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Foreword

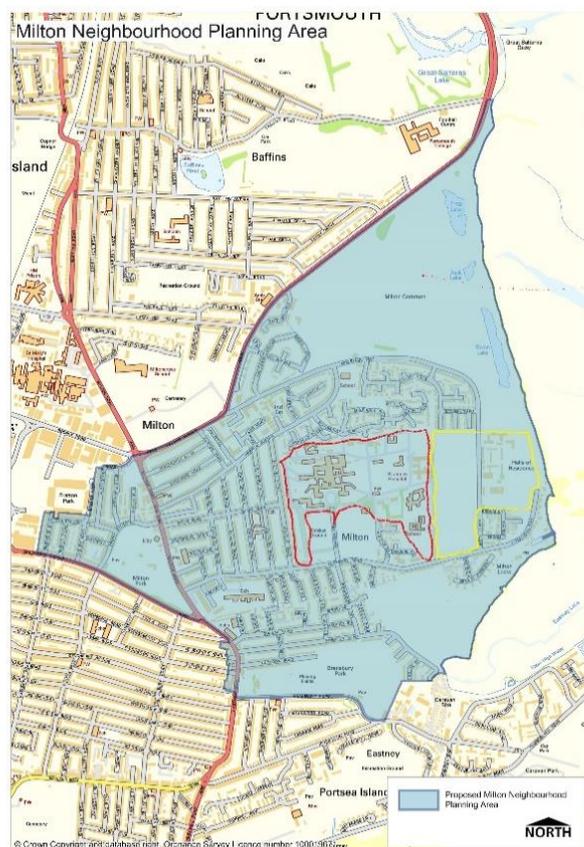
Welcome to the draft Plan for Milton, outlining a way forward for our area for the next 15 years.

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

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

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

Rod Bailey
Chair Milton Neighbourhood Planning
Forum

Janice Burkinshaw
Chair Milton Neighbourhood Forum

DRAFT

Introduction

Our Vision

The following vision guides the plan:

The Milton Neighbourhood Plan aims to reflect the wishes of the residents and provide an environment that helps create a sustainable community where social, economic and environmental imperatives are properly considered. That is a community where families can grow and can access their services locally. It should be an area where children can play, walk, and cycle safely; where a family, across generations, can be accommodated and where green spaces and the historic environment can be retained and 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 and enhance the area's natural, built and historic environment.
- To promote adequate provision of infrastructure.

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

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.

The Milton Neighbourhood Plan will form part of the statutory development plan for the area, together with The Portsmouth Plan, (Portsmouth's Core Strategy) 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 **(exact dates to be added later)**.

The neighbourhood plan will be monitored by the Milton Neighbourhood Forum during its 5-year period of legal force. 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.

This neighbourhood plan has been prepared to meet the Basic Conditions set out in planning legislation. 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, we have had regard to the need for neighbourhood plans to be compatible with human rights legislation.

The vote to leave the European Union does not affect the Basic Conditions regarding EU obligations in the short-term.

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

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).

Following this, 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.

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 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 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.

Evidence

Community 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.
- **March 2018:** Open Day held at Milton Village Hall to present progress on the plan and consult with local residents. Draft plan put up on website for comment along with supplemental reports.

In addition, 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.

Stakeholder Engagement

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, Adult Social Care, Education, 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 England, formerly the Homes and Communities Agency.

The Forum and Stakeholders have received and commented on three consultations from the Homes England 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

March 2018 Open Day

- Respondents, who attended on the day, confirmed that their opinion of development of their area had not significantly changed.

Key outcomes from consultations

- 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.

The Population of Milton

Census data 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.

There has been a change in the age structure between the last 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.

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%.

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.

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.

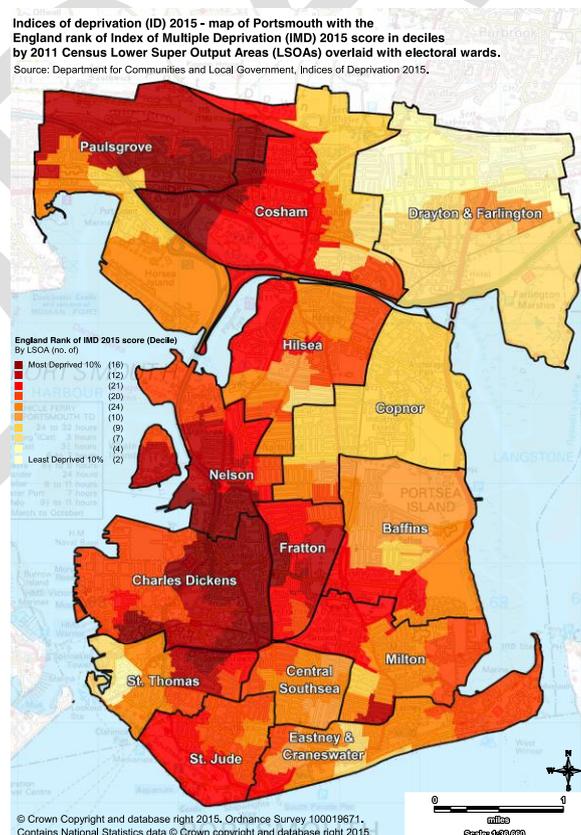
In terms of the way household composition has changed over the last two censuses, there has been an increase in the proportion of older family households (aged 65+), this is noteworthy as it contrasts with the decrease at a local and national level. In addition, there has been a greater increase in one-person 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.

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 and designate green spaces, not make air quality any worse, promote health use and re-use of buildings, we aim to make opportunities to improve the effects of deprivation.



Map 2: Portsmouth Deprivation Areas

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

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 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)

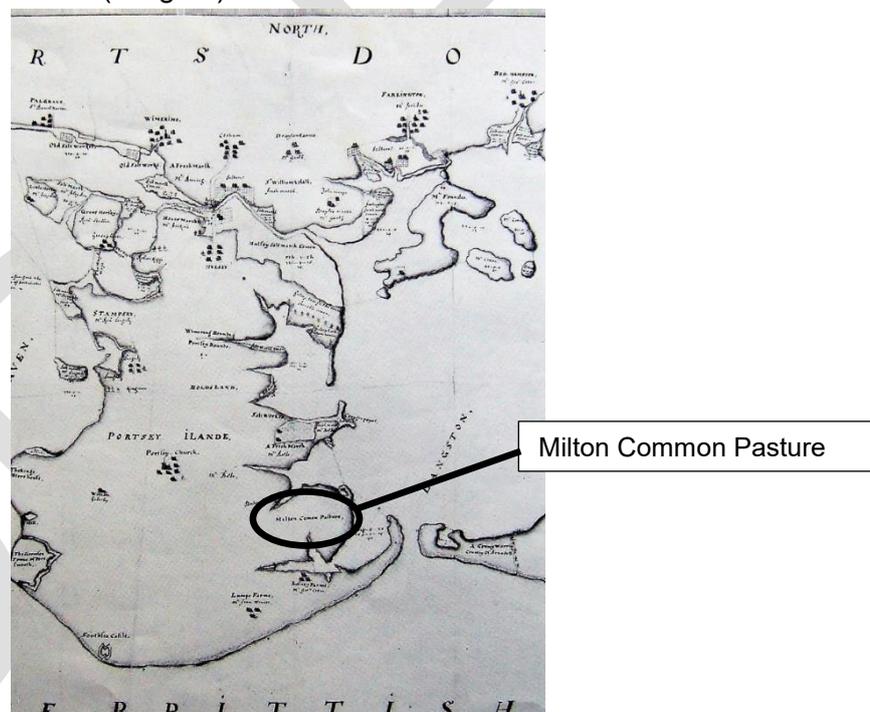


Image 1: De La Fabvoillers Map of 1665 showing the first recorded mention of Milton

For much of its history access onto to the island was via the Ports Creek 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 at the time and remained a landscape feature and influence on the layout of the plan area.

Milton Village

Milton remained rooted in its agrarian past until the early 20th Century. The Royal Dockyard was responsible for the development of housing in Portsmouth to the north and west, but farming remained important. 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, now in Fratton. 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 showing early patchy development

Terraced Grid Development

The canal was eventually infilled in 1896 and made roadworthy as far as Milton Road. Two years later Fratton Park (home of Portsmouth FC) 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. 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

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 (image 3)



Image 3: Terraced streets showing distinctive development

Inter War Housing

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 showing distinctive development

In the late twenties suburban Tudorbethan style houses typified by square double bays, tile hung and topped with timber framed decorative gables were built. Similar dwellings spread east beyond the Edwardian houses on the south side of Locksway Road and in Trevis Road (W) Ironbridge Lane (E).

Reconstruction post Second World War

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 showing later development style

Reclamation

The largest reclamation exercise saw vast amounts of the city's Second World War rubble used to 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 St James' Hospital Estate

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. 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.

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. Anticipating further development Lapwing Road gives access to the hospital's Light and Gleave Villa site. From 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.

Later 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 dominating streetscape

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.

When we look at the development of Milton's housing, we can see that the piecemeal development of Milton, especially in the last 15 years, has not been planned with the interests of Milton residents. The lack of investment in infrastructure to support new development is marked with many everyday facilities being placed outside the Plan area. Development in penny packets does not facilitate a more holistic view of the area, nor address the lack of suitable infrastructure and community facilities.

Listed Buildings, national and local

Within Milton the following buildings are nationally listed or locally listed as buildings of importance:

National

ST JAMES HOSPITAL

Grade II St James Hospital and attached Piers and Lamp Posts. 1878. By George Rake in a Byzantine Gothic style, the Borough Asylum, built on symmetrical box plan with projecting wings. Red brick in English bond, stone dressings. Steep pitched Welsh slate roofs, brick stack with oversailing brick capping to left and right of main entrance block, to centre and right of left block, to centre and left of right block and to left, centre and right of each projecting south facing block. Later Victorian additions by AE Cogswell.

Grade II St James Hospital chapel. 1879. By George Rake Early English style 5-bay nave, 1 bay apsidal chancel, south-west porch and west bellcote, north vestry. Knapped flint with

stone dressings. Welsh slated roofs.

Local

MILTON ROAD

Grade II St James Church 1913 Anglican Church designed by John Oldrid Scott, in a Decorated Gothic style, brown brick laid in English bond with red brick and stone dressings. The upper walls are faced in flint with chequerwork to the aisle parapets. Clay tile roofs to nave and chancel. Stained glass of 1933 depicting the Tree of Jesse, designed by Ninian Comper. Replaced smaller Neo-Norman church of 1841 by A Livesay remains of which are in the grounds.

Barn, Milton Park 1800/1850 Thatched barn - probably once part of Middle Farm, now converted into a theatre with modern extension.

EASTNEY ROAD

Milton First and Middle Schools. 1905 Prominent school buildings by A. E. Cogswell, red brick with stone dressings and red tile roofs. Lower parts to north and south flank the main central section. The main section has a central pediment flanked by smaller pediments. The rear elevations are simpler. A lower single-storey school building fronts Perth Road.

GLASGOW ROAD

1-16 & 25-32, Friendly Society Homes 1915/1930/1936 Red brick ground floor, first floor roughcast render, red clay tile roofs.

LOCKSWAY ROAD

Grade II Sea Lock and Basin. 1823. Probably by Josias Jessop. Red brick in English bond. Roach bed Portland stone dressings. North and south walls have 2 narrow recessed panels at east and west ends, which housed gates and posts. West end has curved wall on each side at entrance to basin. Stone rusticated quoins and deep coping stones at ground level. East projection into Langston Harbour is foreshortened, late C20. Sides of basin recently partially restored. This is the only surviving section of the Portsea Canal.

1 & 2, Old Engine House 1821 of three stories with 2 feet thick walls the former pumping station for Portsmouth & Arundel Canal which is now a private house. The tall, narrow shape of this building set back from the road discloses its origins as a beam engine house engine room at ground floor accommodation above accessed by external staircase. It is rendered with replacement windows with glazing bars, & concrete tiled roof with valley.

MEON ROAD

Meon Valley Public House. 1929 Public House with red glazed brick ground floor with windows with 'United' lettering, green ceramic tiled fascia, rendered first floor, clay tile roof.

SHIRLEY AVENUE

Old Canal Public House. 1931 Public House with 'United' green glazed brick and tiled ground floor, red brick first floor, red tiled roof.

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.

The **draft** SEA also draws 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.

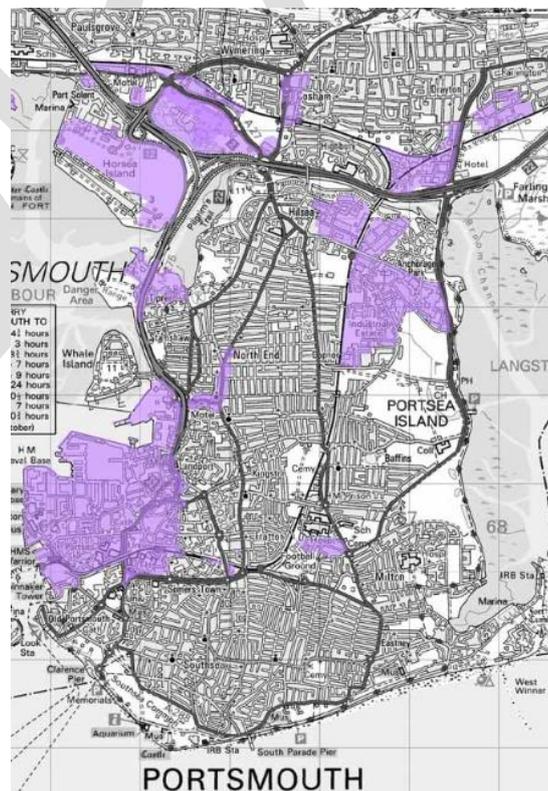
AECOM highlighted that there are insufficient homes of 3 to 5 habitable rooms, and that young families are being priced out of the market. An entry level property in Milton is valued at £154,222, which requires an income of £44,063 to purchase a figure which excludes roughly 70% of the local demographic.

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.

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 3. Most other employment necessitates driving out of the Plan area, increasing traffic.



Map 3: Employment areas - PCC map

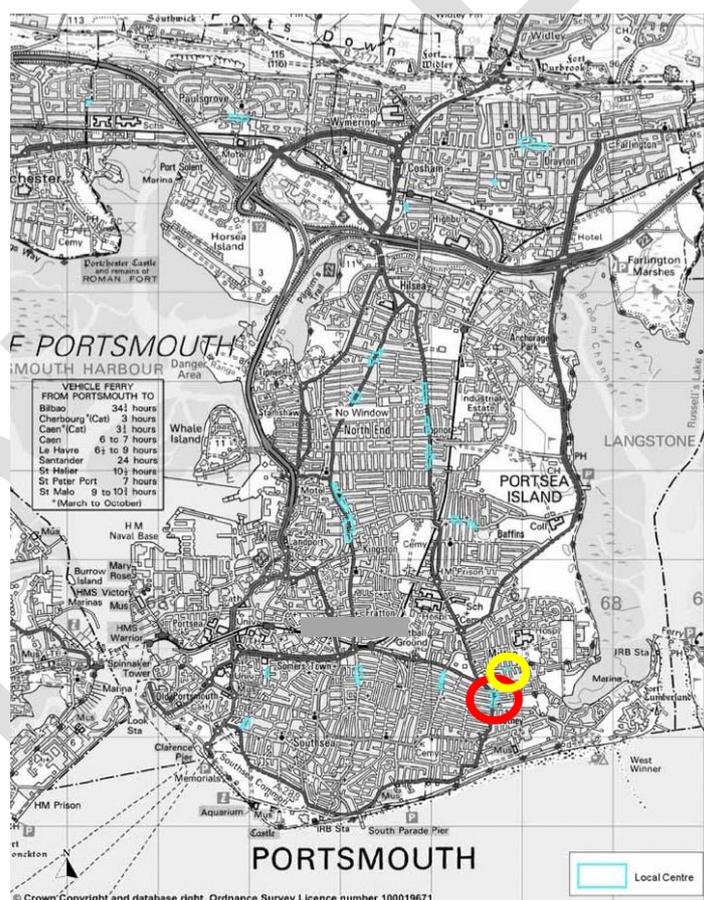
With the closure of St James Hospital for the most part, and the declared intention of the University to close the Langstone Campus, there will be a shortage of local opportunities which will impact on opportunities for employment, unless alternatives are provided. We are proposing a re-use of buildings on the St James Site, which should provide both short and long-term employment prospects.

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 in the local area.

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 4).



Map 4: 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 supermarkets, a green grocer, post office, sweet store, two pharmacies, two betting shops, hairdressers' and five food outlets/cafes. (Needs checking)

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

The only other retail provision within the Plan area is on Locksway Road which is a small strip of shops, including a newsagents, general store and Post Office, hairdressers, and two takeaways.

(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, a Christmas 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 in the shopping centre

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
- Bet Fred - 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 presence 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 corridor⁷

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 the classroom additions, there is still a 145 shortfall of secondary school places by 2023.

The 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 2033
- The methodology ONLY includes APPROVED planning applications and the CURRENT shortfall is based on known applications as of summer 2017. We estimate this to be an under-provision of circa 300-400 places over the plan period.
- *The 2800 housing target from the 5 strategic sites listed in the emerging Portsmouth Plan.*
- *Any account of the PUSH target of 14k (minimum) to 17k (maximum) 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

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

City not best served by schools and where alternative land-uses are in any case constrained (see section on Coastal Conservation and Conflicts).

Currently, the university site has no allocation, only an existing use. Furthermore, a single use housing allocation would significantly enhance the land value and potentially place 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.

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



Map 5: 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>

ageing elderly population. For this to be truly achieved for the Milton area, the elderly population needs to be able to access a local GP surgery within a short walking distance.

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.

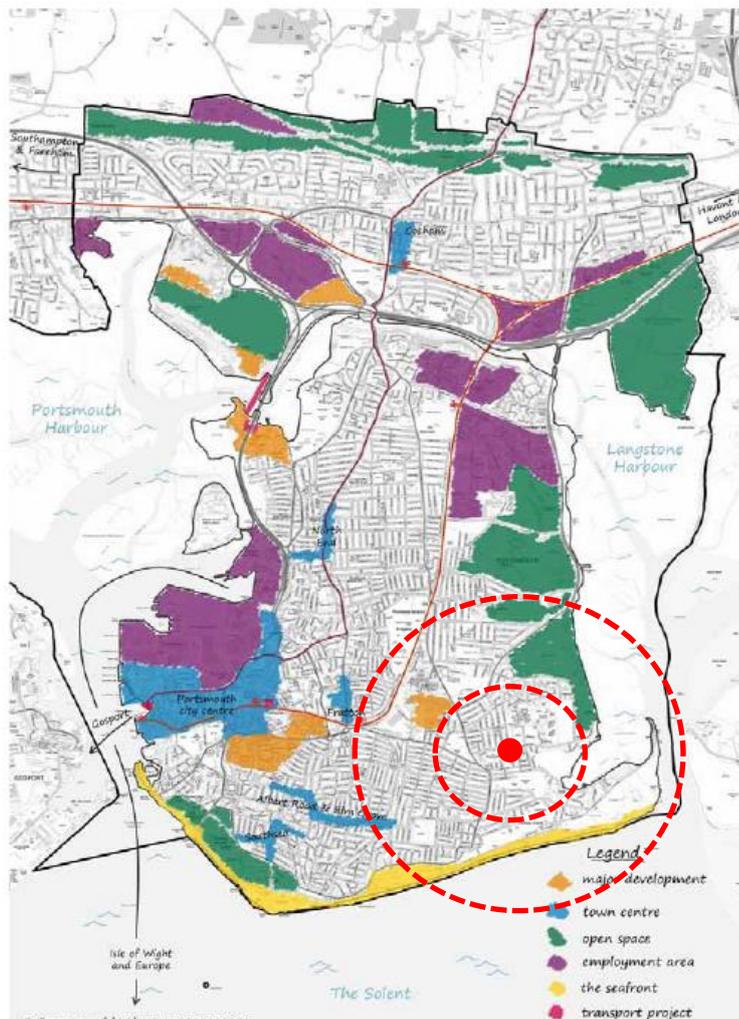
“Provision of additional affordable, market sheltered and extra-care housing units is appropriate in the following numbers: 27 conventional sheltered housing units; 54 leasehold sheltered housing units; 9 ‘enhanced’ sheltered units; 14 extra care housing units for sale; 7 extra care housing units for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

Infrastructure

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



Map 5: Map showing distance from main Portsmouth infrastructure

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.

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:

Image 7: Congestion on Eastern Road

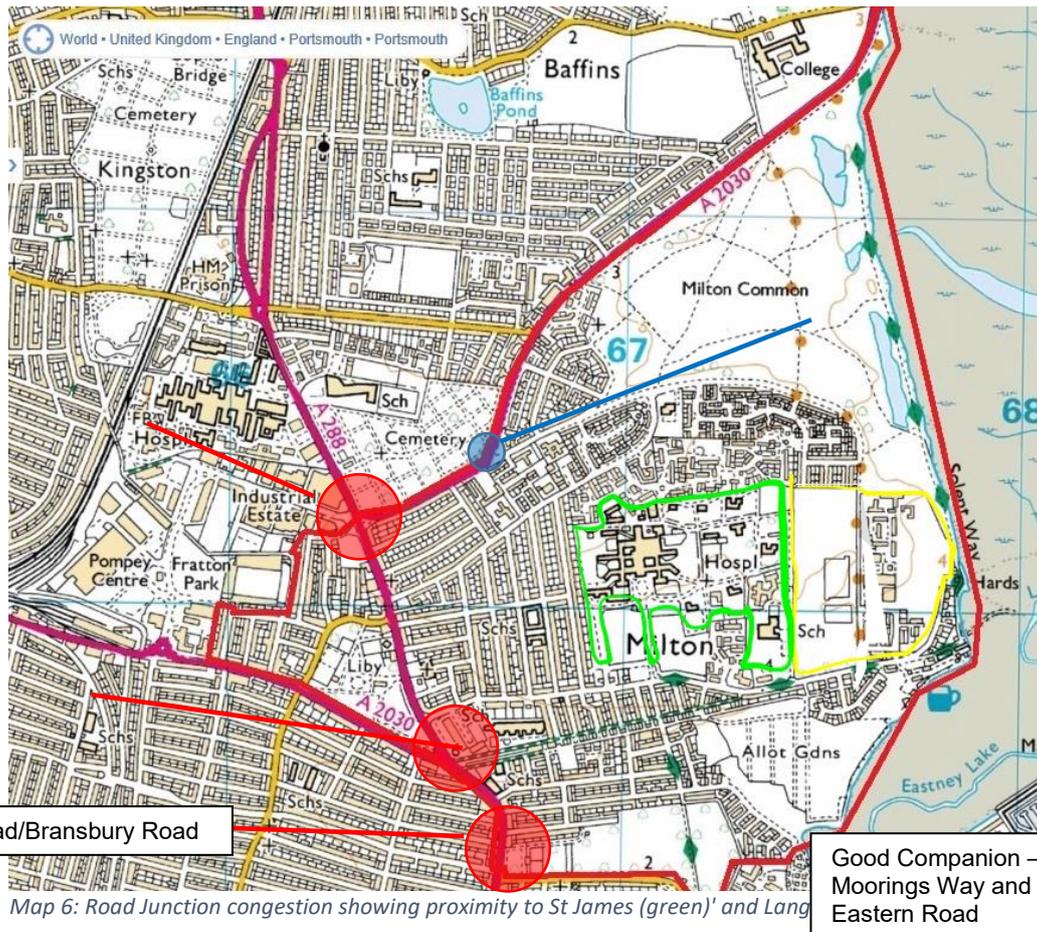
Residents survey responses:

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)



Eastney Road/Bransbury Road

Good Companion – Moorings Way and Eastern Road

Velder Avenue/Milton Road

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, shown in red on Map 7.:

- Velder Avenue/Milton Road. (see also photo 9)
- Goldsmith Avenue.
- Eastney Road/Bransbury Road.

The three congestion points to the North, the South and the West of the Plan area together with the restricted junction at the Good Companion PH with Moorings Way to the East (in blue on map 7) mean that the Plan area is constrained in terms of vehicular access.

Goldsmith Avenue

These constraints were also recognised in the 2015 Residents and Business survey responses (see Milton Plan Survey responses).



Image 8: congestion on Velder Avenue

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 was planned to start in 2017, although delayed, traffic from this will also discharge onto Milton Road. It is anticipated increases in congestion at the Velder Avenue/Milton Road junction will result.

Availability of Cars and Vans

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%).

Travel to Work

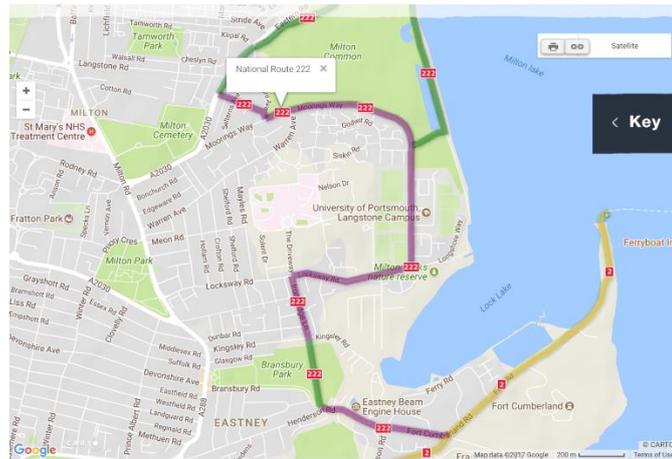
The most popular method of traveling to work in the Neighbourhood Plan Area is by car or van: 35.2% for Milton and 41.6% for Baffins see Figure 9.2 below. The total for Milton is broadly similar to the values for Portsmouth (32.7%) and England (36.9%), with the total for Baffins aligning to the value 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.

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 7: Sustrans cycle map).



Map 7: Sustrans Cycle Map

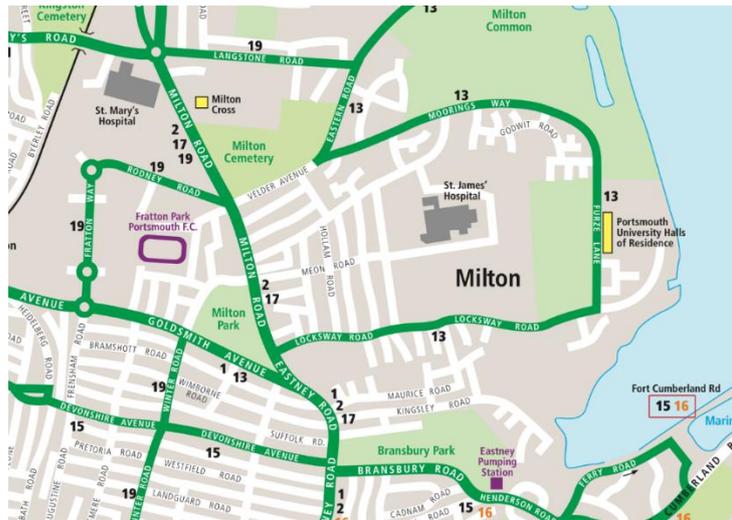
The 2016 sea-defence improvements along Milton Common have facilitated the adoption by “Sustrans” of an extension to Route 222. With the congestion on Eastern Road (see photo image under Air Quality below) and the unhealthy consequences of cycling next to it, the Plan will seek to ensure this Milton 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 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 8: Portsmouth bus map)



Map 8: 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

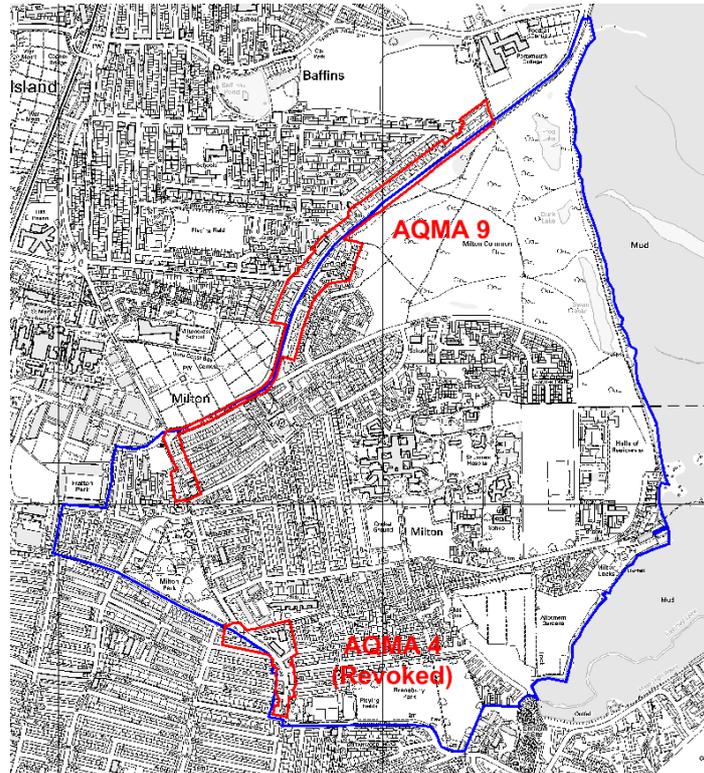
The ability to breathe Clean Air should be a public right.

The Milton Neighbourhood Plan includes an acknowledged polluted area, Air Quality Management (AQMA) 9, shown on map 9 which follows.

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

⁹ ¹ <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>



Map 9: Air Quality Management Areas

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. 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.



Image 9: Traffic queuing to enter Portsmouth along Eastern Road. The Queue reaches the Good Companion Public House

¹⁰<http://democracy.portsmouth.gov.uk/documents/s11590/ECS%20%20July%202016%20air%20quality%20progress%20report%2016%20-%20appx%201%20the%20report.pdf>

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 2006¹². 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, with three of the last four months reading 41.5,41.5, and 49.7 µg/m³. The City Council acknowledges pollution levels are rising in AQMA 9 but considers the results of the Friends of the Earth Monitor are of insufficient duration. It has, however, commenced monitoring at the School.

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.

The Council's failure to address City-wide pollution levels has at least now been recognised by DEFRA following the third successful challenge by the Charity Environmental Lawyers Client Earth to the UK Government's Air Quality Strategy on 21 February 2018. The Judge's summation said:

"It is now eight years since compliance with the 2008 Directive should have been achieved. This is the third, unsuccessful, attempt the Government has made at devising an AQP which complies with the Directive and the domestic Regulations. Each successful challenge has been mounted by a small charity, for which the costs of such litigation constitute a significant challenge. In the meanwhile, UK citizens have been exposed to significant health risks" ⁵.

As a consequence, Dr Theresa Coffey, the Parliamentary Under-Sec for Environment & Rural Affairs has written to 33 Local Authorities to take additional measures⁵. Portsmouth is number 1 on that List.

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>

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

The 2016 Public Health England Annual Report¹⁴ estimates an annual death rate of 100 from the City's polluted air. In 2014, it was 95¹⁵. The estimated early deaths stated by the Director of Public Health for Portsmouth to the Cycle Forum is 600¹⁶.

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” and has agreed to commence NO₂ Monitoring.

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, and hence recommends that Langstone Campus Site be redeveloped as a new “Through School” to provide a safer environment which might also attract parents to move their children from more toxic sites such as Priory School and Portsmouth Academy in the centre of the City.

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

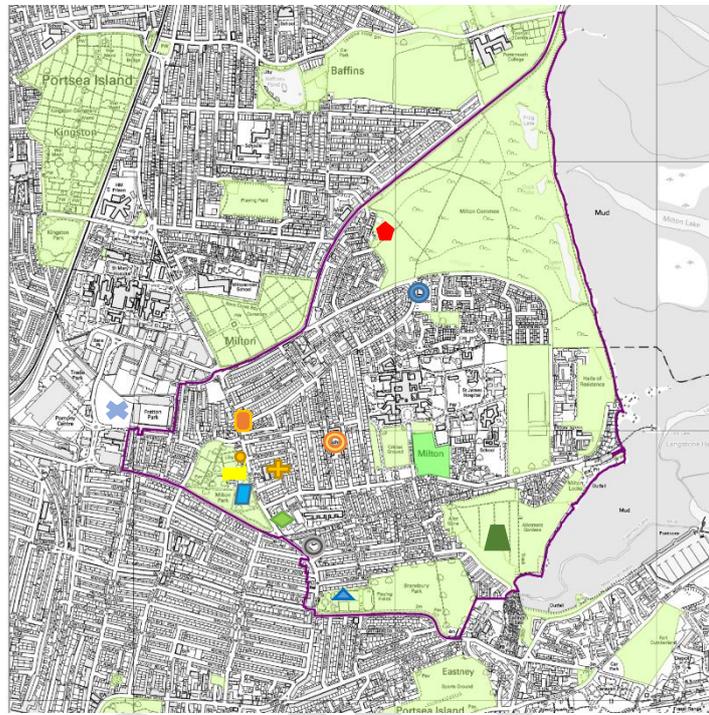
Facility	Location on map 10
Beddow Library	
Eastney Community Centre and Community café	
Gisors Road 'Walled Garden' (the former walled kitchen garden of the Goldsmith Farm) which is accessible to residents of the nearby apartments	
Langstone Church and Hall with Nursery	
Meon Middle & Infants School with Nursery	
Milton Park Middle & Infants School with Nursery	

¹⁴ <http://democracy.portsmouth.gov.uk/documents/s16325/PHAR%20appendix%20-%20draft%20document.pdf>

¹⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/332854/PHE_CRCE_010.pdf

¹⁶ <https://acityhtptoshare.org/>

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	



Map 10: 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, and away from the proposed development areas.

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 11.

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



Map 11: 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).

Sports facilities in Portsmouth consist of the following:

Name	In Plan Area	Has these facilities
Mountbatten Leisure Centre	No	Pool, Gym, Sports Halls, Athletics Track and Sports Pitches
Brandsbury Park	Yes	Sports pitches
Charter Community Sports Centre	No	Pool, Gym, Sports Halls, and Sports Pitches
Portsmouth Gymnastics Centre	No	Gymnastics Hall
The Wimbledon Park Sports Centre	No	Sports Hall, Gym

Additionally, ROKO and Goals run football facilities. Both of these are outside the Plan area, although Goals is close. The University of Portsmouth Langstone Campus has sports facilities available to hire, but their future use is not known.

DRAFT

Local Green Space Designation

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

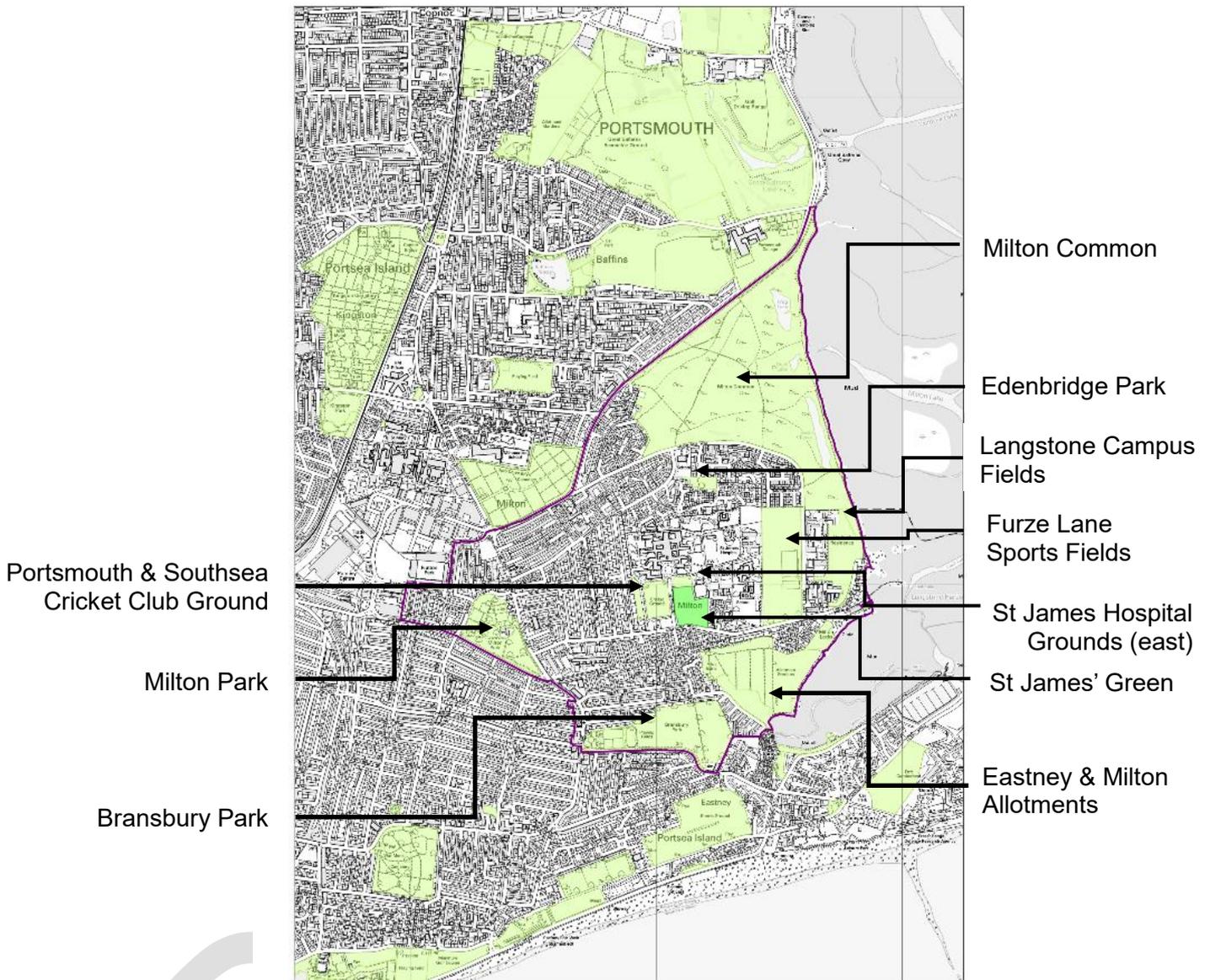
where the green area concerned is local in character and is not an extensive tract of land".

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. [NPPF needed emphasising community value of site]

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.

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: The Harbour at low tide; 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. 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).



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.



Photo 5: Seawall towards Milton Common

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.

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 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: the 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

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

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/3BED25E8888B07BCBBAAE27F20226D7/pdf/10_00518_FUL-DECISION_NOTICE-377408.pdf

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.



Photo 7: Langstone Campus fields

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.

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 10, 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

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

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.

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”

PCC policy PCS 10 housing delivery shows a net gain of 150 dwellings for the St James’ site derived from the 2010 SHLAA figures.

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".

PCS19 housing mix, size and the provision of affordable homes	
Housing mix*	
The provision of accommodation should meet the needs of families and larger households.	
Therefore developments should achieve a target of 40% family housing where appropriate.	
Whilst developers should strive to meet this target, it is acknowledged that the appropriate number of family sized dwellings on a site is dependent on both the character of an area, the site and viability of a scheme. The council will also encourage an increase in the amount of housing suitable for the elderly (sheltered accommodation, extra care housing, residential homes and nursing homes).	
Housing size*	
All new development and housing conversions should be of a reasonable size appropriate to the number of people the dwelling is designed to accommodate. Therefore, apart from in exceptional circumstances where it can be shown that the standards are not practicable or viable, all new dwellings and conversions should meet Portsmouth City Council minimum space standards for internal floor space. These standards will be kept under review to ensure an appropriate balance of dwelling size is achieved and maintained across the city.	
* The requirements for housing mix and space standards do not apply to developments made up entirely of sheltered accommodation, extra care, or purpose built student housing	
Provision of affordable housing	
All proposals for additional housing which would create a net increase of eight dwellings or more must make provision for sufficient affordable housing which will contribute to meeting the identified need in the city. Unless otherwise agreed with the city council, affordable housing should be provided at the following proportions:	
Net increase in dwellings Provision of affordable housing	
8-10	20%
11-14	25%
15+	30%
The tenure mix of the affordable units should be 70% social rented and 30% intermediate products.	
In all cases where provision of affordable housing is required, on-site provision will be sought which mirrors the market element in terms of mix, size and type of dwellings.	
The actual amount, mix, tenure and distribution of affordable housing should be as detailed above.	
There are occasionally specific circumstances associated with a development which would render it unviable if the required amount and type of affordable housing is provided. In such situations the council will negotiate with the developer so that the maximum amount and best mix of affordable housing can be provided whilst maintaining the scheme's viability, based on current land values. In such situations, developers will have to present robust	

evidence that it would not be feasible or viable, so that it can be closely scrutinised and validated. In such situations, developers will be expected to provide as much affordable housing as would be possible without rendering the scheme unviable.

In exceptional circumstances, where it is not practical or viable to provide on-site affordable housing, provision will be sought on an alternative site. A financial contribution towards securing affordable housing elsewhere in the city will only be considered when both on- and off-site provision has been shown to be impossible. The charging scheme for off-site affordable housing is set out in the Planning Obligations SPD.

Affordable housing will not be required from care/nursing homes or from student accommodation. Affordable housing will be required from sheltered accommodation.

PCS 21

Housing density should be no less than 40dph.

evidence rationale

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.**

Interpretation

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.

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, Middleborough 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)

PCS 11 Existing industrial estates and employment sites

The city council will promote office, manufacturing and warehouse (B1, B2, B8) development in existing industrial and business estates. These estates have the potential to provide approximately 62,000m² of B2/B8 floor space.

The loss of existing B1, B2, B8 uses in those areas highlighted on the proposals map will be resisted. Service uses that would support B1, B2, B8 development and its occupiers, sui generis uses and other uses appropriate in nature to an industrial estate location will also be acceptable, provided that they provide equal alternative employment opportunities.

Marine and defence employment will be particularly encouraged, especially on waterfront sites and where operations already exist (eg Trafalgar Wharf; Portsdown Hill).

PCS18 local shops and services

The following retail areas will make up the city's network of local centres:

Allaway Avenue Locksway Road Castle Road London Road (North) Copnor Road (North) London Road (South) Copnor Road (South) Portsmouth Road Eastney Road St James's Road * Fawcett Road Tangier Road Havant Road, Drayton Tregaron Avenue Kingston Road Winter Road Leith Avenue

The following local centres will come forward as part of the key development areas. Once complete, the provisions of this policy will apply.

Port Solent (the Boardwalk) Tipner (Tipner East) Grosvenor Street *

*Once Somerstown and North Southsea's new local centre at Grosvenor Street is complete, St James's Road will cease to be a designated local centre.

Development will help local centres to continue fulfilling their role and so must meet the following criteria:

Shopping (A1) uses up to 500m² will be encouraged throughout all of the local centres;

Other town centre uses will be supported provided that:

The local centre would continue to provide for the local top-up shopping needs of nearby residents and there would not be an over-concentration of non-shopping uses in the local centre as a whole or in the vicinity of the proposed development;

And

There is no unacceptable adverse impact on the amenity of adjoining or nearby residents, taking into account the cumulative impact of other similar uses near

Above the ground floor, residential (C3) and office (B1a) uses will be encouraged, but not at ground floor level

Proposals for town centre uses in out-of-centre locations will have to follow national policy regarding town centre uses, including the sequential test. Proposals for town centre uses of less than 280m² net floorspace will be exempt from this.

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). Requires 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.

PCS15 sustainable design and construction		
All development which takes place in Portsmouth must contribute to addressing climate change. Unless otherwise agreed with the city council, development must achieve at least the standards set out below:		
Residential development		
Year	Overall code level	Energy (dwelling emission rate)
Up to the end of 2012	3	4
2013	4	5
2014	4	5
2015	5	5
2016 onwards	6	6
Proposals for 10 or more dwellings (gross) must use Low or Zero Carbon (LZC) energy technologies to reduce the total carbon emissions from each dwelling as part of the selection of measures to meet the overall Code for Sustainable Homes level. Up to the end of 2012 there must be a 10% reduction in carbon emissions as a result of this method of supply. From 2013 onwards, there must be a 15% reduction in carbon emissions.		
Residential conversions		
Conversions yielding one unit or more should achieve Ecohomes or BREEAM Domestic Refurbishment 'very good' standard.		
Non-domestic development		
An 'outstanding' design according to the Building Research Establishment's Environmental		
Assessment Method (BREEAM) will be encouraged wherever possible in non-residential developments. However, all non-domestic development with a net increase in floor space of more than 500m ² should contribute to addressing climate change in Portsmouth and, unless otherwise agreed with the city council, must achieve at least the following BREEAM standards:		
Year	Overall BREEAM standard	
2011	Very good	
2012	Very good	
2013	Excellent	
2014	Excellent	
2015	Excellent	
2016 onwards	Excellent	
Non-domestic development must also use LZC energy technologies to reduce the total carbon emissions from the development by 10% as part of the selection of measures to meet the overall BREEAM level.		
Additional standards		
The following standards will also be required from all development:		
<input type="checkbox"/> Private amenity space should be provided for as part of all new build residential units;		
<input type="checkbox"/> Site layout and building design should maximise solar efficiency; and		
<input type="checkbox"/> Development should include recycled construction material as part of the development.		
Flexibility		

The standards achieved should be as detailed above, though are a matter for negotiation at the time of the planning application, having regard to abnormal costs, economic viability, the feasibility of meeting the standards

PCS16 infrastructure and community benefit

The city council will work with its partners to bring forward infrastructure required as a result of this strategy as set out in Appendix 2.

Development will be required to provide or contribute towards the provision of infrastructure needed to support it. Development will also be required to provide or contribute towards community benefits related to the development.

Where new infrastructure is needed to support new development, the infrastructure must be operational no later than the completion of the development or phase of development for which it is needed.

PCS23 design and conservation

All new development must be well designed and, in particular, respect the character of the city.

The following will be sought in new development:

Excellent architectural quality in new buildings and changes to existing buildings

Delight and innovation

Public and private spaces that are clearly defined, as well as being safe, vibrant and attractive

Development that relates well to the geography and history of Portsmouth, particularly the City's conservation areas (see map 26 of PCC Plan), listed buildings, locally listed buildings and scheduled ancient monuments

Protection and enhancement of the city's historic townscape and its cultural and natural heritage, in particular its links to the sea

Appropriate scale, density, layout, appearance and materials in relation to the particular context

Protection and enhancement of the city's important views and settings of key buildings across the sea, harbours and from Portsdown Hill

Creation of new views and juxtapositions that add to the variety and texture of a setting

Flexibility to respond to future changes in use, lifestyle and demography

Promotion and encouragement of public art

Car parking and cycle storage should be secure, well designed, integral to the scheme and convenient to users

Active street frontages in town centre uses

Consideration of how to reduce crime through design

Accessibility to all users

Protection of amenity and the provision of a good standard of living environment for neighbouring and local occupiers as well as future residents and users of the development

Summary of urban design analysis, townscapes, key routes, pedestrian permeability, legibility, enclosure etc.

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 skilled professional team in order to respond to this policy, including skills such as:

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

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

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.
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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.
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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.

<p>PCS 13 a greener Portsmouth</p>
<p>The city council will work collaboratively to protect, enhance and develop the green infrastructure network in the following ways:</p>
<p>Protect green infrastructure by: Refusing planning permission for proposals which would result in the net loss of existing areas of open space, as shown on map 21, and those which would compromise the overall integrity of the green infrastructure network in the city, unless there are wider public benefits from the development which outweigh the harm</p>
<p>For European sites: requiring a project level HRA on any development likely to have an adverse effect on a European site either alone or in combination with other plans and projects and refusing developments which would have an adverse effect on a European site;; recognising the importance of currently important Brent goose feeding sites and high tide wader roosts outside the site boundaries to the ecological integrity of the European sites and responding to the emerging evidence from the SDMP, the published findings and recommendations and future related research</p>
<p>For nationally designated SSSIs: the city council has a duty to further the conservation and enhancement of SSSIs under the Countryside and Rights of Way Act</p>
<p>For Local Wildlife Sites and Local Nature Reserves recognising the benefits of local sites for nature conservation and its enjoyment for residents and visitors;; designating sites through the Site Allocations Plan; resurveying designated sites periodically as well as others which could meet the criteria for selection. Such sites will be adopted through refreshes of the Site Allocations Plan and given ‘candidate’ status prior to that ensuring that the intrinsic habitat value of the site can be retained or enhanced through development proposals; And Allowing development only if it clearly outweighs the substantive nature conservation value of the site, an impact on the site cannot be avoided or mitigated and compensatory measures are provided</p>
<p>Ensuring that development retains and protects the biodiversity value of the development site and produces a net gain in biodiversity wherever possible. Any unavoidable negative impacts on biodiversity as a result of development should be appropriately mitigated.</p>
<p>Ensuring that development is informed and influenced by the presence of trees on site, particularly those protected by a TPO or within a conservation area. If the removal of any tree is unavoidable because it would be in best arboricultural practice a replacement tree of at least equal value to that lost should be planted on site unless it is shown to be impractical to do so.</p>
<p>Enhance green infrastructure by: Improving the quality and multifunctionality of the city’s green infrastructure assets, particularly those of low value, so that they cater for the needs of wildlife and a broad section of the community Working to improve linkages in the green grid wherever possible by improving accessibility to parks and gardens by foot, cycle and public transport and providing wildlife corridors; Ensuring the highest play value of sites, whether they are designed specifically for play or whether they are shared open space for the whole community, Encouraging the provision of green roofs and green walls where appropriate as part of meeting the requirements of PCS15 Sustainable Design and Construction; and Improving Southsea seafront for recreational users, visitors and wildlife</p>

Provide new green infrastructure by:
 requiring pocket parks on development sites of 50 dwellings or more to a standard of 1.5ha per 1,000 population;
 and
 Creating the Horsea Island Country Park at the Paulsgrove Landfill site

evidence rationale

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 considered for approval in exceptional circumstances, where:

- 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:

- Taking full account of the ecological and wildlife values of the area and the need to support nature conservation and biodiversity.
- Retaining existing trees and incorporating high quality planting and landscape design in new development; Any unavoidable removal of protected trees will require replacement by the same species or suitable alternative.
- Preserving the value of the area for migrating birds.

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.

Interpretation

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

- incorporating gaps to allow hedgehogs to move between gardens without hindrance;
- avoiding use of gravel board bases to fencing;
- 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. There is also an awareness of major policy changes in the coming decades, such as phasing out of fossil fuel powered engines and electric power becoming more widespread.

The 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.

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?

PCS17 transport
The council will work with its partners to deliver a strategy that will reduce the need to travel and provide a sustainable and integrated transport network, which will include: Encouraging development in areas around public transport hubs and along corridors where there is good access not only to public transport but also to goods and services. Locating development where there is the potential to improve accessibility for all through walking, cycling and by public transport; Continue partnership working within the sub region as part of Transport for South Hampshire to enable the challenges affecting the sub region to be addressed effectively;
Safeguarding land for: A new interchange facility at Portsmouth & Southsea station (to be delivered as part of Station Square development) Improved interchange facilities at The Hard Land for future stations at Farlington and Paulsgrove Land for Park and Ride facilities at Tipner, including a new junction on the M275 for access, and Farlington All modes bridge between Tipner and Horsea Island A new road layout for north of the city centre implementing highway improvements associated with the strategic sites
Promoting walking and cycling and improved integration with other modes; Creation of Bus Rapid Transit (BRT) routes in the short to medium term, with support for the implementation of a sub-regional BRT linking Gosport, Fareham, North Fareham SDA and Portsmouth (including Port Solent and Queen Alexandra Hospital) in the longer term requiring travel plans from major new residential, business and retail development and schools; and Parking standards for new development are set out in a Supplementary Planning Document and Appendix 9 of the Local Plan.

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

<i>TSP1. Vehicle Capacity and Safety</i>
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:
<ul style="list-style-type: none"> • traffic safety • air-quality • congestion of the highway network
Highway improvements necessary to accommodate additional traffic generated must be provided as part of any new development proposal.
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.

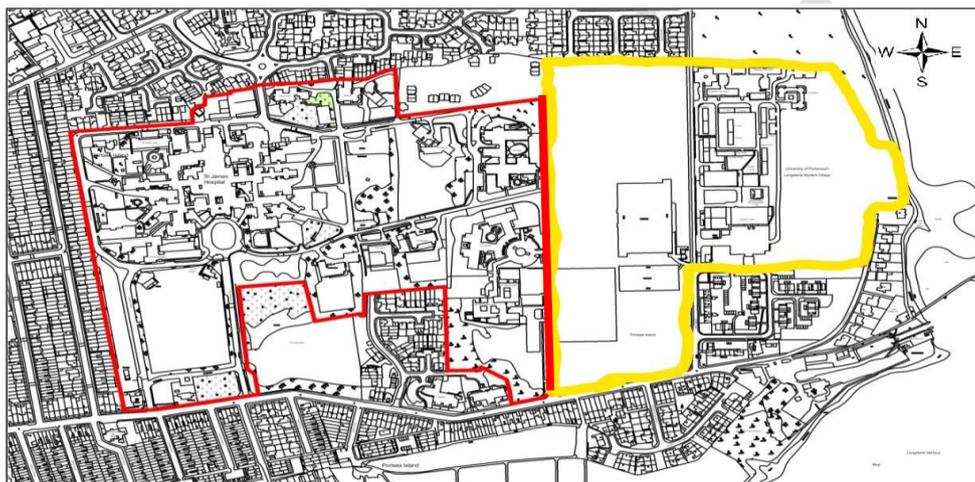
<i>TSP2. Balanced Transport Provision</i>
New development must protect, maintain and develop balanced transport provision, including:
<ul style="list-style-type: none"> • giving priority to the needs and convenience of pedestrians and cyclists; • providing secure, weatherproof and convenient facilities for storage of cycles; • enabling easy pedestrian access to 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.

Special Policy Area - St James' Hospital Site

Purpose

Much of the hospital's 75-acre estate has been subject to piecemeal house building and the process seems to continue. There is now a pressing need for policy that looks to conserve and enhance the historic assets and the wider historic environment that remain.

The policy aims to ensure that the development of this strategically important site enhances the site and its context. High-quality and sustainable design solutions will add to the local distinctiveness of the area and create homes and a place to be proud of.



To that end all new development should be accompanied by an appropriate heritage assessment and include measures which will mitigate or compensate for the loss of any heritage values identified.

Rationale and Evidence

As a strategically important site within the Milton area, the former St James' Hospital site is expected to deliver an exemplar residential development, to meet local needs. Inclusion of other uses such as education and healthcare would help to service local needs and reduce car dependency. Other community facilities and commercial space may also be included. The site is currently 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, which dates to 1879. The grade II listed Byzantine Gothic hospital complex and to the SE a grade II listed chapel in a simple Early English style. These buildings and the sylvan landscape within which they sit are the key contextual features for development to respond to.

Supporting George Rake's practise at the time was a local architect, A E Cogswell, who was to become Portsmouth's foremost architectural practitioner during its period of rapid expansion 1880-1920. On Rake's death in 1883, Cogswell took on the role of the hospital's architect. Much of his work is now lost, but his extensions to the hospital middle wards in 1897 survive as do his two pairs of Edwardian villas. Originating in Germany, the colony system placed villas within the landscape to enable the individual patient the maximum amount of freedom and self-sufficiency as part of their rehabilitation. This form of therapy was widely adopted in Scotland, but a more formal approach was favoured in England. Hence these fine Edwardian villas represent rare national survivals, in addition to their obvious local significance.

The buildings are curtilage listed, have been well maintained and are clearly capable of reuse and incorporation into any redevelopment scheme.

The service area north of the hospital was remodelled in the 1930's with in particular the demolition of the imposing castellated water tower. It was replaced by the muscular Lancaster House, which was frequently captured by the artist Edward King who was a long-term patient in one of the aforementioned villas.

Hard against the hospital are three flat roofed buildings from the second half of the twentieth century and soon to be surplus. Their demolition would enhance views into and away from the hospital and is to be encouraged.



Image 8: St James, key buildings

Portsmouth is a very high-density area in terms of population. So, the preservation of green spaces is a very important part of ensuring that Milton is a sustainable place. The hospital site was once much larger, with playing fields. Over the years these have been lost to residential uses. 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, 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.

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"¹⁷ 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.¹⁸ 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.

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¹⁷ <https://www.portsmouth.gov.uk/ext/documents-external/lplan-issues-and-options-paper-july-2017.pdf>

¹⁸ http://publicaccess.portsmouth.gov.uk/online-applications/files/FBDCF844837CF6674C46D409DC1A0DE8/pdf/A_20261_AB-OS_EXTRACT-LOCATION_SITE_PLAN-279973.pdf

Policies

<i>STJ1: St James' Hospital Site</i>
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, healthcare, education, community uses and employment.
<i>Interpretation</i>
Although it is envisaged that the development of the site is likely to be primarily for residential purposes. However, 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.

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 pavilions, should be retained and incorporated into the layout of the new development. It would be inappropriate to support a scheme that damaged or destroyed the local historic environment. Past harmful alterations and additions should be reversed.

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

Permeability and Movement

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

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

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

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

Sustainable Construction

Design solutions that incorporate superior environmental performance will be 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 prescribed in Paragraph 97 of the NPPF, the re-use of the Hospital's central boiler will be encouraged to supply an estate-wide community energy and heating supply.

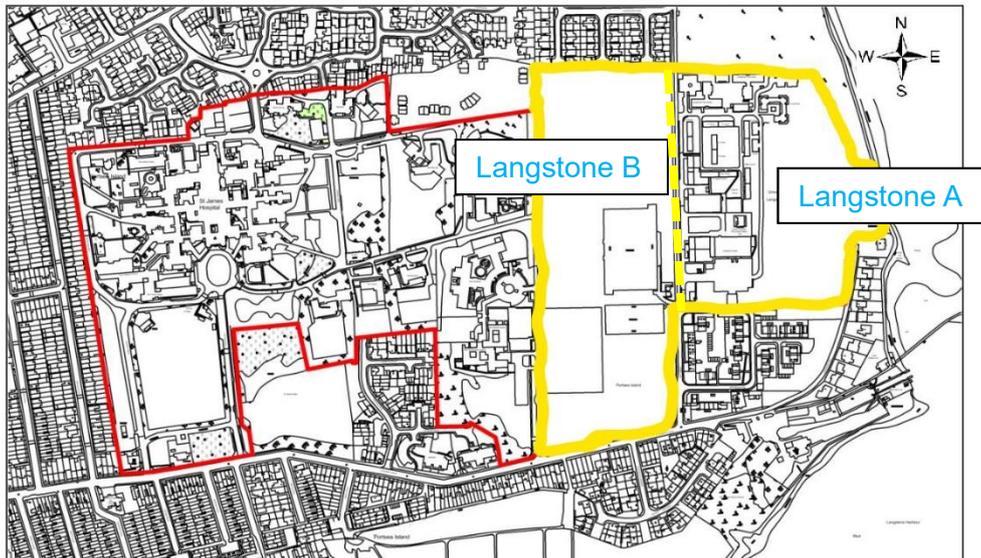
Design Review

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 environment. 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

<i>LAN1: Langstone Campus</i>
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
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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 aims to secure improvements to the Eastern Coastal Fringe now recognised for its important contribution to nature conservation and recreation whilst simultaneously addressing community deficits consistent with structural highway and transport constraints which are damaging air quality locally.

The current University interest includes two sites dissected by Furze Lane, a minor road restricted to buses, and cyclists forming part of the Sustrans National Network 222. Although the Langstone Campus A Site will largely become vacant before this Plan is adopted, it is recognised a linkage will remain between the Sports Changing Facilities and associated car and bus parking on the A Site and the Sportsgrounds on Site B.

To avoid creating a barrier between A and B and to prevent vehicular intensification and disturbance to otherwise quiet residential streets in the vicinity, it will be essential to maintain the restricted nature of this Lane particularly as a cycle-friendly safe route.

Notwithstanding the anticipated partial vacation of Site A during the Plan period, it is important to realise its potential for future redevelopment as a school during the lifetime of the Plan as there is no other suitable site in the City on which to build a new one.

For the meantime however, it is also recognised the Student Accommodation (Use Class C2) could potentially be adapted for other C2 Uses such as Residential Care. Residential Care uses are recognised in the Solent SPA as compliant with avoiding "Recreational Stress" and hence will not adversely affect wildlife habitats or the long term need to secure a site for a new school.

Brief

Design and Access Statements supporting future planning applications should set out how development proposals address the requirements of the 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, and any redevelopment should take the opportunity to reduce the harmful impact caused by the existing campus and to enhance the various values of the coastal area. Proposals for redevelopment, should improve the visual amenity from within and outside of the site especially from the Coast and clearly demonstrate how Brent Geese grazing can be retained, managed and protected. A starting principle should be that new development must be balanced by demolition of existing development, in terms of floor space and intensity of use. 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.

Traffic

The existing highway constraints and the relative isolation of Langstone Campus effectively prohibit heavy car-dependency uses and before redevelopment is considered, full assessments 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 on air quality should be accounted for, especially the impacts of pollution on human health and on the area's protected landscapes and habitats.

Mixed Use

Although part of Langstone Campus was considered for SHLAA estimates as a possible residential site, no formal site allocation was ever made. The SPA Designation and other sustainability considerations make it clear that Furze Lane is not a suitable or sustainable site for large-scale housing development, but there could be potential to accommodate some Residential Care with Education on Site A subject to highway and environmental constraints identified in the previous section of this brief.

The sports site has been identified as a significant wildlife habitat. Any changes to the site should take account of its wildlife habitat, and there should be no further 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.

Pedestrians and Cyclists

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

Furze Lane is a Sustrans National Cycling Route (222) and one of very few cycle friendly "streets" in the City of Portsmouth. Developer contributions will be sought towards improving Route 222 from the Lane and through Milton Common towards Eastern Road. (MAP NEEDED)

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 encouraged in accordance with Paragraph 96 & 97 of the NPPF. New buildings should be designed to incorporate south facing roofs with solar PV cells to maximise renewable energy generation

Design Review

For a site of this importance, independent design review is essential, as described in Paragraph 62, 63 & 66 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.