbury Park was bought by the then Portsmouth Town Council in 1911 and made into a municipal park. Today, the park continues to be widely used and includes a multi-use gaming area, Astroturf, basketball courts, netball courts, a children's play area, skate park, Bransbury Community Centre and miniature railway as well as forming part of Nation Cycle Network (Route 222). The park is currently owned by Portsmouth City Council.

Milton Common: The Common is reclaimed land. It was formed due to tipping in the large area of mud land that was called Milton Lake. Hence the Common is immediately adjacent to Langstone Harbour Special Protection Area, which has been designated mostly for the protection of significant numbers of waders and waterfowl, which spend the winter in the Solent. The area is now settled and is an extensive grassland forming a valuable wildlife habitat. The Common is a gassing landfill site subject to methane control measures as it is a former tip. There is an informal network of footpaths with the eastern footpath running alongside Langstone Harbour, which was recently re-landscaped as part of improvements to Portsmouth's flood defences. The common includes three freshwater lakes ('Frog', 'Duck' and 'Swan', home to many aquatic and avian species, including the internationally significant birdlife which uses the adjacent harbour). Milton Common is also home to Langstone Church, which encompasses *Little Bears Forest Pre-School*. The Common is owned and maintained by Portsmouth City Council and Portsmouth City Council approved its designation as a Local Nature Reserve in July 2015 in order to enable it to function under a mitigation framework for future recreational use connected to approval of proposed development in the Milton area which commenced in 2015 on the sites of the former Gleave and Light Villas in St James Hospital.

Edenbridge Park: Previously part of the St James' Hospital campus, the park was created as part of the new Edenbridge estate in the late 1990s. The park includes a children's play area and is a walking route from Milebush Road through to Mayflower Drive. The park is owned and maintained by Portsmouth City Council.

Furze Lane Sports-Fields: Formerly part of Milton Common "Pasture" on the eastern coastal fringe. In the 1960's the land became sports-fields associated with the Teacher Training College constructed on the east side of Furze Lane. With the transfer to the Polytechnic and subsequently the University, they have become increasingly intensively used for University team-sports with community clubs taking up spare capacity. The central grassed pitches were converted to Floodlit "3G" artificial turf with a planning condition requiring the compensating grassland Brent geese habitat loss to be protected at Langstone Campus. The pitches are owned and maintained by Portsmouth University.

Langstone Campus Fields: Related to the Sports fields, the former grassed football pitch on the east of the Langstone building complex can no longer be used for organised sports to comply with the 2010 synthetic pitch planning consent protecting the Chichester & Langstone Harbour SPA, RAMSAR and SSSI restrictions. The land is owned and maintained by Portsmouth University.

Eastney and Milton Allotments: Comprising 3 individual “parcels” on land formerly Milton Common “Pasture” known as Hope Cottage; Eastney Lake and Milton Piece bounded on the south and east by Langstone Harbour mudflats (now known as Lock Lake), an important habitat for wading birds. They are very popular and Portsmouth-wide there are around 500 applications pending. There are approximately 500 plots between the 3. Within Milton Piece allotment is a community allotment where groups can share in vegetable growing and is promoted by Portsmouth Health

Coastline

The Milton Neighbourhood Plan Area includes 1.5 miles of Langstone Harbour’s sheltered coastline with Portsea Island. Langstone Harbour has an area of about 7.5 sq miles linked by tidal channels with Chichester Harbour and Portsmouth Harbour. It receives two tidal surges daily; the flood takes about 7 hours and the ebb 5.5. The tidal range is between 0.4 and 5.0m AOD on the springs and 2.0 and 3.8m on the neaps.

[route map]

The Harbour is a shallow estuarine basin and, as far as the Neighbourhood Plan area is concerned, it is characterised predominantly by the invertebrate rich mud flats helping feed the Harbour's 40,000 visiting and native seabirds. Parts of the Harbour are a Sea Bass Nursery. Because of its significance as a seabird habitat the Harbour is designated as a Special Protection Area, a Special Area of Conservation, a RAMSAR and a Site of Special Scientific Interest. The grassland areas around the Harbour including the Langstone Campus sports fields and spaces together with Milton Common are important feeding grounds for dark-bellied Brent Geese overwintering from Siberia and representing 6% of the World's population. The Harbour, including the foreshore in the Milton Neighbourhood Plan area is managed by the Langstone Harbour Board from their offices at the Hayling Island Landing Stage. They are a Statutory Consultee in the preparation of this Plan. They have a Conservancy function and all vessels, visiting and resident, pay harbour dues and mooring license fees respectively. The largest vessels of circa 2,000 tonnes use the two commercial wharfs for marine aggregates at Bedhampton and Kendal's Quay. The latter is just north of the Plan area. Apart from a small fleet of inshore shellfish trawlers, and a deep-sea fishing boat charter business, the Harbour moorings are predominantly provided for recreational sailing (see photo 1: Boats, Geese and Mud).



Photo 1: Boats and Geese and Mud

An hourly Ferry service links Portsea Island with Hayling Island and provides the start and finish of the 14 miles “Langstone Harbour Waterside Walk” promoted jointly by The Harbour Board and by Portsmouth City, Havant Borough & Hampshire County Council's it is also

featured in the Long-Distance Walkers Association's list of walks. It is currently being consulted upon by Natural England to form part of England's Coast Path under the Marine and Coastal Access Act 2009. The route is a useful aid to the description of the Neighbourhood Plan coastline.

Beginning at Eastney Lake, the most south-westerly inlet of Langstone Harbour (see photo 2 Eastney Lake), the walk takes you around the edge of the Milton and Eastney Allotment site towards Milton Locks Nature Reserve. This section is inaccessible on Spring Tides and often muddy in winter. In that event, walkers are directed towards Bransbury Park where the walk re-joins the coast at Milton Locks.

Eastney Lake is an area for small craft moorings. Cormorants are often seen drying out their wings on the navigation posts. It will be one of the last “cells” in the Portsea Island Coastal Strategy to be protected with sea-defence improvements. The Strategy adopts a “Hold-the Line” approach to the whole of Portsea Island.



Photo 2: Eastney Lake

The Nature Reserve (see also photo 2: Eastney Lake) provides the last piece of natural shoreline on the Portsea Island side of Langstone Harbour with a “soft” edge between high tide and dry land showing the transition from harbour to land with no seawall. Insect-rich specialised grasses such as “Seacouch” and “Hard” grass are found just above the waterline and is home to many bird and butterfly species such as small copper, green-veined white and painted lady butterflies. Plants include common mallow, wild carrot, common vetch and autumn hawkbit. Bird species feeding on the mud banks include black headed and herring gulls, dunlin, oystercatcher, turnstone, ringed plover and redshank.



Photo 3: Milton Locks

The Reserve is managed by the City Council and supported by the Hampshire and Isle of Wight Wildlife Trust who help organise frequent educational events for children.

From the Reserve, the “Waterside Walk” heads towards the former Portsmouth-Arundel Canal at Milton Locks past the “Thatched House” Pub (part of which is C19th) where “Eastney Lake” merges into “Lock Lake”. The remnants of the Locks are Listed Grade 2. It features a cast iron

footbridge to access the public footpath and shore at the Locks Sailing Club (see photo 3: Milton Locks).

It is within Conservation Area 21 which includes the Langstone Harbour Fisherman's Association Clubhouse, the footpath and the "Hard" used by the Locks Club for low water access (see photo 4: Hard looking towards Hayling Island) and <https://www.portsmouth.gov.uk/ext/documents-external/dev-cons-area-21-guidlines-miltonlocks.pdf>



Photo 4: Hard towards Hayling Island

The coastline here has a seawall from the Sailing Club towards Milton Common past the 8 houses in Longshore Way and the playing fields at Langstone Campus (see photo 5: Seawall towards Milton Common). Historically "Beach Lodge" formed part of St James's Hospital Estate and was accessed directly from Furze Lane and lies at the southern end of the Hospital's former cornfields. The remains of the two "Hards" or walkways from the Lodge to the Marina Channel have now been obliterated with mud and weed deposited from incoming tides.

The Marina Channel links Southsea Marina with Eastney Point where the Harbour main entrance channel from the Solent ends (see earlier photo 4: Hard looking towards Hayling Island). This section of seawall is not in the current priority of "cells" for sea-defence improvements. *After Langstone Campus, the coastal footpath merges with the edges of Milton Common where the width of the Harbour across to Hayling Island can be appreciated.*



Photo 5: Seawall towards Milton Common

Milton Common is a local nature reserve artificially created from infilling "Milton Lake" in the 1960s and the former Harbour Wall is just visible at the southern end of "Swan Lake" where it connects with the recently widened footpath from Moorings Way to the Coastal path. The flood defences in this area have been improved under the Great Salterns Quay-Milton Common priority scheme. For the Coastal path this means "hardening" with a granite rock revetment. The Milton Common "Peoples Memorial" has been saved (see photo 6: "Peoples Memorial").



Photo 6: the "Peoples Memorial"

The "Peoples Memorial" was initiated in 2009 as a tribute to the Armed Forces servicemen and women using recovered materials from Milton's shoreline.

Coastal Area - Special Designations & Conservation

Langstone Harbour is a Site of Special Scientific Interest (SSSI), a RAMSAR and a Special Protection Area (SPA) within a Special Area of Conservation (SAC).

The SSSI is a National designation initiated for the Harbour as early as 1958 in recognition of its international importance as a rich intertidal system supporting high densities of intertidal invertebrates and large populations of migrant and overwintering waders and wildfowl, dependent upon them and upon the extensive beds of eelgrass species. The Harbour is among the twenty most important intertidal areas in Britain as a summer and autumn assembly ground for waders during the moult (when they require abundant high protein food) and as a post-moult wintering ground. It restricts various operations without the consent of Natural England including bait digging, land reclamation, sea-defence construction and recreational uses likely to damage the vegetation or fauna.

The RAMSAR designation is based on an International Treaty signed in the Iranian City of Ramsar in 1971, by a group representing 18 Government's and is a Convention on Wetlands of International Importance. The Ramsar Convention as it's now commonly called is the only international treaty that sets out to conserve just one type of ecosystem, our wetlands. The RAMSAR includes Chichester Harbour. The Langstone Harbour wetlands are a habitat for around 20% of visiting Little Egrets to Britain, 6% of the visiting population of Dunlins and, in the 1970s and 1980s, Langstone Harbour alone consistently supported in excess of 5,000 wintering dark-bellied geese *Branta Bernicia*, or 5-10% of the world population depending on fluctuating population levels. At certain times, as many as 20% of the black-tailed godwit, 8% of the ringed plover and 8-10% of the grey plover wintering in Britain have also been present in the harbour.

The SPA is a European designation following Article 4 of the EC Birds Directive which came into force in April 1979. This SPA covers both Langstone and Chichester Harbours. The purpose of the SPA is to protect the habitat of wading birds including the above together with the Little Tern and Sandwich Terns that migrate here in the summer months from the West Coast of Africa. 49 Sandwich Terns are claimed to have fledged this year.

The Harbour became a SAC in April 2005 and forms part of the wider Solent Maritime Conservation objectives. SACs are strictly protected sites designated under the EC Habitats Directive. Article 3 of the Habitats Directive requires the establishment of a European network of important high-quality conservation sites that will make a significant contribution to conserving the 189 habitat types and 788 species identified in Annexes I and II of the Directive (as amended). European sites are also afforded protection under the Conservation of Habitats and Species Regulations 2010 (Habitats Regulations).

The University Playing Fields abutting Langstone Harbour and to the west of Furze Lane are key Brent Geese high tide feeding and roosting sites. These are identified in the “Solent Waders and Brent Goose Strategy” (SW & BG Strategy) as sites P23B and P25 respectively. The Strategy is a non-statutory document presenting evidence, analysis and recommendations to inform decisions relating to strategic planning as well as individual development proposals: see <https://solentwbgs.files.wordpress.com/2017/02/solent-waders-and-brent-geese-strategy.pdf>

Milton Common is a Local Nature Reserve; see <https://www.portsmouth.gov.uk/ext/documents-external/dev-site-allocations-localwildlifesites-cd-jan14.pdf> It is described in the City Council's 2015 Milton Common Restoration Management Framework “as one of the most valued open spaces in Portsmouth and is one of very few semi-natural areas on Portsea Island where it is truly possible to escape the built-up nature of city life”. It was reclaimed from the sea in the 1960s, and has changed significantly over the past 60 years through the settlement of dumped building materials and their degradation and the proliferation of brambles and scrub. It now contains a vast array of wildlife, making it intrinsically valuable in its own right as well as being highly regarded by local residents.

The Restoration Framework is aimed at improving Milton Common to become the first choice for people who want a semi-natural space to escape city life, enjoy quiet recreation and appreciate the intrinsic value of the natural environment, see <http://democracy.portsmouth.gov.uk/documents/s8065/Appendix%20A%20-%20Milton%20Common%20LNR%20Restoration%20and%20Management%20Framework.pdf>

Milton's “Pocket” Nature Reserve (also referred to in the Council's “Local Wildlife Allocations”) is sited at the upper end of Eastney Lake near the entrance to the “Thatched House” pub. It is a small block of upper salt-marsh and associated rank grassland and coastal scrub. The site also contains the county scarce Sea Radish (*Raphanus Raphanistrum* subsp. *martimus*) together with the House Sparrow (*Passer domesticus*) and the Starling (*Sturnus vulgaris*). Both of these bird species are listed for conservation “concern”.

As with the Common it would benefit from some further active management but it is a highly valued and tranquil refuge.

COASTAL CONSERVATION AND CONFLICTS

The most significant wildlife and environmental conservation objectives are provided for by Statute as discussed in the Section on Coastal Designations.

The character of the Milton coastal scene is influenced by the seasonal migrations of several different wading birds, wildfowl and Terns. Most obvious however is the influx of several thousand dark-bellied Brent Geese in October from Siberia.

The two fields on the University's Langstone Campus site are important high-tide feeding and roosting sites. The Campus field adjacent to the Harbour is restricted by a planning condition imposed on the consent to the creation of artificial grass on part of their sports field grazing land east of Furze Lane: http://publicaccess.portsmouth.gov.uk/online-applications/files/3BED25E8888B07BCBBBAE27F20226D7/pdf/10_00518_FUL-



Photo 7: Langstone Campus fields

Brent Geese feed in daylight and the use of terrestrial feeding sites is greatest at high tide. Harsh winters also cause an increased use of terrestrial sites as eelgrass dies back.

The suitability of sites for Brent Geese depends on distance from the coast, the size of the grazing area, the type of grassland management, visibility and disturbance. Brent Geese prefer large open sites with clear sight-lines and short, lush grass for grazing. Much energy is expended travelling between feeding areas, so sites adjacent to the coast are ideal.

Disturbance affects Brent Geese such that when mildly alarmed, they raise their heads but quickly resume feeding. With increased levels of disturbance, they fly away and resettle when the disturbance has abated, or look for another quieter site nearby. The effects of disturbance create a double “jeopardy” by reducing feeding opportunities whilst simultaneously depleting stored energy when taking to the air.

The evidence of new housing development reducing the quality of the habitat in the Solent SPAs is widely accepted and the City Council produced in April 2014 a Supplementary Planning Document (SPD) entitled the Solent Special Protection Areas; see <https://www.portsmouth.gov.uk/ext/documents-external/pln-solentspas-spd-adoptionspd.pdf>.

For Langstone Harbour and the adjoining Brent Geese feeding areas the biggest issue is the popularity and proliferation of dog walking which has also become an unregulated mini-business opportunity. Although a nuisance to small children and adults alike, the fear and stress to Brent Geese and nesting Swans on the Milton Common Lakes caused by poorly controlled dogs cannot properly be mitigated by an occasional Ranger presence.

The University's Langstone Campus site being adjacent to the shore **and** a site being vacated was considered in the proposed Portsmouth “draft” Site Allocations of 2014 as a potential housing opportunity. It was never carried forward but is being consulted upon again as a residential site in the Council's “Issues and Options” for the emerging Portsmouth Plan.

Taking account of the research and available published reports, a residential use immediately adjacent a nationally and internationally protected Harbour conflicts with all the social and environmental objectives aspired to in the NPPF. See the Core Planning Principles in para 17 together with paras 109, 118, and 119 relating to the conservation of the natural environment.

The Milton Common Restoration referred to in the Coastal Designations section earlier aims to divert recreational pressure away from the shoreline and improve its quality but even if the Restoration **is** managed in accordance with the Framework Strategy, it is inconceivable to understand why any future residents of the Langstone Campus site would want to take their dogs some 500m for a walk in those parts of Milton Common away from the shore when there is a field and a coastal footpath some 50 to 75 metres away. Currently dog-walkers on the Common from Milton and elsewhere in the City prefer to walk along the shore anyway especially as the sea-defence works have improved the footpath.

So, if the objectives of the Solent Maritime SPA “mitigation” is compromised by the improved shoreline footpath, any new residential use so close to the Harbour shoreline will only exacerbate the wildlife habitat stress.

The Milton Neighbourhood Plan considers Langstone Campus is better suited to education, not just because of the deficit in school-places, **but** the grassland can be managed and maintained to a suitable standard for Brent Geese feeding **and** be a use consistent with the requirements of the SPA Supplementary Planning Document.

In any event, subsequent to the City Council's SPD, the other 15 Local Authorities and Wildlife Bodies have co-opted to prepare the Interim Solent Recreation Mitigation Strategy dated December 2014. The estimated 52 million annual visits to the Solent's coastline will be increased by the sub-region's aspiration to provide another 121,500 new homes by 2034 (PUSH Position Statement 2016). Even if this could be achieved and be “sustainable”, the improvements to Milton Common are not provided to address these (see para 5.5 of the Milton Common Restoration Framework).

This Framework does not address any effect which a Campus residential redevelopment or Hospital re-development could cause on the Langstone Harbour SSSI or the Solent Maritime SPA (see para 5.6).

More importantly, the Restoration Framework will not even mitigate the harm to the Langstone Campus sports fields by the increased residential development at St James' Hospital. Para 5.7 of the Framework is explicit in stating “the wildfowl and waders using the two SPAs also use a variety of terrestrial sites to feed and roost on at high tide. There are several of these in the Milton area which collectively form a network of sites which are used by SPA species at high tide. However most notable are the two playing fields at the University of Portsmouth's Langstone campus. These are part of the potential development site and the western field directly abuts the St James's Hospital sites. This Management Framework does not address any impact which development could have on these high tide feeding and roosting sites”.

Finally, the Restoration Framework will not address any impact which the development could have on biodiversity generally, such as destruction of on-site habitat, or any impact which the development might have on a European Protected Species (para 5.8)

In summary, the inherent conflicts of large-scale housing development in Milton on the local wildlife habitats will increase the recreational stresses and the Neighbourhood Plan is therefore proposing an alternative option for Langstone Campus.

This plan recognises the need to maintain the existing ‘green corridor’, which exists throughout Milton, to retain the current levels of wildlife, and to link the following sites referenced in the Green Spaces Map at Map 6, on page 36.

- Milton Common,
- Edenbridge Park
- St James Hospital Site, including St James East, the Cricket Ground, St James Green
- Milton Piece Allotments,
- Gisors Road estate walled garden
- Milton Park
- Bransbury Park
- The adjacent (but not included) Milton Cemetery

DRAFT

Policies

This section of the Neighbourhood Plan contains policies for development management. Most of the policies apply across the neighbourhood area. The exceptions to this are the special policy areas, which apply to the areas indicated on the accompanying plans.

Overall Growth Strategy for Milton

One of the basic conditions for 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 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.**

Growth in Milton will be concentrated around the redevelopment of part of the St James' Hospital site and possible redevelopment of the built 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
- 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 and Evidence

There is a need for balanced mix of uses to be maintained in Milton, including a range of community facilities to support local communities. This includes health, educational, leisure and employment uses, including facilities in walking distance where possible. This will ensure that Milton is a sustainable community and reduce the need for car journeys.

Insert short para summarising evidence

The National Planning Policy Framework states, in para 156 that an important dimension of sustainable development is to create “accessible local services that meet the community’s needs and support its health, social and cultural well-being”.

Paragraph 70 of the National Planning Policy Framework states that

“to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- Plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- Guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs;

- Ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- Ensure an integrated approach to considering the location of housing, economic uses and community facilities and services”

Community Policies

COM1. Community Facilities

Development proposals that affect existing community facilities in Milton will be considered for approval, providing they do not have any significant adverse impact on the community value of the facility.

Interpretation

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

COM2. Public Houses

Development proposals involving the use and development of public houses will be considered for approval, 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;
- there is no significant adverse impact on road safety.

Interpretation

This policy allows public houses to expand and diversify, but also ensures that the core use as a public house is not lost.

COM3. New Community Facilities

New community facilities will be considered for approval, providing there is no significant adverse impact on:

- the amenities of any nearby residential properties;
- road safety.

Interpretation

This is an enabling policy for new community facilities. Such facilities could include a school or other educational uses, medical and other community uses.

Housing Purpose

To enable and ensure a balanced mix of housing in Milton, to meet local need and to address deficiencies in existing provision.

Rationale and Evidence

Paragraph 50 of the National Planning Policy Framework seeks to

"deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities", and that local planning authorities should "plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community", and "identify the size, type and tenure and range of housing that is required".

Housing Policies

HSG1. Housing Mix

Residential development must include a balanced mix of house types to meet local need. The mix of housing should include:

- larger family houses suitable for local families to move into;

- smaller family houses suitable for first-time buyers and those wishing to downsize;
 - specialist accommodation suitable for the elderly, vulnerable or disabled persons;
- The proportions of each will need to be based on evidence of local housing need.

Interpretation

Developers will need to demonstrate that the mix of house types included in new residential development help to address local need. Evidence of such need will need to be referenced to support planning applications.

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).

HSG2. Affordable Housing

Affordable housing provided as part of development proposals should be interspersed with open market housing.

Interpretation

This policy seeks to encourage integrated communities by requiring development to be tenure 'blind', with affordable provision mixed in with standard accommodation.

HSG3. Housing Standards

New housing development must include:

- secure, covered storage for cycles;
- screened storage space for bins and recycling;
- access to active outdoor space, whether in the form of gardens or shared open space near to the housing that it serves.

Where possible, schemes should include scope for adaptation and extension, to meet changing needs.

Interpretation

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

HSG4. Small Housing Schemes

The following types of housing are especially supported:

- Self-build schemes
- Innovative schemes that incorporate sustainable construction and low carbon use.

This policy seeks to enable individual and innovative designs through self-build and use of high-performance and low-carbon design and construction.

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 and Evidence

To remain a sustainable neighbourhood, Milton must maintain a balanced mix of uses, reducing need for travel. This includes local employment opportunities and retail facilities. Change of use of commercial, industrial and retail areas to housing would create a mono-use area. In some instances, it could cause conflict by introducing incompatible uses in close proximity. The viability of retail areas requires retention of a core of retail facilities, together with compatible uses, such as cafes, restaurants and recreational facilities.

Insert short para summarising evidence

Page 29 of *Updating the evidence base on English cities* (Final Report, DCLG, January 2011) states:

“Recent growth in retail and construction sectors, particularly around the recent development of city-centres (Portsmouth, Newcastle, Sunderland, Middlesbrough are amongst some of the cities where the retail sector outperformed the average).”

The National Planning Policy Framework (NPPF) states that:

“Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.” (Para 23, P7 National Planning Policy Framework, Communities and Local Government, March 2012)

Economy, Employment and Retail Policies

EER1. Warren Avenue and Mallard Road Industrial Estate

Planning permission for the development of land and buildings in the Warren Avenue and Mallard Road Industrial Estate (see plan **) will be considered for approval where the proposed uses are compatible with other commercial and industrial uses. Compatible uses would include those falling in Use Classes B1, B2 and B8.

Interpretation

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

EER2. Employment

New development or changes of use to create light industry or office uses will be approved within the Milton area, subject to:

- Causing no significant adverse impact on traffic congestion and safety;
- Causing no significant adverse impact on the amenities of nearby residents;
- Preserving or enhancing the historic and natural environments;
- Locating loading and service areas away from road frontages and providing suitable screening and landscaping.

Interpretation

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

EER3. Eastney Road Retail Area

Planning permission for change of use and adaptation of retail and other premises in the Eastney Road Retail Area (see Plan **) will be considered for approval where the proposed uses would complement or enhance and not harm the viability of the area as a retail centre. Complementary uses could include cafes, restaurants and cultural and recreational uses that are freely open to the general public.

Betting shops and takeaways will only be approved where:

- there is no loss of retail street frontages within the retail area;
- there is no significant adverse impact on amenity;
- there are no adverse impacts on highway safety or capacity.

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 superfast-speed Internet connectivity.

Interpretation

This policy ensures that development is sustainable, recognising the importance of 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 and Evidence

Considering design through the planning process is not about imposing anyone's stylistic preferences, as the NPPF makes clear. It is about ensuring development takes account of its context and of a range of issues, such as function, safety, connectivity, permeability and the creation of legible and distinctive townscape. There is a clear link quality of environment and an area's ability to attract investment, population and visitors. For Milton, with its coastal setting, this is especially important.

Insert short para summarising evidence

Complementing the built landscape context is not about stylistic copying, but about analysing and understanding the process that has created the current environment. Understanding historic places in particular is about understanding the process of change that has occurred and identifying the more timeless qualities of place, such as the coastal environment and layout and townscape characteristics.

Paragraph 56 of the NPPF states:

"good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people".

Paragraph 58 states:

"Planning policies and decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping".

For Milton, these requirements are interpreted in design policy PLD1.

Paragraph 59 and 60 states:

"design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally ...

Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

The following policy avoids stylistic prescription. However, Milton is a distinctive area and it would be inappropriate to impose a generic design solution of off-the-peg houses or a highway-standards-derived layout. Instead, the layout and form of the development should be based on a clear urban design and landscape framework. This should be consulted on, prior to detailed design works taking place.

The Design Council's 'Building for Life 12' document provides a useful checklist of design, community and sustainability factors to consider. These have informed the following policy.

Paragraph 62 of the NPPF states:

"Local planning authorities should have local design review arrangements in place to provide assessment and support to ensure high standards of design. They should also when appropriate refer major projects for a national design review. In general, early engagement on design produces the greatest benefits. In assessing applications, local planning authorities should have regard to the recommendations from the design review panel".

Design review would be expected for any significant development, in particular development on the St James' and Langstone sites (see later special policy areas).

Paragraph 63 of the NPPF states:

"In determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area".

The following design policy supports innovative designs that incorporate superior environmental performance.

Paragraph 66 of the NPPF states:

"Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably".

The following policy emphasises the importance of community engagement at the pre-design stage, rather than consulting later, when there is less scope for influencing design.

Summary of urban design analysis. Includes townscape, key routes and spaces, pedestrian permeability, legibility, enclosure, legibility, etc.

Building for Life 12 provides a useful checklist of design, community and sustainability considerations and has informed the following policy.

Place and Design Policies

PLD1. New development must be well designed and sustainable. This includes:

1. **Comprising creative, site-specific design solutions, based on analysis of the coastal, landscape and townscape setting of Milton;**
2. **Complementing the established character of Milton in terms of urban form, spacing, enclosure and definition of streets and spaces, and degree of set-back from streets;**
3. **Designing buildings, streets, spaces, landscaping and planting to create a safe, locally distinctive and well-functioning environment, with a sense of place;**
4. **Creating attractive, safe and convenient environments for pedestrians, with streets and spaces overlooked by active building frontages, to create natural surveillance;**
5. **Providing streets that encourage low vehicle speeds and which can function as safe spaces for pedestrians;**

6. **Providing for a balanced range of transport options, and convenient pedestrian links, including links to surrounding public transport services;**
7. **Providing a mix of car-parking provision as an integral part of the layout, so that it does not dominate the streets and spaces;**
8. **Clearly distinguishing between public and private spaces, thereby avoiding the need to create dead frontages by placing high walls or fences adjacent to streets and spaces;**
9. **Using high-quality, durable materials, to complement the site and context.**
10. **Responding to views and landmarks visible from within sites in the design the layout of the development;**
11. **Including SUDS to prevent rainwater runoff into the sewage system and ensuring hard surfaces are permeable, to reduce rainwater runoff.**

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.

Separation of 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.

It will certainly be necessary to use a capable and skills 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.

Renewable and Low Carbon Energy

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.

Interpretation

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.

Natural Environment

Purpose

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

Rationale and Evidence

Insert short para summarising evidence

Paragraph 109 of the National Planning Policy Framework (NPPF) requires that:

"the planning system should contribute to and enhance the natural and local environment by:

- protecting and enhancing valued landscapes, geological conservation interests and soils;
- recognising the wider benefits of ecosystem services;
- minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and
- remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate".

Paragraph 110 states:

"In preparing plans to meet development needs, the aim should be to minimise pollution and other adverse effects on the local and natural environment. Plans should allocate land with the least environmental or amenity value, where consistent with other policies in this Framework".

Paragraph 114 of the NPPF encourages the:

"Local planning authorities should:

- set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure; and
- maintain the character of the undeveloped coast, protecting and enhancing its distinctive landscapes, particularly in areas defined as Heritage Coast, and improve public access to and enjoyment of the coast".

Paragraph 116 states that planning permission for major development should be refused in designated areas, except in exceptional circumstances.

Paragraph 119 states:

"The presumption in favour of sustainable development (paragraph 14) does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined".

This is clearly of particular relevance, including for the Langstone site.

Natural Environment Policies

ENV1. Local Green Space

The Local Green Spaces designated by this neighbourhood plan will remain as green spaces. Small-scale built development may be allowed, providing:

- **The open and green character of the space is maintained and not compromised;**
- **The facilities support the community use of space.**
- **The community, wildlife, amenity and other values as a Local Green Space are enhanced.**

Interpretation

Examples of development that would be allowed by the policy include:

- A sports pavilion, to support the use of sports pitches;
- Storage facilities for tools and equipment used for maintaining green space;
- A small refreshment kiosk to support the recreational use of space.

ENV2. Protected Sites

Development must not have any significant adverse impact on protected sites and demonstrate that it has taken opportunities to enhance protected sites and their surroundings. This includes:

1. **Taking full account of the ecological and wildlife values of the area and the need to support nature conservation and biodiversity.**
2. **Retaining existing trees and incorporating high quality planting and landscape design in new development;**
3. **Preserving the value of the area for migrating birds.**

Any removal of protected trees will require replacement by the same species or suitable alternative.

Interpretation

Where protected trees are to be removed and replaced, details should be agreed by Portsmouth City Council's Arboriculture Officer. Replacements will usually be expected to be planted in the same location unless exceptional circumstances prevail.

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

- avoiding use of gravel board bases to fencing;
- incorporating gaps to allow hedgehogs to move between gardens without hindrance;
- building bat roost tiles into roofs to allow roosting.

TRANSPORT

Purpose and Rationale

In policy terms, car-dependency can be discouraged but not dismissed as it is too established in our way of life. The major challenge of traffic restraint is accessibility. Whatever measures are implemented, people must have the means to get to their destinations.

The Milton Neighbourhood Plan can however enhance Sustainable Transport options with pedestrian and cycle friendly street design in new developments and through safeguarding and improving the existing Sustrans¹ network. It must require new developments to provide electric vehicle charging points.

Improvements to Public Transport will be supported (see pages XX-XX) and should be part of the mix in choices notwithstanding the bus operators are no longer controlled by the City Council.

Evidence

Paragraph 29 of the NPPF states:

“The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel”.

Paragraph 30 states:

“Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport”.

Paragraph 32 sets out that all developments generating significant amounts of transport movement should be supported by a Transport Statement or Transport Assessment. By virtue of the high peak-time congestion at all of the Plan area junctions and the inadequacy of Portsmouth's highway network generally, almost any development will exacerbate high air pollution levels (see section on Air Quality). It will be essential therefore that Transport Assessments on even moderate sized new developments can robustly demonstrate the highway network can be sufficiently improved to accommodate the additional vehicular demand.

Paul P, this is where I think where we could slip in the findings of the IHTC Report of Feb 2015 if we agree?

Paragraph 34 states:

“Plans and decisions should ensure developments generating significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximized”.

Paragraph 35 states:

“Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to accommodate the efficient delivery of goods and supplies;

- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
- incorporate facilities for electric vehicle charging plug-in and other ultra-low emission vehicles; and consider the needs of people with disabilities by all modes of transport.

Clearly, the Milton Neighbourhood Plan Area is not in a suitable location for minimising the need to travel because most of the traffic at the morning peak heads northwards towards the mainland and returns in the evening peak (see WSP Traffic Surveys March 2017) ².

Paul P, can we reference these in a meaningful way?

Services around the main sites

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.

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 to provide safe passage to Locksway Road from Milton Common. Opportunities to improve the 222 routes from Ports Creek to

Furze Lane along the Harbour edge will be sought from the planned sea-defence improvements scheme.

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

Paragraph 36 requires all developments generating significant amounts of movement to provide a Travel Plan. This is especially important in Milton for the reasons already stated. Transport plans will need to address traffic capacity into the neighbourhood area, including wider connections onto the 'island'. In addition, they will need to address pedestrian and cycle priority and public transport services.

Paragraph 37 states:

"Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities".

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.)

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

Policies

TSP1. Vehicle Capacity and Safety

Significant new development will be expected to demonstrate that vehicle capacity into the Milton area is adequate to accommodate additional vehicle movements generated. Significant development would include residential schemes of 20 or more houses.

All development must demonstrate that it would have no significant detrimental impact on traffic safety, air-quality and congestion of the highway network and provide any highway improvements necessary to accommodate additional traffic generated.

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

New development must protect, maintain and develop balanced transport provision, including:

- giving priority to the needs and convenience of pedestrians and cyclists;
- providing secure, weatherproof and convenient facilities for storage of cycles;
- enabling easy pedestrian access to surrounding public transport facilities;
- Providing electric charging points for electric vehicles.
-

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.

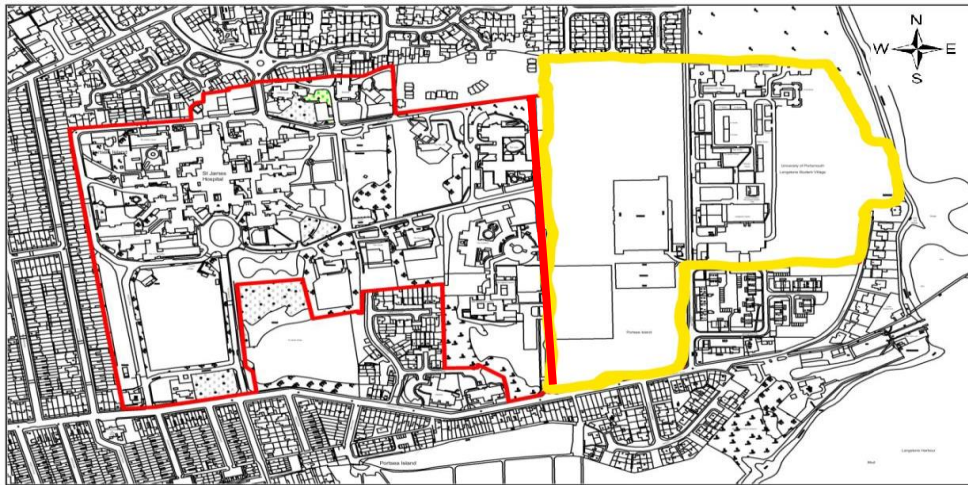
For housing development, sufficient parking is required overall. However, it is recognised that choice and variety are important, rather than imposing ridged standards, recognising that different households have requirements.

DRAFT

Special Policy Area - St James' Hospital Site

Purpose and Rationale

To ensure that the development of this strategically important site in Milton is sustainable and enhances the site and context. The aim is to secure a high-quality and sustainable design solution, adding to the local distinctiveness of the area, and to create a mix of residential and community uses in a place to be proud of.



Map 8: St James' Site (red border)

Evidence

As a strategically important site within the Milton area, St James' Hospital site is expected to deliver an exemplar residential development, to meet local needs. Other uses, include education and healthcare to service local needs and reduce car-dependency. Other community facilities and commercial space may also be included. The site is occupied by an NHS hospital complex, part of which is proposed for redevelopment

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.

Paragraph 131 of the NPPF states:

In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

At the heart of the site is a group of historic buildings designed by George Rake, a grade II listed main building at the centre, with related unlisted buildings around it, and a grade II listed chapel by the same architect. Surrounding the main building, Beeches and Fair Oak villas, designed by E A Cogswell, were constructed in the early 20th century. There are also two "pauper" villas closer to the Hospital spatially and functionally as their 'clients were expected to work in the farm immediately to the north. These buildings and the landscape setting (including trees) are key contextual features for development to respond to. The buildings are "Curtilage Listed" and clearly capable of reuse and incorporation into the redevelopment scheme. Lancaster House was added in the 1930s, and was much loved by the artist, Edward King, a long-term resident of St James'.

There are also poor-quality buildings within the site and demolition of these is encouraged, such as Langstone and Turner.

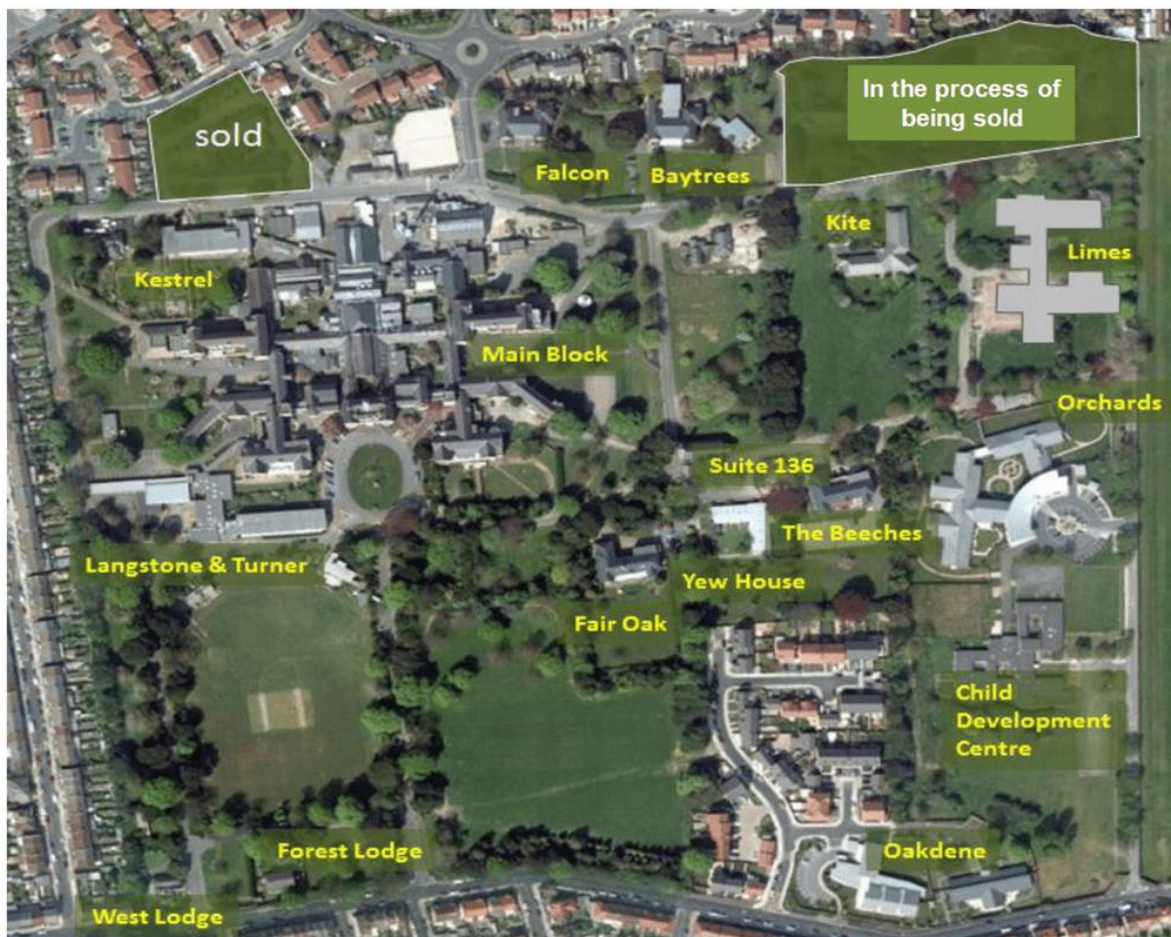


Image 8: St James, key buildings 1

Portsmouth, especially Portsea Island, is an exceptionally high-density area in terms of population. The preservation of green spaces is a vitally important part of ensuring that Milton contributes positively towards the Council's "Strategic Objectives and Priorities"¹⁸ in supporting the health and well-being of residents by providing access to healthcare, protecting/enhancing open spaces, providing sports and leisure opportunities, tackling air pollution and providing for biodiversity. The hospital site was once much larger, with approximately 4 ha of playing fields but over the years these have been lost to residential uses.¹⁹ This current Brief covers the last phase of residential development. Further land loss would erode the unique character of the St James' area.

The surrounding context includes large areas of housing and the University of Portsmouth Langstone Campus. Further out to the north is Milton Common, to the east is the coastal area and Portsmouth Harbour, and to the a few miles to the west is Portsmouth City Centre.

To the west and south of the site are areas predominantly of two-storey terraced housing, of brick and tile construction. Many have front bay windows and have frontages set back behind shallow front courts. Some of the streets are simpler in design, with flat front elevations immediately abutting the rear of the footway.

To the north of the site are areas of more recent housing. This is often characterised by standard modern house types and layouts based on highway standards and plot divisions,

¹⁸ <https://www.portsmouth.gov.uk/ext/documents-external/lplan-issues-and-options-paper-july-2017.pdf>

¹⁹ http://publicaccess.portsmouth.gov.uk/online-applications/files/FBDCF844837CF6674C46D409DC1A0DE8/pdf/A_20261_AB-OS_EXTRACT-LOCATION_SITE_PLAN-279973.pdf

with little to make it locally distinctive or demonstrate a place-making approach. Such development is clearly inappropriate on the St James' site, given its historic buildings in a landscape setting.

Architecturally, the Milton area is diverse, reflecting the changes in construction, fashions and functional requirements of different periods of construction. Thus, a process of change over time has been (and is) fundamental to the character of the area and in understanding the nature of the historic environment. Whilst the architecture and buildings have changed, the layout and townscape offer more timeless aspects of character. Understanding context as a dynamic rather than a static concept is fundamental in developing an appropriate response to the St James' Site.²⁰

Policies

STJ1: St James' Hospital Site

In addition to applying the other policies contained in this plan, development proposals must respond to the following brief for the St James' site.

Suitable uses for the St James' Site are:

- **Mixed use development including residential with community and employment**

Interpretation

Although it is envisaged that the development of the site is likely to be primarily for residential purposes, the policy does enable mixed use, with residential as part of the mix.

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

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.

²⁰

¹ <https://www.portsmouth.gov.uk/ext/documents-external/lplan-issues-and-options-paper-july-2017.pdf>

² http://publicaccess.portsmouth.gov.uk/online-applications/files/FBDCF844837CF6674C46D409DC1A0DE8/pdf/A_20261_AB-OS_EXTRACT-LOCATION_SITE_PLAN-279973.pdf



Image 9: Possible new building style

Landscape

Development should complement the high-quality landscape setting, including retention and incorporation of existing trees into the layout. The trees are protected by a tree protection orders (TPOs).

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 Urban Drainage Systems 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 movement across and within 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 welcomed in particular, in line with Paragraph 63 of the NPPF.

Renewable and Low Carbon Energy

To help increase the use and supply of low carbon energy as described in Paragraph 97 of the NPPF, the re-use of the main Hospital's central boiler house will be encouraged to supply an estate-wide community energy and heating supply.

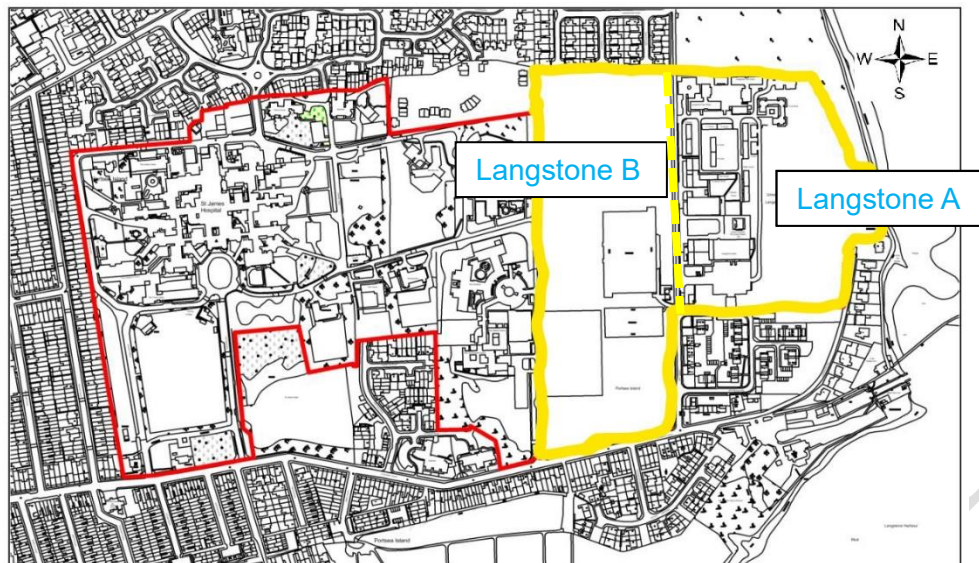
Design Review

For a site of this importance, independent design review is essential, as described in Paragraph 62 of the NPPF. This is suggested at a relatively early and conceptual stage, and then to test detailed design proposals at a later stage.

Special Policy Area - Langstone Campus

Purpose and Rationale

To ensure that the development of this strategically important site in Milton is sustainable and enhances the site and coastal. The aim is to secure a high-quality and sustainable design solution, preserving and complementing the sensitive coastal landscape.



Map 9: Langstone site (yellow border)

Evidence

National (NPPF) policy on a range of issues is outlined within the previous sections of this plan. Of particular relevance are the policies set out in the sections on the Natural Environment, Place and Design and Transport.

The Langstone site is characterised by its open appearance, with a lack of trees or shrubs, in contrast to the nearby hospital grounds. The site is roughly in two halves divided by Furze Lane with the west side being used as playing fields with artificial floodlit pitches for various sports and the other, accommodating buildings belonging to Portsmouth University Student Village.

The architecture is mainly undistinguished. The site includes four storey student halls of residence and understated three-storey former teaching buildings, arranged around grassed 'courtyards'. The Barnard Tower is a 13-storey tower block with its staircase expressed by window openings. This is used as a Halls of Residence by the University.

The playing fields are heavily used by dark bellied Brent Geese, flying from the Arctic Circle and Siberia in the winter months. They migrate in family groups and stay together to breed and they've always been a significant part of the character of Milton's coastline. Artificial sports pitches have already compromised the site's wildlife value.

Any redevelopment of the campus site would need to take full account of this habitat. Long-term maintenance is an issue for any development, including consideration of RSPB standards for migrating bird habitat.

Portsmouth, especially Portsea Island is an exceptionally high-density area in terms of population. -The preservation of green spaces is a vitally important part of ensuring that Milton contributes positively towards the Council's "Strategic Objectives and Priorities" ¹ in supporting the health and well-being of residents by providing access to healthcare, protecting/enhancing open spaces, providing sports and leisure opportunities, tackling air pollution and providing for biodiversity.

The coastal area to the east of the site is a Special Protection Area (with RAMSAR status), to which the Habitat Regulations apply. Portsmouth has prepared a supplementary planning document on the SPAs.

To the north and the south of the site are housing areas (post-war). The southeast corner comprises four-storey blocks of flats, owned by the City Council. Also to the north of the site is Milton Common, which is a Local Nature Reserve. To the west is the St James Hospital site, which is the subject of a separate development brief.

Past development of the site east of Furze Lane had negative impacts on the protected coastal area and there is a preference for reclaiming as open space including recreational uses.

This brief guides the master-planning and development of the Langstone Campus. The aim is to ensure that development is sustainable and appropriate to the coastal environment.

Given the importance of the site and the need to avoid incremental and fragmented development, a comprehensive masterplan for the site should first be prepared, so that it can accompany planning applications. This ensures that, if the site is developed incrementally, each scheme forms part of a wider design and landscape framework.

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

There are two fundamental issues that need to be addressed to establish that the site is capable of redevelopment, without conflicting with NPPF Policy or breaching EU obligations. These are consideration of traffic and environmental impacts.

Policy

LAN1: Langstone Campus

In addition to applying the other policies contained in this plan, development proposals must respond to the following brief for the St Langstone site.

The granting of planning permission on Langstone Site A (see plan) will be considered for the following uses:

- continuing educational use, including the possibility of changing part or the entire campus site to a local school.
- demolition of parts of the site to create recreational and sports facilities or green open space;
- medical or other community facilities (this could include facilities to support home-based working);
- reclaiming the entire site as part of the coastal environment.

The granting of planning permission on Langstone Site B (see plan) will be considered for the following uses:

- recreational and sports facilities or green open space, either ancillary to the educational use of the site or as independent facilities.
- reclaiming the entire site as part of the coastal environment.
- Other uses that maintain the open character and wildlife value of the site.

For both sites Langstone A and B, any new or modified uses would need to be sustainable and appropriate to the coastal environment by:

- Avoiding any significant overall intensification of use on the site, especially in terms of vehicular traffic generation.
- Enhancing and not damaging wildlife habitats, especially migrating sea-birds, the Local Nature Reserve or the Special Protection Area.

Interpretation

This policy sets out different suitable uses for the built campus (Site A) and the open areas of the campus (Site B). For site A, redevelopment is enabled for the uses set out. For site B, any redevelopment would need to preserve the open character of the land and its value as a bird habitat.

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

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.

Environment

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. 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. Redevelopment, if allowed, should not have any further harmful impacts.

Traffic

A starting principle should be that new development must be balanced by demolition of existing development, in terms of floor space, intensity of use and traffic generation. The exception to this would be where it could be demonstrated that the impacts of redevelopment would be balanced by measures to enhance the coastal environment.

Before redevelopment is considered, full assessment should be made of 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 of air quality should be given careful consideration, including the impacts of pollution on human health and on the area's protected landscapes and habitats.

Mixed Use

Part of the Langstone Campus was subject to a SHLAA estimate for 110 residential units at Furze Lane. However, no formal site allocation was ever made. Furthermore, the SPA Designation and other sustainability considerations make clear that Furze Lane is not a suitable or sustainable site for large-scale housing development.

The sports site has been identified as having significant wildlife value. Any changes to the site should take account of its value as a wildlife habitat. For example, there should be no further expansion of the use of artificial turf. Very small scale built development on this part of the site may be considered, providing it supports the wildlife and community value of the site and is sited and is of such a scale that it does not compromise the open quality of the site.

For any redevelopment of the built university campus, it is necessary to address the environmental and traffic issues identified in the previous section of this brief.

Pedestrians

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

Before formulating development proposals for the site, it is desirable to undertake an audit and assessment of community facilities in and around the site and to ensure that development incorporates easy access in its design and layout.

Sustainable Construction

Design solutions that incorporate superior environmental performance will be welcomed in particular, in line with Paragraph 63 of the NPPF.

Renewable and Low Carbon Energy

To help increase the use and supply of low carbon energy as described in Paragraph 97 of the NPPF, the re-use of the Langstone Campus site should take advantage of its open character and be required to provide Roof-mounted Solar PV panels. Opportunities for a site-wide community energy scheme should be considered at an early stage.

Design Review

For a site of this importance, independent design review is essential, as described in Paragraph 62 of the NPPF. This is suggested at a relatively early and conceptual stage, and then to test detailed design proposals at a later stage.

Non-Planning and Other Matters

This section does not form part of the statutory neighbourhood plan. It contains complementary actions proposed by the Neighbourhood Forum.

Community Facilities

Education: Contact education providers, regarding need for additional school capacity and nursery places.

Health: Encourage health providers to expand local facilities.

Allotments: Consider options to create new allotments.

Cemetery: Encourage adequate new cemetery provision for growing population

Coastal Path. Support Natural England with the Southern Coastal Path allowing easier movement from Bransbury Park to Milton Common and easier pedestrian access to any reinstated Hayling Ferry.

Toilets: Encourage publically accessible toilets.

Economy

Promoting the High Street: Look at establishing local initiatives to improve vitality of high street (for example, support with business planning, web site design and marketing).

Housing

Look at options for providing elderly care homes, working with local housing providers.

Transport

Pedestrian crossings: Improve safety for pedestrians and provide additional pedestrian crossings to cope with increased residents possibly at Good Companion, Old House at Home and Milton Village Hall.

Signposting: Look at ways of promoting and signposting safe walking routes. Introduce signposting for safe walking routes and on street map displays to promote walking and to make safe routes easier to follow. Routes include: Bransbury Park to the Good Companion, St James Hospital to Milton Village Hall and to Milton Market

Bus services: Contact bus providers and the local authority about the need for additional bus services.

Article 4 Directions?

Encourage LPA to make Article 4 Directions on certain changes of use.

Advertisement Hoardings

Speak to the local planning authority about the adverse impact of advertisement hoardings.