

MILTON NEIGHBOURHOOD PLAN POLICIES

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MILTON NEIGHBOURHOOD PLANNING FORUM

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MILTON NEIGHBOURHOOD PLAN

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 specific areas and buildings as shown on the proposals map.

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
- Local Heritage
- Transport

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

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

Community

Purpose

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

Rationale

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.

As we have pointed out, there is a lack of facilities in the eastern part of the plan area. An increasing aging population needs facilities closer to them to enable them to benefit from easier pedestrian access. Our survey shows that there is a continuing need for new facilities as current provision, particularly public assembly venues, becomes oversubscribed.

The National Planning Policy Framework states:

92. To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;
- c) 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;
- d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
- e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

93. Planning policies and decisions should consider the social, economic and environmental benefits of estate regeneration. Local planning authorities should use their planning powers to help deliver estate regeneration to a high standard.

94. It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and
- b) work with schools promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted

Community Facilities Policies COM1, COM 2, COM 3.

COM1 Safeguarding Community Facilities
Proposals for the redevelopment or change of use of locally valued community facilities will only be supported where: a) there is no reasonable prospect of viable continued use of the existing building or facility which will benefit the local community; b) they have been subject to consultation with the local community; and, c) it will provide an alternative Community use.
Interpretation
<i>This policy seeks to ensure that the range of community facilities in the area remains undiminished. A list of local community facilities is included on page 32</i>

COM2. Public Houses
Development proposals involving the use and development of public houses will be supported, providing:

- the use as a public house continues as part of the scheme;
- there is no significant adverse impact on the amenities of any nearby residential properties;

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 approved, 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

Paragraph 61 of the National Planning Policy Framework seeks to

“Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes”.

There are insufficient homes of 3 bed rooms, and young families are being priced out of the market. An entry level property in Milton is valued at £154,000, which excludes roughly 70% of the local demographic.

Milton has experienced a 10.3%¹ 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, especially given the proportion of low wage earners in Milton, as noted in prior pages.

Elderly people would prefer to remain in the local area among their friends and family². This contributes to improving health outcomes.

These policies seek to help to redress the balance and support the aims of:

- A. To promote and balance the social, economic and environmental wellbeing of the area.

¹ AECOM HNA August 2017

² Comments on many consultations and public events attended by the Forum

- B. To meet the needs of current and future generations, including a range of housing, employment and community facilities.

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

Housing Policies HSG1, HSG2, HSG3, HSG4.

HSG1. Housing Mix

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

- 3 bed, family houses suitable for local families to move into;**
- 1 and 2 bed homes suitable for first-time buyers and those wishing to downsize;**
- specialist accommodation suitable for the elderly, vulnerable or disabled persons conforming to Lifetime homes standards**

The proportions of each will need to be based on evidence of documented local housing need such as our AECOM HNA

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

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

Interpretation

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

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

HSG4. Small Housing Schemes

The following types of housing are especially supported:

- Self-build schemes.
-

Interpretation

This policy seeks to enable individual and innovative designs through self-build. PCC maintains a register where people can register an interest.

Economy, Employment and Retail

Purpose

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

Rationale

To remain 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.

The National Planning Policy Framework states that:

85. Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should:

a) define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;

b) define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;

c) retain and enhance existing markets and, where appropriate, re-introduce or create new ones;

d) allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary;

e) where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. If sufficient edge of centre sites cannot be identified, policies

should explain how identified needs can be met in other accessible locations that are well connected to the town centre; and

f) recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

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

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

EER1. Warren Avenue and Mallard Road Industrial Estate

Planning permission for the development of land and buildings in the Warren Avenue and Mallard Road Industrial Estate (see proposals map) 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;
- 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 Proposals map) 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 the ability to accommodate superfast-speed broadband Internet
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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

Milton's transition to an urban landscape is best characterised by the Edwardian grid plan terraces that dominate the townscape west of St James Hospital. The terraces etched on to a post medieval field system and contained between the drove ways that connected the village to Langstone Harbour. The underlying brick earth provided the raw material for myriad speculative building enterprises each with trademark stylistic differences that can be seen today at street level within the overall conformity of the whole.

The Naval Dockyard that provided the impetus for the Edwardian expansion in turn became the target that caused the destruction of much city housing during World War 2. As late as the 1960's a PCC initiative saw part of Langstone Harbour used to bury bomb damage and slum clearance rubble. The same decade saw new housing being developed in the NE corner of Milton on the site of the hospitals farm lands. As the role of the hospital within the NHS has contracted that development has moved closer to the designated core of the hospital and its landscaped grounds.

Any further quantum of development, in the plan area will be in proximity to the hospital and by extension to the Edwardian heart of Milton. Development should seek to retain and enhance the existing look and feel of Milton. The built form should be simple and designed in a similar manner to the local vernacular. High regard should be given to sustainable development that creates a permeable network of foot/cycle paths and encourages a modal shift away from motorised transport.

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 between quality of environment and an area's ability to attract investment, population and visitors. For Milton, with its coastal setting, this is especially important. The Langstone Harbour Coastal Area policies continued into the current plan from 2001-2011 describe the importance of the Eastern Seaboard. ***NPPF para 177 explicitly rebuts the presumption in favour of sustainable development when approval assessments are required.***

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 125 of the NPPF states:

"Plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development."

Paragraph 127 states:

"Planning policies and decisions should ensure that developments:

- a) 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;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and"
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

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

Paragraphs 130 and 131 of the NPPF state:

130. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

131. In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

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.



sketch 1: illustrative design features

Paragraph 129 of the NPPF states:

Local planning authorities should ensure that they have access to, and make appropriate use of, tools and processes for assessing and improving the design of development. These include workshops to engage the local community, design advice and review arrangements, and assessment frameworks such as Building for Life⁴⁷. These are of most benefit if used as early as possible in the evolution of schemes, and are particularly important for significant projects such as large scale housing and mixed use developments. In assessing applications, local planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels

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 131 of the NPPF states:

In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings. The following design policy supports innovative designs that incorporate superior environmental performance.

Paragraph 128 of the NPPF states:

Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot

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.

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

Place and Design Policies PLD1, PLD2.

<i>PLD1. New development must be well designed and sustainable. This includes:</i>	
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, where deliverable, to prevent rainwater runoff into the sewage system and ensuring hard surfaces are permeable, to reduce rainwater runoff.
<i>Interpretation</i>	
Pedestrian and cycle permeability are crucial elements in reducing car trips and making Milton sustainable.	
To reduce fuel poverty and environmental impact, development that supports the use of sustainable technologies is encouraged. Innovative design with high environmental performance is particularly welcomed, as set out in the NPPF.	
Well-designed public and private space means designing layouts so that rear gardens are away from road frontages. This avoids the need for high fencing or walls next to highway.	
Design and access statement submitted with planning applications should make clear how the requirements of this policy have been met.	
In terms of high quality materials, the policy would be met by authentic local materials and other durable materials with a high standard of finish and durability. The policy would not be met by poor quality imitation of traditional materials, such as plastic fascia boards.	
It will certainly be necessary to use a capable and skilled professional team in order to respond to this policy, including skills such as: <ul style="list-style-type: none"> • 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.	

PLD2 Renewable and Low Carbon Energy

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

New developments will also be required to embrace new and emerging energy efficiency measures to improve standards in reducing the depletion of finite global resources. Where larger scale developments and re-development proposals come forward during the Plan period, it will be necessary to fully consider opportunities for development-wide renewable energy generation.

Interpretation

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

Natural Environment

Purpose

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

Rationale

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), as laid out in pages 37-43., and map on p39.

The Government has committed to this generation being the first to leave the natural environment of England in a better state than that in which we found it. " Achieving this means looking after the environment we have – our ***natural capital*** – and making the most of opportunities to protect and improve it"³.

The Solent area, and the Chichester and Langstone Harbour SPA especially, host in excess of 90,000 over-wintering waders and wildfowl. The Plan area includes 4 terrestrial Brent Goose sites, two on Milton Common (site of Importance for Nature Conservation) and two on the Langstone Campus Site (see map). These non-designated sites have an important role in supporting the Solent Special Protection Areas (SPA) and as such, need to be protected from land take and recreational pressure associated with new development. The most recent Solent-wide Report was published in 2019.

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

³ Defra 25 Year Environment Plan 2018

Portsmouth, being the most densely populated City in the British Isles with huge deficits in green infrastructure⁴; open space provision⁴; excessive air pollution levels where NO2 Levels are described as “of significant concern”⁵; high obesity levels and above average levels of premature deaths from cardiovascular disease and cancers⁶; is desperate to preserve and enhance it's green-spaces and natural environment.

The Green Infrastructure paper to the emerging Portsmouth Plan acknowledges coastal areas offer a "release" from the densely developed nature of parts of the city, providing open vistas, undeveloped areas and amenity that is vital to residents and visitors of Portsmouth alike¹.

The Biodiversity paper for the Portsmouth Plan shows Milton Common and Langstone Harbour as Biodiversity Opportunity Areas. Opportunities have been identified for targeting Coastal Grazing Marsh, Purple Moor Grass and Rush Pasture, Coastal Salt Marsh and Vegetated shingle⁷

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

Paragraph 170 of the National Planning Policy Framework (NPPF) requires that:

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

- a) protecting and enhancing valued landscapes, geological conservation interests and soils;
- b) recognising the wider benefits of ecosystem services;
- c) 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;
- d) 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
- e) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate".

Habitats and Biodiversity

Paragraph 174. To protect and enhance biodiversity and geodiversity, plans should:

- a) Identify, map and safeguard components of local wildlife-rich habitats and wider ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity; wildlife corridors and stepping stones that connect them; and areas identified by national and local partnerships for habitat management, enhancement, restoration or creation; and
- b) promote the conservation, restoration, and enhancement of priority habitats, ecological networks, and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.

In paragraph 175, the NPPF says:

When determining planning applications, local planning authorities should apply the following principles:

⁴ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-open-space-assessment.pdf>

⁵ <https://democracy.portsmouth.gov.uk/documents/s22948/Annual%20Status%20Report%20appendix.pdf>

⁶ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-health-and-wellbeing-background-paper.pdf>

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

- a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
- b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;
- c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and
- d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity

Paragraph 176. The following should be given the same protection as habitats sites:

- a) potential Special Protection Areas and possible Special Areas of Conservation;
- b) listed or proposed Ramsar sites; and
- c) sites identified, or required, as compensatory measures for adverse effects on habitats sites, potential Special Protection Areas, possible Special Areas of Conservation, and listed or proposed Ramsar sites.

Paragraph 177 states:

“The presumption in favour of sustainable development 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, especially for the Langstone site.

Pollution

180. Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so, they should:

- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life;
- b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and
- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes, and nature conservation.

181. Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure

that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.

Local Green Spaces

100. The Local Green Space designation should only be used where the green space is:

- in reasonably close proximity to the community it serves;
- 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), tranquility or richness of its wildlife; and
- local in character and is not an extensive tract of land.

101. Policies for managing development within a Local Green Space should be consistent for those for Green Belts.

Para 123 of the NPPF says that planning policies should identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

Natural Environment Policies ENV1, ENV2 and ENV3.

<i>ENV1. Local Green Space</i>
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:
<ul style="list-style-type: none"> • 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. • It incorporates biodiversity improvements in and around the buildings (such as the wider biodiversity network) especially where this secures measurable net gains.
Interpretation
Examples of development that would be allowed by the policy include: <ul style="list-style-type: none"> • 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.

<i>ENV2. Protected Sites</i>
New development must not adversely impact on protected sites and demonstrate that it will enhance protected sites and their surroundings. This includes:
<ul style="list-style-type: none"> • Taking full account of the ecological and wildlife values of the area and the need to support nature conservation and biodiversity and provide robust evidence of how it will achieve biodiversity and geodiversity net gains. • Incorporating appropriate habitat management practices to maintain the functional integrity of the designated Solent Wader and Brent Goose Wader Sites
Interpretation
This policy aims to protect against inappropriate development increasing stresses on already fragile habitats.
The 2016 State of Nature ⁸ report identified a couple of trends of significance to urban areas like Portsmouth. Urbanisation was highlighted as a significant driver of change in nature

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

encompassing various negative factors from loss of green space and wildlife rich brownfield sites, to loss of habitat in general. The report also noted additional pressures upon the wildlife of the UK's coastal spaces due to increased development, disturbance from people and rising sea levels.. A well-managed network of green infrastructure can help address

ENV3 New Development Proposals

New development proposals will require applicants to provide a Biodiversity Mitigation and Enhancement Plan (BMEP). BMEPs should include the following measures where appropriate:

- **Provide opportunities for new tree planting**
- **All landscape planting to utilise appropriate native species**
- **Promote enhancements of green spaces, wildlife corridors and woodland spaces**
- **Creation and long term management of areas of species rich grassland**
- **Creation of a community orchard (using traditional varieties) and/or the provision of fruit trees within allotment plots or gardens**
- **Provision of new bat roosting and bird nesting opportunities within new builds located adjacent to green infrastructure, including the provision of nesting opportunities for swifts and other birds**
- **Provision of additional bat roosting opportunities within established areas of trees**
- **Retain existing trees and incorporate 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**

Interpretation

This policy aims to uphold the principles underpinning the Government's 25 Year Environment Plan in relation to green infrastructure including providing more and higher quality GI in towns and cities, with particular mention of encouraging more planting of trees in and around our urban areas.

A well-managed network of green infrastructure can help address biodiversity losses through the provision of valuable habitats for a range of native flora and fauna in order to help counter losses, as well as through joining up these habitats, to help ensure that the built environment of the city is as permeable to wildlife as possible. In addition to ensuring that Portsmouth is as diverse in its wildlife as it can be, this can lead to the additional benefit of bringing nature into the city to help expose people to the natural environment who might not be able to experience it in the same way as those living in more rural parts of the UK.

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 the use of gravel board bases to fencing
- building bat roost tiles into roofs to allow roosting
- incorporating swift boxes in all new buildings

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.

These policies are compliant with existing PCC policy PCS13.

Local Heritage Policies LH1, LH2.

Purpose

These policies are to ensure that identified and potential heritage assets are appropriately conserved or enhanced.

Rationale

The Neighbourhood Plan includes a survey of designated and non-designated heritage assets that are of particular importance to the local character of Milton on pages 15-16. These assets should be conserved or enhanced in a manner proportionate to their significance.

The NPPF states at paragraph 185:

“Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place.”

The NPPF goes on to say:

“188. Local planning authorities should make information about the historic environment, gathered as part of policy-making or development management, publicly accessible.

189. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”

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

LH1 Heritage Assets
Preserving or enhancing the historic and natural environments Planning applications affecting national and local heritage assets within the Milton Neighbourhood Plan Area should be of the highest standards, taking account of the area's character and appearance. Care should be taken to ensure that new development responds well to the key heritage features within the Plan Area, including the designated and non-designated assets. All development which has the potential to affect heritage assets is to be accompanied by an appropriate heritage assessment ⁹ and include measures which will mitigate or compensate for the loss of any heritage values identified.
Interpretation

⁹ <https://www.portsmouth.gov.uk/ext/development-and-planning/submitting-a-planning-application>

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

LH2 Previously Developed Land and Buildings

The neighbourhood plan supports proposals which seek to bring back into active use previously developed land or buildings, subject to compliance with all other Plan policies. In particular, it supports schemes which incorporate the sympathetic reuse of buildings and are informed by the historic character of these buildings and their context.

Interpretation

This policy is to enable sustainable development by sympathetic re-use of previously developed land or buildings.

Transport

Purpose

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.

Portsmouth City Council has acknowledged that there are delays at peak-times on the main routes through and around the Plan Area and they confirm the three areas of severe congestion shown on page 24 continue to be an issue.

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 Sustrans network. It must require new developments to provide electric vehicle charging points.

As noted on p26, the proposed development areas are poorly served by public transport. This policy supports their improvement.

Rationale

Our cities have been designed around the car, rather than people. This has left us less healthy, our roads more congested and our cities less well-off. Cities around the world are encouraging more people to walk and reducing the number of car journeys. These simple changes benefit society by reducing air pollution; reducing road injuries; creating stronger social reactions, creating a stronger sense of community; reducing crime rates and improving mental and physical health.¹⁰ These benefits are particularly pertinent to Portsmouth and we must commit to making walking a priority, ensure walking features strongly in town plans, create a walking network, and design streets as places for children to enjoy.)¹¹.

Paragraph 102 of the NPPF states: "Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;

¹⁰ <https://www.portsmouth.gov.uk/ext/documents-external/114.95-phar-2017-web-ready.pdf>

¹¹ [Creating Walking Cities a Blueprint. https://www.livingstreets.org.uk/media/2527/blueprint-for-change.pdf](https://www.livingstreets.org.uk/media/2527/blueprint-for-change.pdf)

- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling, and public transport use are identified and pursued;
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- e) patterns of movement, streets, parking, and other transport considerations are integral to the design of schemes, and contribute to making high quality places”.

Paragraph 103 states: “The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.....”

Paragraph 105: “If setting local parking standards for residential and non-residential development, policies should take into account:

- a) the accessibility of the development;
- b) the type, mix and use of development;
- c) the availability of and opportunities for public transport; d) local car ownership levels; and e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles”.

Paragraph 106: “Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe, and secure, alongside measures to promote accessibility for pedestrians and cyclists”.

Paragraph 108 states: “In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users; and
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

Paragraph 110 states: “Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible, and convenient locations”.

Paragraph 111 of the NPPF states: “All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed”. This is especially important for 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 180 says that Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so, they should:

- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life;
- b) Identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and
- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes, and nature conservation.

Paragraph 181 of the NPPF says that “Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.”

Services around the main sites

Rapid and ongoing expansion of house building in the plan area (see the “Development and Character of Milton's Housing above) has not been accompanied by the necessary infrastructure investment. Consequently, both the Langstone Campus and the St James Hospital site suffer from serious accessibility problems. 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 pedestrian and cycle 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.

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 and reducing travel

distances. This Neighbourhood Plan will seek to retain these. (see the special policies section for St James' Hospital, and Langstone Campus).

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

These policies are compliant with existing PCC policy PCS17.

Transport Policies TSP1, TSP2.

<i>TSP1. Vehicle Capacity and Safety</i>
New development will be expected to demonstrate that highway capacity into and within the Milton area is adequate to accommodate the additional vehicle movements generated. Development resulting in an increase of 30 or more movements through local road junctions will be considered as having a material impact requiring a full capacity assessment of the junction.
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; • facilitating easy pedestrian access to high quality public transport; • providing electric charging points for electric vehicles; • providing parking according to the Parking Standards and Transport Assessment SPD; • Allow for access by service and emergency 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.

Special Policy Area - St James' Hospital Site

Purpose

As a strategically important site within the Milton area, the former St James' Hospital site is expected to deliver an exemplar development, to meet local needs. Inclusion of other uses apart from residential, such as education and healthcare would help to service local needs and reduce car dependency, and provide local employment. 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.



Image 9: St James, possible development sites

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"¹² 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 and farmland, but over the years these have been lost to residential uses in a piecemeal fashion.¹³ Further land loss would erode the unique character of the St James' area.

It is well documented that Portsmouth is very densely populated. With green space at a premium, it is vital that any further loss of green space is kept to a minimum. Milton can play its part in a sustainable Portsmouth and this policy contributes positively towards the Council's Strategic Objectives and Priorities.

¹² <https://www.portsmouth.gov.uk/ext/documents-external/lplan-issues-and-options-paper-july-2017.pdf>

¹³ http://publicaccess.portsmouth.gov.uk/online-applications/files/FBDCF844837CF6674C46D409DC1A0DE8/pdf/A_20261_AB-OS_EXTRACT-LOCATION_SITE_PLAN-279973.pdf

It is noted that the modern development on the former hospital farmland has proceeded with no regard to infrastructure. To redress this imbalance the inclusion of other uses such as education and healthcare should be factored into the mix. These are necessary to service local needs that will help to reduce car dependency and build a sustainable future.

One way in which the Council could address the current deficits in open space across the city is to ensure that the spaces that it currently has are afforded appropriate protection from further loss. The Council should consider protecting areas of green space in the city which have particular importance to the local community through designating them as areas of Local Green Space through Local Plans, as we have expressed elsewhere in this document. As the NPPG website sets out, this type of designation may be used where those spaces are demonstrably special to the local community and would effectively give the land protection consistent with that of green belt land.

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.

These development considerations cover the last phase of residential development and recognise the pressing need for a specific policy. The policy looks to conserve and enhance the historic core and its attendant ancillary buildings and the wider historic landscape within which it sits.

The policy also 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

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

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

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

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

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

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

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

At the same time, it is necessary to protect the green parkland character of the area and respond to the setting of the listed and related unlisted buildings. The vision is to create a distinctive mixed development in a parkland setting - a unique jewel within a city environment that the local community, present and future, can enjoy.

Paragraph 185 of the NPPF states:

Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place.

Policy STJ1.

<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, particularly health and elderly care related, and open space.
<i>Interpretation</i>
Although it is envisaged that the development of the site is likely to include residential elements, it is assumed other uses will have a reduced impact on a constrained local highway network and are more consistent with achieving Sustainable Development.
Design and Access Statements supporting future planning applications should set out how development proposals address the requirements of the development considerations.

Development Considerations

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 Tree Protection Orders (TPOs). The planting of new trees of a suitable species to complement existing trees will be encouraged in future development proposals to help contribute the City Council's zero carbon emissions target by 2030.

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

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

Historic Buildings

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

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

Permeability and Movement

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

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

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

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

Sustainable Construction

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

Renewable and Low Carbon Energy

To help increase the use and supply of low carbon energy as prescribed in Paragraph 151 & 153 of the NPPF.

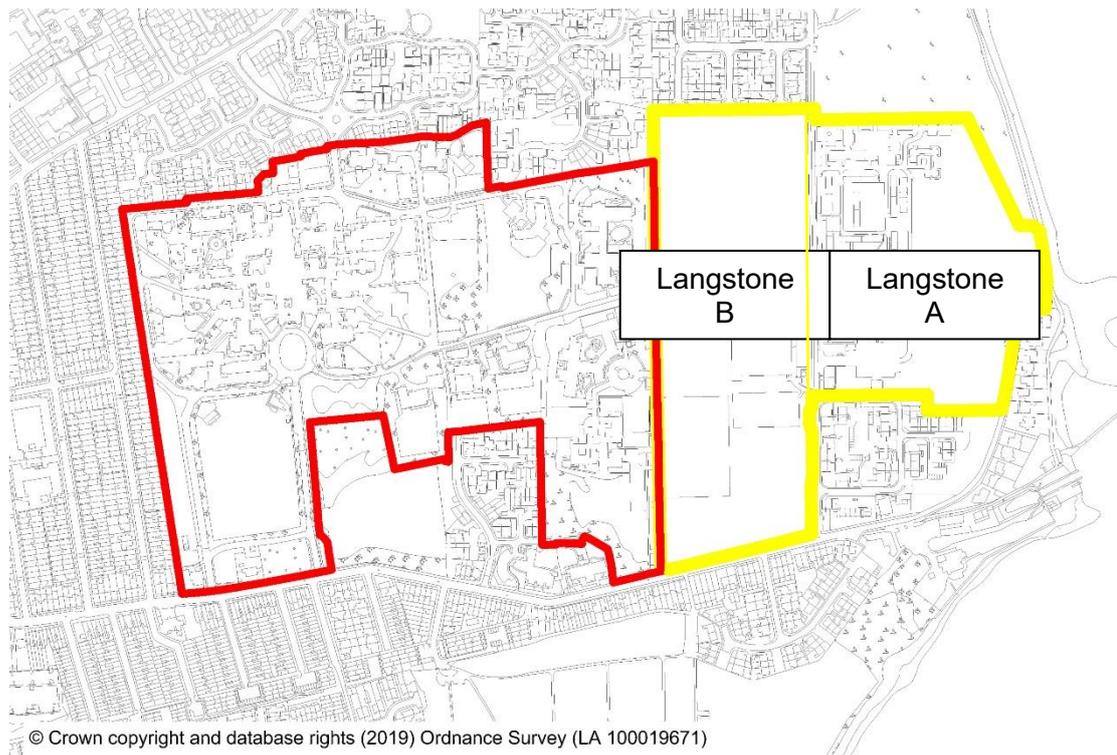
Design Review

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

Special Policy Area - Langstone Campus

Purpose

The entire site (edged yellow in map 11 below) lies within the existing Portsmouth Plan Policy on the Langstone Harbour Open Coastal Area, as shown on the Proposals Map. It also lies next to an Internationally Designated Special Protection Area for Wildlife Habitat and provides both a “Core” Brent Goose tertiary feeding site essential to maintaining the integrity of the ecological network as well as an area of Secondary Support. This policy aims to resist inappropriate development and ensure that development proposals respect the coastal landscape and setting, allow public access to the waterfront, and avoid interference with navigation lighting and harm to nature conservation interests.



Map 11: Langstone site (yellow border)

Rationale

The land is currently in the ownership of the University of Portsmouth, who are considering vacating a significant part of the built Langstone Campus Student Village on the site east of Furze Lane (Site A) during the Plan period and would, if land became available to accommodate their sport needs, vacate the entirety including the sports-fields on the west (Site B).

Development of the site has had a negative impact on the protected coastal area and there is a preference for reclaiming as an open area, including recreational uses.

Much of the development on Site A preceded the statutory conservation designations and restrictions applicable to the Langstone Harbour Coastal Zone. Virtually all of it preceded the restrictive Langstone Harbour Coastal Zone policies excepting the new sports changing facilities. The artificial surfaces and floodlighting on Site B were only permitted on condition the Site A playing fields were taken out of use for organised games.

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, one including playing fields and Artificial Turf Sports-Pitches for various games (Site B on the west) and the

other (Site A on the east). Both provide essential Brent Geese grazing land. Site A accommodates buildings belonging to Portsmouth University Student Village. The southeast corner comprises four-storey blocks of flats, owned by the City Council. The architecture is mainly undistinguished. Site A includes four storey student halls of residence and the base slabs of former 3-storey teaching blocks constructed in the 1960's for use as a Teacher Training College. The Barnard Tower is a 13-storey tower block with its staircase expressed by window openings. The University used this as a Halls of Residence until July 2018 when all student residential occupation ceased.

In an ideal scenario, all of the built Langstone Campus site would be restored to an open coastal landscape consistent with the Coastal Policy objectives and development rights would be transferred to the existing sports-fields on a like for like basis with no net increase in the built footprint.

The coastal area to the east of the site is a Special Protection Area (with RAMSAR status and a SSSI), to which the Habitat Regulations apply. Portsmouth has prepared a Supplementary Planning Document on the SPAs and the Solent Recreation Mitigation Partnership (SMRP) Strategy 2017 further explains how recreational harm to habitats might be reduced. However, the payments required by the SRMP can no longer be treated as a mitigating measure to prevent Likely significant Effects on the Chichester & Langstone Harbour SPA following the European Court ruling in April 2018 in the Case C323/17.

The policies below allow for alternative uses compliant with nature conservation and the visual amenity of a coastal setting and landscape. It is especially important to recognise the part the open nature of eastern coastal fringe has in balancing the highly developed and restricted nature of the western seaboard to assist the health and well-being objectives for all Portsmouth residents.

The Highway Authority has advised that Mixed-Use Neighbourhoods can reduce the need to travel and assist in reducing reliance on the private car. Being situated on the coastal fringe at the very eastern end of Portsea Island, Langstone Campus is relatively isolated from the main roads at Velder Avenue and Milton Road. However it is well served by the Sustrans National Cycling Route (222) and Furze Lane is one of the very few cycle friendly streets in the City of Portsmouth. Uses that are less heavily car-dependent and could better benefit from safe cycling access will be more appropriate.

The policies below allow for alternative uses compliant with nature conservation and the visual amenity of a coastal setting and landscape. It is especially important to recognise the part the open nature of eastern coastal fringe has in balancing the highly developed and restricted nature of the western seaboard to assist the health and well-being objectives for all Portsmouth residents.

Evidence

Existing Portsmouth Plan Policies LH1 and LH2 protect Langstone Harbour and the Langstone Harbour Coastal Zone from inappropriate development.

Following the 19th March 2019 Full Council Declaration of a Climate Emergency and the need to reduce carbon emissions across the City to achieve a Net Zero Target by 2030, this site is ideally suited for solar power generation on redundant hard standing areas.

Of relevance, too, are the National (NPPF) policies set out in the sections on the Natural Environment, Place and Design and Transport. This site has a special suitability for supplying green energy to maximise the use of the South Coast's more abundant availability of solar radiation complimenting the site's habitat constraints.

NPPF Para 51 says: “To help increase the use and supply of renewable and low carbon energy and heat, plans should:

- a) provide a positive strategy for energy from these sources, that maximises the potential for suitable development, while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts);
- b) consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure their development; and
- c) identify opportunities for development to draw its energy supply from decentralised, renewable, or low carbon energy supply systems and for collocating potential heat customers and suppliers.”

Dark bellied Brent Geese, flying from the Arctic Circle and Siberia in the winter months heavily use the playing fields. 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 on Site B. This is now classified as Site P25; a Secondary Support Area for the Core Area of the field adjacent Langstone Harbour in Site A (Site P23b) in the May 2019 Interim Project Report of the Solent Waders and Brent Goose Strategy (SW & BGS).

Any redevelopment of the campus site A would need to take full account of this habitat especially as the SW & BGS describes them as irreplaceable for the continued preservation of the habitat’s ecological network. Long-term maintenance is an issue for any development, including consideration of RSPB standards for migrating bird habitat.

Portsmouth is the most densely populated City in the UK with a very low provision of amenity open play-spaces (February 2019 City Council Open Space Needs Assessment)¹⁴ and Green Infrastructure Background Papers¹⁵ to the new City Plan identify a 77% deficit in amenity open space using the Council’s own standards and a deficit of 60% using the Fields-In-Trust (F-I-T) guidelines rising to 93% and 76% respectively in 2034). The stresses on physical and mental health and well-being are acknowledged as being relieved by a good supply of open spaces (City Council Health Background Paper Feb 2019)¹⁶

The paucity in Natural and Semi-Natural Green Spaces in Portsmouth is less stark with a 19% deficit currently rising to 32% in 2034 (or 22% using the F-I-T guidelines) justifying the vision to expand Milton Common into the Campus for the wider health and well-being of Portsmouth residents and to permit Biodiversity Gain in according with paras 170, 174 and 175. The Council’s 2019 Biodiversity Paper¹⁷ also proposes seeking Biodiversity Net Gain from development proposals.

Para 97 of the NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built and the preservation of existing green spaces is not simply a vital element in ensuring the sustainability of Milton but the aims of NPPF para 92 go further by requiring planning policies to plan positively for the creation of sports venues and open spaces to enhance the sustainability of communities and residential environments.

To the north and the south of the site are post war housing areas. 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.

¹⁴ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-open-space-assessment.pdf>

¹⁵ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-green-infrastructure-background-paper-final.pdf>

¹⁶ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-health-and-wellbeing-background-paper.pdf>

¹⁷ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-biodiversity-background-paper-final-draft-feb-2019.pdf>

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.

Policy LAN1.

<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 Langstone Campus site.
The granting of planning permission on Langstone Site A (see plan) will be considered for the following uses, subject to the retention and management of the Core Brent Goose and Solent Wader site P23b as defined in the Solent Waders and Brent Goose Strategy: <ul style="list-style-type: none">a. continuing educational and institutional residential use in existing buildings, including the possibility of changing part or the entire built campus site to a local school.b. demolition of parts of the site to create recreational and sports facilities or green open space;c. medical or other community facilities in existing buildings (this could include physiotherapy or sports injury clinic facilities to support the sports uses, or facilities for home-based working);d. reclaiming the entire site as part of the coastal environmente. re-use of built areas for solar power electrical generation with ground-based solar PV panels to minimise visual impairment and for ease of maintenance
The granting of planning permission on Langstone Site B (see plan) will be considered for the following uses: <ul style="list-style-type: none">a. recreational and sports facilities or green open space, either ancillary to the educational use of the site or as independent facilities.b. reclaiming the entire site as part of the coastal environment.c. other uses that maintain the open character and wildlife value of the site
For both sites Langstone A and B, any new or modified uses would need to be sustainable and appropriate to the coastal environment by <ul style="list-style-type: none">a. avoiding any significant overall intensification of use on the site, especially in terms of vehicular traffic generationb. enhancing and not adversely impacting on wildlife habitats (including birds), the Local Nature Reserve or the Special Protection Area
<i>Interpretation</i>
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 estate includes two sites bisected 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 parking on the Site A and the Sportsgrounds on Site B.
To avoid creating a barrier between Sites 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 Furze Lane pa To formally assess the likely transport impacts of proposed development for C2 or education uses further detailed work will be needed to support and inform planning applications for this site to understand particularly as a cycle-friendly safe route.
Notwithstanding the substantial 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. Especially for the south-east quadrant of Portsea Island, there are accessibility issues and the school's

playing-fields could be shared to meet City-wide deficits in sports-pitch provision (City Council Open Space Needs Assessment Nov 2018).

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. C2 uses are to be assessed on a case-by-case basis under the Solent Recreation Mitigation Strategy as there are instances where a C2 Residential Care use could be compliant with avoiding recreational stress on the protected sites.

Natural England advise that any proposal will require a Project Level HRA to consider the effects of development on the Chichester and Langstone Harbour SPA, RAMSAR and SSSI within the Solent Maritime SAC whether for a new school and/or a conversion of the remaining C2 Residential Blocks as a Care Home

Development Considerations

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.

Paragraph 121 of the NPPF says:

“Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should support proposals to:

- a) use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the vitality and viability of town centres, and would be compatible with other policies in this Framework; and
- b) make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality of service provision and access to open space.”

Traffic

Further detailed work will be needed to formally assess the likely transport impacts of proposed development for C2 or education uses to support and inform planning applications for this site. This work should also quantify 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

The existing Langstone Harbour policies together with the RAMSAR, SPA and SSSI Designations, the City's huge deficits in open and children's play spaces coupled with increasing recreational pressures, its poor sustainable transport provision and dangerous and highly polluted, congested roads make it clear that Furze Lane is not a suitable or sustainable site for any significant level of housing development. However, subject to a Project Level HRA, there could be potential to accommodate some Residential Care with Education on Site A.

Site B 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 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 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. The Green Infrastructure paper prepared for the emerging Portsmouth Plan identifies the Furze Lane route through to the Eastern Road across Milton Common as a Green Corridor¹⁸ which will reinforce the environmentally friendly "safe-street" concept.

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

¹⁸ <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-green-infrastructure-background-paper-final.pdf>

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

Design Review

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

Natural England strongly recommends that all new development adopt the higher standard of water efficiency under the Building Regulations (which relates to 110 litres/head/day including external water use and re-use) in line with best practice and consideration be given to the use of grey-water recycling systems and efficient appliances.