

Strategic Environmental Assessment for the Milton Neighbourhood Plan

Environmental Report to accompany the
Submission version of the Neighbourhood Plan

Milton Neighbourhood Plan Steering Group

June 2020

Quality information

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Revision History

Revision	Revision date	Details	Name	Position
V1	28/04/20	Draft for internal review	Rosie Cox	Environmental Planner
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V3	18/06/20	Locality Review	Annabel Osborne	Neighbourhood Planning Officer
V4	29/06/20	Final	Rosie Cox	Environmental Planner

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Non-Technical Summary

What is Strategic Environmental Assessment?

A Strategic Environmental Assessment (SEA) has been undertaken to inform the Milton Neighbourhood Plan (MNP). This process is required by the SEA Regulations.

Neighbourhood Plan groups use SEA to assess Neighbourhood Plans against a set of sustainability objectives developed in consultation with interested parties. The purpose of the assessment is to avoid adverse environmental and socio-economic effects through the Neighbourhood Plan, and identify opportunities to improve the environmental quality of the area covered by the Neighbourhood Plan and the quality of life of residents.

What is the Milton Neighbourhood Plan?

The MNP area is located in the south-eastern quadrant of Portsea Island in the Portsmouth City Council (PCC) Local authority area. Prepared to be in conformity with the adopted Portsmouth Plan (2012) and the emerging Portsmouth new Local Plan, the MNP sets out a vision and a range of policies for the MNP area. These relate to a range of topics, including, but not limited to, landscape and townscape character, the quality of life of residents, and the protection and enhancement of the environment.

It is currently anticipated that the MNP will be submitted to PCC in summer 2020.

Purpose of this Environmental Report

This Environmental Report, which accompanies the submission version of the MNP, is the latest document to be produced as part of the SEA process. The first document was the SEA Scoping Report (May 2017), which includes information about the MNP area's environment and community. The second document was the Environmental Report accompanying Regulation 14 consultation on the Neighbourhood Plan (which ran 1st April 2019 to the 17th May 2019).

The purpose of this Environmental Report is to:

- Identify, describe and evaluate the likely significant effects of the MNP and alternatives; and
- Provide an opportunity for consultees to offer views on any aspect of the SEA process, which has been carried out to date.

The Environmental Report contains:

- An outline of the contents and main objectives of the MNP and its relationship with other relevant policies, plans and programmes;
- Relevant aspects of the current and future state of the environment and key sustainability issues;
- The SEA Framework of objectives against which the MNP has been assessed;
- The appraisal of alternative approaches for the MNP;
- The likely significant environmental effects of the MNP;
- The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects as a result of the MNP; and
- The next steps for the MNP and accompanying SEA process.

Establishing reasonable alternatives for the Neighbourhood Plan

A key element of the SEA process is the appraisal of 'reasonable alternatives' for the MNP. The SEA Regulations¹ are not prescriptive as to what constitutes a reasonable alternative, stating only that the Environmental Report should present an appraisal of the 'plan and reasonable alternatives taking into account the objectives and geographical scope of the plan'. As in many cases, the Milton Neighbourhood Plan Steering Group are limited in terms of potential alternatives that can be considered for the MNP, which must be in general conformity with the adopted Portsmouth Plan and support the strategic development needs set out in the emerging local plan.

Significant effects against SEA objectives are most likely to arise through the consideration of alternatives for the level and location of growth to be delivered in the MNP area, which is often one of the key issues for the MNP to address. In this context, the overall level, distribution and location of housing growth would be a logical approach for assessing an alternative approach to that set out in the MNP.

The new Local Plan is still in an early stage of plan-making. The Issues and Options Document identified a potential strategic site, St James Hospital and Langstone Campus, within the MNP area that could deliver more than 250 dwellings. There are no alternatives within the MNP area that could deliver this level of growth. There are existing areas of open/green space within the MNP area, but these are not being promoted for development and are important for the health and wellbeing of the local community. One of these areas, Milton Common, is identified by the adopted Portsmouth Plan as being an important strategic area of open space that should be protected. It is also designated as a Local Wildlife Site and Local Nature Reserve and in close proximity to internationally designated sites for biodiversity.

It would not be appropriate for the MNP or SEA to consider alternatives for the delivery of growth at the St James Hospital and Langstone Campus site outside the MNP area. This is a strategic matter for the emerging Local Plan and its accompanying SA. The Issues and Options Consultation Document (2017) set out a number of issues for this strategic site to be considered through the emerging local plan. This included:

- The capacity of infrastructure, including roads, utilities, and community infrastructure such as schools and community facilities to support development in this location;
- Future provision of private open space which is currently accessed and used by local people and access to the waterfront;
- Cycle and pedestrian links with the wider area and the deliverability of local highway improvements;
- The need to ensure playing field provision;
- Any visual and ecological impact upon the coastline, including the sensitive Brent geese feeding sites;
- Protection of the listed buildings and their setting (St James Hospital and the adjoining chapel);
- Improvements to flood defences;
- Protection of viewpoints, and
- A mixture of dwellings including a significant proportion of family housing.

These key issues are being explored through the MNP but it is not considered necessary to subject them to formal alternatives assessment. The MNP policies relating to these key issues have been assessed in **Chapter 5**.

¹ Environmental Assessment of Plans and Programmes Regulations 2004

Assessment of the Neighbourhood Plan

Assessment of the Pre-Submission Milton Neighbourhood Plan

In November 2018 AECOM assessed the Pre-Submission Regulation 14 draft of the Neighbourhood Plan, providing the following recommendations:

- The MNP area has a high quality natural landscape and coastal setting. In this context, there is potential for a new policy, or policy improvements to further recognise the significance of the coastal landscape, protecting and enhancing its intrinsic qualities to allow long-term public appreciation and enjoyment.
- The MNP area has a rich heritage environment including numerous historic assets of significance. In this context there is potential for the Draft MNP to include a policy, or policy improvements which set out the need to conserve and enhance the setting and intrinsic value of these assets, and the wider historic environment. This could include requiring all new development to be accompanied by an appropriate heritage assessment and include measures, which will mitigate or compensate for the loss of any heritage values identified.
- The Draft MNP should seek opportunities to enhance the visitor economy. There is further potential for the Draft MNP to more directly recognise the parking issues in area. In this context, a new policy, or policy improvements that contribute positively towards relieving parking issues in the area would significantly benefit local businesses, residents, and visitors alike.

The Steering Group subsequently updated the draft Neighbourhood Plan in response to the recommendations proposed through the SEA and the Habitats Regulations Assessment (HRA) (AECOM, 2017). These recommendations were reinforced through Regulation 14 consultation responses from Natural England and Historic England.

The MNP has also been updated to ensure that due consideration is given to the UK climate emergency, declared in May 2019. The Steering Group recognise that PCC's Zero Carbon Emissions Target of 2030 implies a commitment that the Neighbourhood Plan policies must achieve a reduction in emissions for which it could be held responsible. The MNP presents 24 planning policies for guiding development in the Milton area, and a number of accompanying community projects.

Assessment findings at this current stage

Utilising the SEA Framework of objectives and assessment questions developed during the earlier scoping stage of the SEA, the SEA process has assessed the policies put forward through the current version of the MNP. The Environmental Report has presented the findings of the assessment under the following topics:

- Air quality;
- Biodiversity;
- Climate change;
- Landscape and historic environment;
- Land, soil and water resources;
- Population and community;
- Health and wellbeing; and
- Transportation.

Potential significant effects

The MNP does not allocate any sites for development; it is therefore unlikely to have any significant negative effects on SEA topics.

The assessment has concluded that the current version of the Milton Neighbourhood Plan is likely to lead to **significant positive effects** in relation to the 'health and wellbeing' SEA topic. This largely relates to the Neighbourhood Plan's focus on enhancing the quality of life of residents through the protection and enrichment of open space and green infrastructure networks. Additionally the Neighbourhood Plan places focus on facilitating balanced transport provision (i.e. pedestrian and cycle linkages) in the Neighbourhood Area, and reducing levels of congestion, which will in turn

improve human health. In this context, **significant positive effects** are also predicted for the 'population and community' and 'transportation' SEA topics.

Uncertain **minor positive effects** are identified for both the 'biodiversity' and 'landscape and historic environment' topics. It is considered that the MNP provides a local policy context that offers protection to important assets as well as supports opportunities for enhancement where possible. The implementation of proposed measures and growth proposed through the new Local Plan considering the sensitivity of the environment will likely determine the significance of effects. It is also assumed that, in relation to 'biodiversity', HRA (2020) recommendations will be sufficiently addressed.

The current version of the Milton Neighbourhood Plan will initiate a number of beneficial approaches regarding the 'air quality', 'land, soil and water resources' and 'climate change' topics. However these are not considered to be significant in the context of the SEA process given the scope of the Neighbourhood Plan and the scale of proposals.

Next steps

The MNP and this Environmental Report will be submitted to the Local Planning Authority, Portsmouth City Council, for Independent Examination.

At Independent Examination, the MNP will be considered in terms of whether it meets the Basic Conditions for Neighbourhood Plans and is in general conformity with the adopted Portsmouth Plan.

If the subsequent Independent Examination is favourable, the MNP will be subject to a referendum, organised by Portsmouth City Council. If more than 50% of those who vote agree with the MNP, then it will be 'made'. Once made, the MNP will become part of the Development Plan for Portsmouth City, covering the defined Neighbourhood Area.

1. Introduction


Background

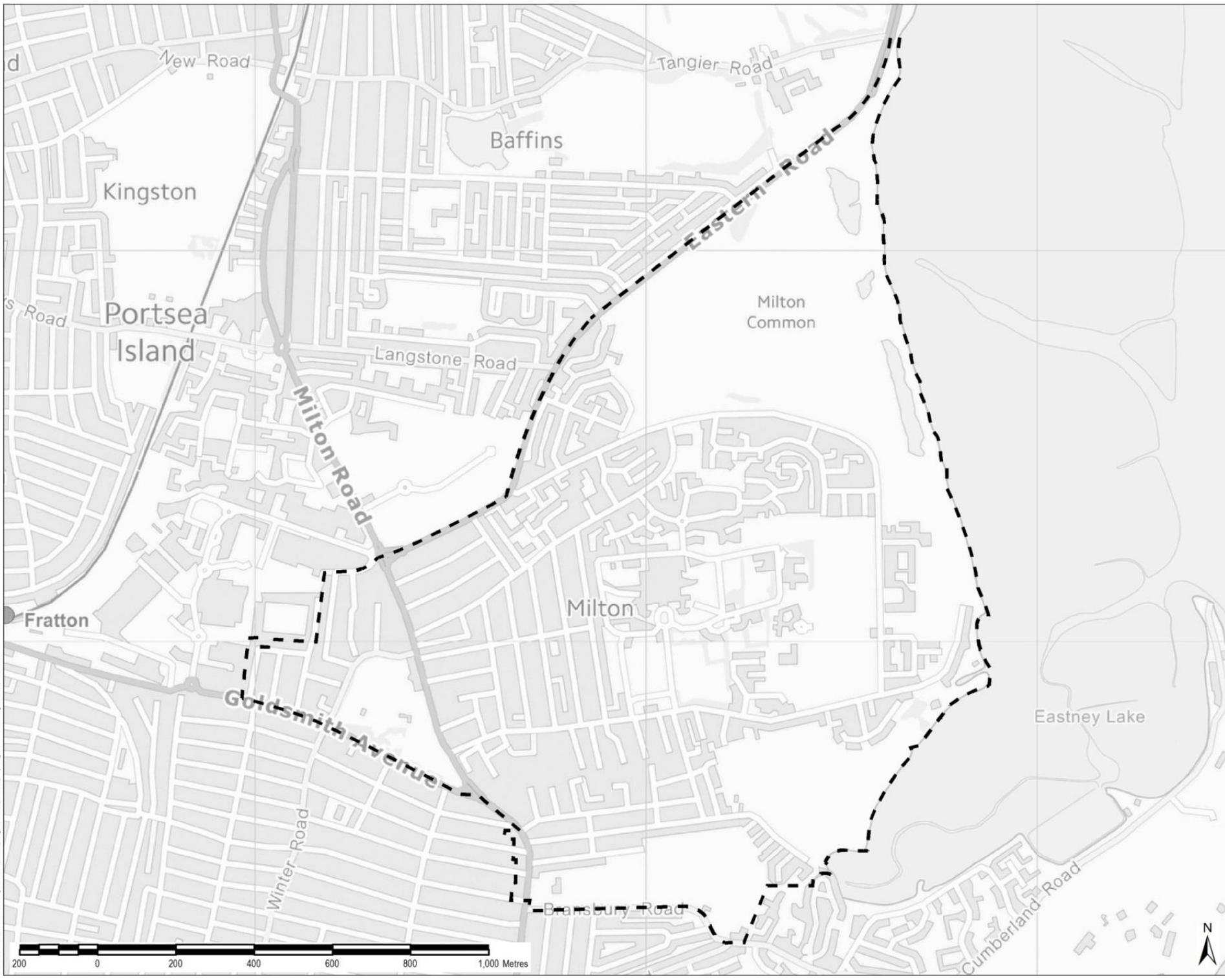
- 1.1 AECOM has been commissioned to undertake an independent Strategic Environmental Assessment (SEA) in support of the Milton Neighbourhood Plan (MNP).
- 1.2 The MNP is currently being prepared as a Neighbourhood Development Plan under the Localism Act 2012. The MNP area (**Figure 1.1**), is being prepared in the context of the adopted Portsmouth Plan (2012) and emerging Local Plan.
- 1.3 The Planning forum submitted an application for formal designation of the MNP area on 30th March 2015. A consultation ran for six weeks and formal designation occurred in July 2015.
- 1.4 It is currently anticipated that the MNP will be submitted to Portsmouth City Council (PCC) in summer 2020.
- 1.5 Key information relating to the MNP is presented in **Table 1.1**.

Table 1.1: Key facts relating to the MNP

Name of Responsible Authority	Portsmouth City Council
Title of Plan	Milton Neighbourhood Plan
Subject	Neighbourhood Planning
Purpose	The Milton Neighbourhood Plan is being prepared as a Neighbourhood Development Plan under the Localism Act 2011 and Neighbourhood Planning (General) Regulations 2012. The plan will be in general conformity with the adopted Portsmouth City Plan.
Timescale	To 2035
Area covered by the plan	The Neighbourhood Area coincides broadly with the area defined as 'Milton East' in the PCC Characterisation Study (2011). (Refer to Figure 1.1 overleaf)
Summary of content	The Milton Neighbourhood Plan will set out a vision, strategy and range of policies for the Neighbourhood Area.
Plan contact point	Milton Neighbourhood Planning Forum Email address: secretarymiltonnpf@gmail.com

LEGEND

-  Milton Neighbourhood Plan Area



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Purpose of Issue
DRAFT

Client
MILTON NEIGHBOURHOOD PLAN FORUM

Project Title
SEA OF THE MILTON NEIGHBOURHOOD PLAN

Drawing Title
MILTON NEIGHBOURHOOD PLAN AREA

Drawn SJ	Checked BB	Approved NCB	Date 05/04/2017
AECOM Internal Project No. 60504464		Scale @ A4 1:12,500	

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Drawing Number
FIGURE 1.1

Rev
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File Name: 15004 - Information Systems\Box_Milton_Neighbourhood_Plan\02_Maps\Figure 1.1 Milton Neighbourhood Area.mxd

SEA Explained

- 1.6 The MNP has been screened in by PCC as requiring SEA following comments received from Natural England (NE) in early 2017. NE's comments to PCC regarding the need for an SEA/HRA for the Milton Neighbourhood Plan were as follows:
- 1.7 *“An SEA/HRA is required as development in that area will lead to a likely significant effect. If the Portsmouth Local Plan (and accompanying SA/HRA) is prepared earlier than this Neighbourhood Plan then (so long as they are not proposing any development that differs from the Local Plan) they can rely on PCC’s Assessment.*
- 1.8 *We suspect that the Neighbourhood Plan will go out for consultation first, therefore they (the Steering Group) will need to carry out an SEA and HRA.”*
- 1.9 SEA is a mechanism for considering and communicating the likely significant effects of an emerging plan, and reasonable alternatives in terms of key environmental issues. The aim of SEA is to inform and influence the plan-making process with a view to avoiding or mitigating negative environmental effects and maximising positive effects. Through this approach, the SEA seeks to maximise the MNP's contribution to sustainable development.
- 1.10 The SEA has been prepared in line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations).²
- 1.11 The SEA Regulations require that a report is published for consultation alongside the draft plan that ‘identifies, describes and evaluates’ the likely significant effects of implementing ‘the plan, and reasonable alternatives’. The report must then be taken into account, alongside consultation responses, when finalising the plan.
- 1.12 In line with the SEA Regulations this Environmental Report must essentially answer four questions:
 - What is the scope of the SEA?
 - What has plan-making/SEA involved up to this point?
 - ‘Reasonable alternatives’ must have been appraised for the plan.
 - What are the appraisal findings at this stage?
 - i.e. in relation to the draft plan.
 - What happens next?
- 1.13 These questions are derived from Schedule 2 of the SEA Regulations, which present ‘the information to be provided within the report’. **Table 1.2** presents the linkages between the regulatory requirements and the four SEA questions.

² Environmental Assessment of Plans and Programmes Regulations 2004

Structure of this Environmental Report

1.14 This document is the Environmental Report for the Milton Neighbourhood and hence needs to answer all four of the questions listed above with a view to providing the information required by the SEA Regulations.

1.15 Each of the four questions is answered in turn within this report, as follows:

Table 1.2: Questions that must be answered by the Environmental Report in order to meet regulatory requirements³

Environmental Report question	In line with the SEA Regulations, the report must include... ⁴
What is the plan seeking to achieve?	<ul style="list-style-type: none"> An outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes
What is the sustainability 'context'?	<ul style="list-style-type: none"> The relevant environmental protection objectives, established at international or national level Any existing environmental problems which are relevant to the plan including those relating to any areas of a particular environmental importance
What's the scope of the SEA?	<ul style="list-style-type: none"> The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan The environmental characteristics of areas likely to be significantly affected Any existing environmental problems which are relevant to the plan including those relating to any areas of a particular environmental importance
	<ul style="list-style-type: none"> Key problems/issues and objectives that should be a focus of (i.e. provide a 'framework' for) assessment
What has plan-making/SEA involved up to this point?	<ul style="list-style-type: none"> Outline reasons for selecting the alternatives dealt with (and thus an explanation of the 'reasonableness' of the approach) The likely significant effects associated with alternatives Outline reasons for selecting the preferred approach in-light of alternatives appraisal/a description of how environmental objectives and considerations are reflected in the submission version of the plan.
What are the assessment findings at this stage?	<ul style="list-style-type: none"> The likely significant effects associated with the Submission version of the plan The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects of implementing the Submission version of the plan
What happens next?	<ul style="list-style-type: none"> The next steps for plan making/SEA process.

³ Environmental Assessment of Plans and Programmes Regulations 2004

⁴ NB this column does not quote directly from Schedule II of the Regulations. Rather, it reflects a degree of interpretation.

2. Local Plan context and vision for the Milton Neighbourhood Plan

Local Plan context for the Milton Neighbourhood Plan

- 2.1 The MNP is being prepared in the context of the adopted Portsmouth Plan (2012). Along with two Area Action Plans for Somerstown and North Southsea (2012) and Southsea Town Centre (2007), the Portsmouth Plan is the principal planning policy document within the planning policy framework for the city. It sets out the current Local Plan for the city in terms of the housing, employment and retail development up until 2027, also detailing the infrastructure requirements in order to enable this development to take place, together with how the Council will continue to protect the city's sensitive historic and natural environments. Additionally, the Local Development Framework (LDF) is supplemented by a number of saved policies from the Portsmouth City Local Plan (2006).
- 2.2 Neighbourhood plans will form part of the development plan for the City, alongside, but not as a replacement for the Local Plan. The Local Plan seeks to give communities a solid framework within which appropriate community-led planning policy documents, including neighbourhood plans, can be brought forward. Neighbourhood plans are required to be in general conformity with the strategic policies of the adopted Local Plan and can develop policies and proposals to address local place-based issues. In this way it is intended for the Local Plan to provide a clear overall strategic direction for development in Portsmouth, whilst enabling finer detail to be determined through the neighbourhood planning process where appropriate.
- 2.3 Outlined in the Portsmouth Plan, the spatial strategy for the city recognises the need for additional housing to accommodate the growing population and house those on the Council's housing register. Increases in commercial, retail and tourism developments are all recognised as mechanisms to improve the economy and help regenerate the city. The MNP area is located within 'The Eastern Coast' administrative area, one of five areas defined and mapped within the city by PCC. The spatial strategy for The Eastern Coast is as follows:⁵

"The internationally designated harbours are unique areas for people to enjoy. The edge of Langstone Harbour, to the east of the city, has many of the city's strategic open spaces such as Farlington Marshes, Milton Common and Great Salterns. A key element of the strategy is to protect these spaces, as well as the many smaller sites from development, in order to provide a break in the urban townscape, to ensure that the city remains attractive and that people have access to open spaces for recreation and health benefits. But the strategy is also clear that the city council, developers and individual users have a responsibility to safeguard important habitats and species, which are an essential characteristic of the harbours".

"The eastern side of the city is also home to key employment areas which provide the majority of industrial and warehouse sites together with opportunities for new employment floor space and as such will be protected. The established residential neighbourhoods of Milton, Baffins and Anchorage Park are expected to see a limited amount of housing and retail development up to 2027 to contribute to future needs and support existing local centre".

⁵ Portsmouth City Council (2012): 'The Portsmouth Plan', [online] available to download via:
<<https://www.portsmouth.gov.uk/ext/development-and-planning/planning/the-portsmouth-plan-adopted-2012.aspx>>

The new Portsmouth Local Plan

- 2.4 The Council are at the early stages in preparing the new Portsmouth Local Plan, with the 'Issues and Options' Document consultation closed on 28th September 2017.
- 2.5 The Issues and Options Consultation Document identifies six potential strategic sites to meet the city's future development needs. One of these strategic sites, St James' Hospital and Langstone Campus, falls within the MNP area.
- 2.6 The site consists of three areas:
- **St James' Hospital** (owned by the NHS);
 - A group of buildings consisting of **the Beeches, Yew House, Fair Oak House, The Child Development Centre, and the Harbour School** (owned by the Homes and Community Agency (HCA)); and
 - **The Langstone Campus** (owned by the University of Portsmouth) including university student halls of residence with adjoining playing fields.
- 2.7 Since the Issues & Options consultation in 2017, the Council have prepared a wide range of evidence studies which were published for comment from 11 February to Monday 25 March 2019. The summary document sets out the main points that have been identified.⁶
- 2.8 A consultation paper on the Tipner Strategic Development Area, including a new option to form a 'Super Peninsula' by reclaiming land from Portsmouth Harbour, was also published for consultation from 11th February to 25th March 2019. The summary document sets out the main points that have been identified.⁷
- 2.9 Taking into account all the responses received until now, a draft Plan will be prepared for full public consultation in Summer 2020.

Vision for the Milton Neighbourhood Plan

- 2.10 The vision for the MNP, which was developed during earlier stages of plan development, is as follows:

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

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

⁶ Portsmouth City Council (2019) Portsmouth Local Plan Consultation Document [online] available to download via: <https://www.portsmouth.gov.uk/ext/documents-external/local-plan-update-february-2019.pdf>

⁷ Portsmouth City Council (2019) Portsmouth Local Plan The Future of Tipner and Horsea Consultation Summary of Responses [online] available to download via: <https://www.portsmouth.gov.uk/ext/documents-external/pln-local-plan-update-tipner-and-horsea-island-consultation-summary.pdf>

2.12 To support the vision and aims, the MNP sets out a number of policies. The latest iteration of these policies have been appraised in **Chapter 5** of this Environmental Report.

3. The Scope of the SEA

The SEA Scoping Report

- 3.1 The SEA Regulations require that: “When deciding on the scope and level of detail of the information that must be included in the report, the responsible authority shall consult the consultation bodies”. In England, the consultation bodies are Natural England, the Environment Agency and Historic England.⁸ These authorities were consulted on the scope of the SEA in May 2017.
- 3.2 The purpose of scoping was to outline the ‘scope’ of the SEA through setting out:
 - A context review of the key environmental and sustainability objectives of national, regional and local plans and strategies relevant to the MNP;
 - Baseline data against which the MNP can be assessed;
 - The key sustainability issues for the MNP; and
 - An ‘SEA Framework’ of objectives against which the MNP can be assessed.
- 3.3 Comments received on the Scoping Report, and how they have been considered and addressed, are presented in **Table 3.1**.

Table 3.1: Consultation responses received on the SEA Scoping Report

Consultation response	How the response was considered and addressed
<p>Natural England Laura Lax, Sustainable Places, Solent and South Downs</p> <p>We recommend an objective is included to protect and enhance the environment. Indicators should relate to the environmental constraints in your local area. This may include flood risk, water quality, and biodiversity.</p>	<p>SEA objectives consider the protection and enhancement of the environment, for example “<i>Support[ing] the resilience of the Neighbourhood Area to the potential effects of climate change, including flooding</i>”. Assessment questions also relate to the environmental constraints of the local area, asking will the option/proposal help to “<i>Avoid or if this is not possible, minimise impacts on water quality and where possible, support improvements?</i>”</p>

⁸ In-line with Article 6(3).of the SEA Directive, these consultation bodies were selected because ‘by reason of their specific environmental responsibilities,[they] are likely to be concerned by the environmental effects of implementing plans and programme’.

Consultation response	How the response was considered and addressed
<p>We also recommend your SEA takes account of relevant policies, plans and strategies including your local Strategic Flood Risk Assessment (SFRA), flood risk strategies (https://www.gov.uk/government/collections/flood-risk-management-current-schemes-and-strategies), and the South East River Basin Management Plan (https://www.gov.uk/government/publications/south-east-river-basin-management-plan).</p>	<p>Relevant policies, plans, and strategies including the local SFRA, flood risk strategies, and the South East River Basin Management Plan have been informed through the SEA.</p>
<p>Together with Natural England, English Heritage and Forestry Commission we have published joint advice on neighbourhood planning which sets out sources of environmental information and ideas on incorporating the environment into plans. This is available at:</p> <p>http://webarchive.nationalarchives.gov.uk/20140328084622/http://cdn.environment-agency.gov.uk/LIT_6524_7da381.pdf.</p>	<p>Comment noted.</p>
<p>Historic England Rob Lloyd-Sweet, Historic Places Adviser, Historic Places, South East</p>	
<p>I found the baseline evidence to have been prepared with regard to an appropriate range of source material, including reference to the Portsmouth Historic Environment Record, which should be consulted with regard to the potential presence of non-designated heritage assets that could be affected by any sites considered for allocation through the plan. Please would you amend the report to note that the National Heritage at Risk Register only records assessment of Grade I and II* listed buildings at Risk. Whether any of the Grade II listed buildings within the plan area should be regarded as 'At Risk' should be determined through a local assessment. As this is a relatively standard element of text used by Aecom in scoping report we would be pleased to see this element of your SEA scoping report template updated.</p>	<p>Comment noted. Updates made to scoping information presented in Appendix A.</p>

Consultation response	How the response was considered and addressed
<p>I have previously met with the Neighbourhood Plan steering group who expressed concern that past development of the grounds of St James' Hospital was eroding the quality of the setting of the listed hospital buildings (removing elements of the 19th century landscaped setting as well as diminishing the interest of the historic environment of the plan area as a whole. They were also concerned that historic buildings (housing built for senior staff) that was planned as part of the hospital estate, was not currently protected or recognised through any form of historic environment designation. If the erosion of the hospital landscape remains an issue of concern for the steering group it would be helpful to identify this as an issue within the Historic Environment evidence baseline to help ensure plan options do not contribute a cumulative impact and that, where possible, options can be chosen to mitigate the issue. Similarly, it would be appropriate to identify the non-designated hospital buildings that are considered to be of historic or architectural interest but potentially 'at risk' from development pressure within the evidence baseline to provide a justification for any policy intended to promote their conservation.</p>	<p>Comment noted. Recommendation made through the appraisal of the Neighbourhood Plan in Chapter 5.</p>
<p>Where the steering group consider the landscape setting and accumulated listed and non-designated buildings of historic or architectural interest to be a wider landscape of historic interest (wherein each part gains heritage significance from their historic and present relationships with each other) it would be suitable to include a sustainability objective, or at least an Assessment Question, within the assessment framework to check whether the plan options/proposals will contribute to sustaining or enhancing the significance of the historic buildings and landscape of St James' Hospital.</p>	<p>SEA objectives ask whether the option/proposal will “<i>conserve and enhance buildings and structures of architectural or historic interest?</i>” SEA objectives also ask whether the option/proposal will “<i>Conserve and enhance landscape and townscape features</i>” which includes St James' Hospital.</p>
Environment Agency	
No comments received.	N/A

3.4 Baseline information (including the context review and baseline data) is presented in **Appendix A**.

Key Sustainability Issues

3.5 Drawing on the review of the sustainability context and baseline, the SEA Scoping Report was able to identify a range of sustainability issues that should be a particular focus of SEA. These issues are as follows, presented by seven environmental topics:

Air Quality

- There is one Air Quality Management Area (AQMA) within the MNP area: Milton 'AQMA 9', designated for monitored breaches in the annual-mean NO₂ National Air Quality Objective.
- Future development within the MNP area has the potential to increase traffic along the Velder Avenue / Milton Road traffic junction within Milton 'AQMA 9'.
- The 2017 Air Quality Annual Status Report (ASR) for Portsmouth confirms that the most significant source of air pollution in the city is from road traffic.

Biodiversity

- There are three European designated sites located directly adjacent to the eastern boundary of the MNP area: Chichester and Langstone Harbours Ramsar site, Chichester and Langstone Harbours Special Protection Area (SPA) and the Solent Maritime Special Area of Conservation (SAC).
- Langstone Harbour Site of Special Scientific Interest (SSSI) is a nationally designated site located directly adjacent to the eastern boundary of the MNP area, overlapping the boundaries of the previously mentioned European sites.
- The MNP area is within an Impact Risk Zone (IRZ) for the Langstone Harbour SSSI.
- A variety of species and habitats located in the annexes of the European Habitats Directive (92/43/EEC) and European Birds Directive (79/409/EEC) are recognised as the qualifying features for the European and nationally designated sites bordering the MNP area.
- In the northern section of the MNP area, Milton Common is designated as a Local Nature Reserve and Local Wildlife Site.
- There are two Biodiversity Action Plan (BAP) Priority Habitat types located within the Draft MNP Boundary, which are deciduous woodland and coastal and floodplain grazing marsh.

Climate Change

- There is a low-medium risk of coastal flooding and surface water drainage flooding within the MNP area. This has the potential to increase as a result of land use change and climate change.
- Based on the information provided in the Surface Water Management Plan, published in 2012, there are no Critical Drainage Areas (CDAs) within the MNP area due to the absence of any Local Flood Risk Zones (LFRZ).
- Portsmouth has recorded consistently lower greenhouse gas (GHG) emissions total per capita in comparison to the regional and national averages.

Landscape and Historic Environment

- The MNP area is located within the 'South Coast Plain' NCA, a narrow strip running along the Hampshire and Sussex coast from the edge of Southampton in the west to Brighton and Hove in the east.
- There are two Landscape Character Areas located within the MNP area: Milton East and Milton West defined in the 2011 Urban Characterisation Study for Portsmouth.

- The MNP area contains four nationally listed historic buildings along with the Milton Locks Conservation Area, none of which feature on the 2016 Heritage at Risk Register for the South East.

Land, Soil and Water Resources

- The MNP area does not have a history of heavy industrial land use, with no significant or major pollution incidents recorded.
- Milton Common is a former landfill site.
- There are no significant areas of agricultural land within the MNP area.
- The entirety of the MNP area is designated as a Eutrophic Nitrate Vulnerable Zone.
- There are no watercourses flowing through the MNP area, however there are three small lakes within Milton Common, at the eastern boundary: Frog Lake (approximately 0.9 ha), Duck Lake (approximately 0.2 ha) and Swan Lake (approximately 1.1 ha).

Population and Community

- Based on the most recent census data available, the population increase within the MNP area is higher than the trends for the South East and England, but aligns with the trend for Portsmouth.
- Generally, there are fewer residents within the younger in the 0-15 and 25-44 age groups compared to local and national levels. There are fewer people in the 16-24 age group in Milton compared to Portsmouth but more than national levels. The number of people in the 65-84 age bracket is noticeably higher than local and national levels.
- There are eight Lower Super Output Areas (LSOAs) located wholly or partly within the MNP area, all of which are located in top 50% most deprived deciles for the 'Overall Index of Multiple Deprivation' domain. At the local level, a notably higher percentage of residents in the Baffins Ward are employed within skilled trade occupations in comparison to Portsmouth and the Milton Ward. Furthermore, Milton has a notably higher percentage of residents employed in professional occupations in comparison to Baffins and Portsmouth; however, this sector is still the second biggest employer for Baffins and the biggest employer for Portsmouth as a whole.
- Within the MNP area, 66.2% of residents in the Milton Ward either own their home outright or with a mortgage, compared to 74% for the Baffins Ward. These values are greater than the value for Portsmouth and England, but broadly align with the total for the South East. Additionally, a higher percentage of residents within Portsmouth either socially rent or privately rent their households in comparison to the totals for the MNP area the South East, and England.

Health and Wellbeing

- The majority of residents within the MNP area consider themselves to have 'very good health' or 'good health', broadly aligning to the totals for Portsmouth, the South East of England, and England.
- Residents within the MNP area have access to a number of open spaces, with the Site Allocations Document - Consultation Draft (2013) aspiring to protect Milton Park, Bransbury Park, Land at St. James' Hospital and Milton Common from development.
- Future increases in the built-up sections of the MNP area has the potential to increase traffic along the main routes into Portsmouth, including the Velder Avenue/ Milton Road traffic junction within Milton 'AQMA 9'. This has the potential to impact both air quality and the health and wellbeing of residents.

Transportation

- There are no railway stations located within the MNP area. The nearest station is Fratton, located approximately 2.5km to the west.
- As of April 2017, the principal bus route into Portsmouth city centre is the number 13, with an hourly service during the day throughout the week.
- The transport hub at Portsmouth Harbour, known as ‘The Hard Interchange’, is approximately 3km to the west of the MNP area, with coach and rail services to national destinations.
- The A2030 runs adjacent to the northern and western boundaries of the MNP area, with connections to a wider network of A Roads navigating around Portsmouth.
- The main congestion points within the MNP area are along Eastern Road and the Velder Avenue/ Milton Road junction.
- Residents within the MNP area have access to ‘The Solent Way’ footpath, navigating along the eastern boundary. Sections of this footpath also form parts of Routes 2, 22 and 222 of the National Cycle Network.

SEA Framework

3.6 These issues were then translated into an ‘SEA Framework’. This SEA Framework provides a methodological framework for the appraisal of likely significant effects on the baseline. The SEA framework for the MNP is presented below.

Table 3.2: SEA Framework for the MNP

SEA Objective	Assessment questions
Air Quality	
Improve air quality in the Neighbourhood Area and minimise and /or mitigate against all sources of environmental pollution.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Promote the use of sustainable modes of travel, including walking, cycling and public transport? • Promote development that will not contribute to the degradation of air quality? • Implement measures (such as appropriate planting and provision of green infrastructure) which will help support air quality in the Neighbourhood Area?
TypeBiodiversity	
Protect and enhance all biodiversity and geological features.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Avoid, or if not minimise impacts on biodiversity, including designated sites, and provide net gains where possible? • Protect and enhance ecological networks, including multifunctional green infrastructure?
Climate Change	
Reduce the level of contribution to climate change made by activities within the Neighbourhood Area.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Reduce the number of journeys made? • Promote the use of sustainable modes of transport, including walking, cycling and public transport? • Reduce the need to travel? • Increase the number of new developments meeting sustainable design criteria? • Generate energy from low or zero carbon sources? • Reduce energy consumption from non-renewable resources?

SEA Objective	Assessment questions
Support the resilience of the Neighbourhood Area to the potential effects of climate change, including flooding	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Ensure that no development takes place in areas at higher risk of flooding, and ensure that sufficient mitigation is planned for development in areas at risk, taking the likely effects of climate change into account? • Improve and extend green infrastructure networks in the plan area to support adaptation to the potential effects of climate change? • Sustainably manage water run-off, reducing surface water runoff (either within the plan area or downstream)? • Ensure the potential risks associated with climate change are considered through new development in the Neighbourhood Area? • Increase the resilience of biodiversity in the plan area to the effects of climate change by improving habitat extent, condition and connectivity?
Landscape and Historic Environment	
Conserve and enhance the Neighbourhood Area's historic environment, heritage assets, and their settings.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Conserve and enhance Milton Locks Conservation Area? • Conserve and enhance buildings and structures of architectural or historic interest? • Support the integrity of the historic setting of key buildings of cultural heritage interest? • Conserve and enhance local diversity and character? • Support access to, interpretation and understanding of the historic environment?
Protect and enhance the character and quality of landscapes and townscapes.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Support the integrity of the local Landscape Character Areas? • Conserve and enhance landscape and townscape features? • Support the integrity of the Milton Locks Conservation Area?
Land, Soil and Water Resources	
Ensure the efficient and effective use of land.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Promote the use of previously developed land?
Promote sustainable waste management solutions that encourage the reduction, re-use and recycling of waste.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Reduce the amount of waste produced? • Support the minimisation, reuse and recycling of waste? • Maximise opportunities for local management of waste in order to minimise export of waste to areas outside? • Encourage recycling of materials and minimise consumption of resources during construction?
Protect and enhance the water environment.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Avoid, or if this is not possible, minimise impact on water quality and where possible, support improvements? • Minimise water consumption? • Protect groundwater resources?
Population and Community	
Cater for existing and future residents' needs as well as the needs of different groups in the community.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Meet the housing and employment needs for all members of the community? • Support the provision of a range of housing types and sizes?

SEA Objective	Assessment questions
Reduce deprivation and promote a more inclusive and self-contained community.	<ul style="list-style-type: none"> • Encourage and promote local employment and training opportunities? • Promote the development of a range of high quality, accessible community facilities? • Encourage and promote social cohesion and encourage active involvement of local people in community activities? • Maintain or enhance the quality of life of existing local residents?
Health and Wellbeing	
Improve the health and wellbeing of residents in the Neighbourhood Area.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Promote accessibility to a range of leisure, health and community facilities, for all age groups? • Align to the five key priority areas outlined in the Joint Strategic Needs Assessment? • Provide and enhance the provision of community access to green infrastructure, in accordance with Accessible Natural Greenspace Standards? • Reduce noise pollution? • Promote the use of healthier modes of travel? • Facilitate access to the community and services for disabled people and older people?
Transportation	
Promote sustainable transport use and reduce the need to travel.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> • Encourage modal shift to more sustainable forms of travel? • Enable sustainable transport infrastructure enhancements? • Facilitate working from home and remote working? • Improve road safety? • Reduce the impact on residents from the road network?

4. What has plan making/ SEA involved to this point?

Introduction

- 4.1 In accordance with the SEA Regulations the Environmental Report must include:
- An outline of the reasons for selecting the alternatives dealt with; and
 - The likely significant effects on the environment associated with alternatives / an outline of the reasons for selecting the preferred approach in light of alternatives appraised.
- 4.2 The 'narrative' of plan-making/ SEA up to this point is told within this part of the Environmental Report.

Overview of plan-making/ SEA work to date

- 4.3 Plan-making for the MNP has been underway since 2015. Initial work incorporated a number of informal and formal consultation exercises carried out by the Neighbourhood Plan Steering Group, including on the scope of the Neighbourhood Plan.
- 4.4 A significant number of consultation events have since been carried out for the Neighbourhood Plan. This has included a range of exhibitions, public meetings and questions and answer sessions as well as workshops.
- 4.5 The following sections discuss the evolution of the MNP in association with the SEA process.

Developing reasonable alternatives

Top-down considerations

- 4.6 The Portsmouth Plan was adopted by the Council in January 2012. This set out the overall development needs of the city up to 2027 and highlighted strategic sites for development. The adopted Plan did not propose any strategic development within the MNP area. It was intended that smaller scale sites would be identified and allocated through a Site Allocations Document following the adoption of the Portsmouth Plan, but this was never carried forward.
- 4.7 Instead, the Council made a decision to do a full review of the Portsmouth Plan and published an Issues and Options Document for the new Local Plan in 2017. The document proposed a range of alternatives for the overall level and distribution of growth in Portsmouth. It also identified six potential Strategic site allocations, which included St James' Hospital and Langstone Campus as one strategic site within the MNP area. A strategic site is identified within the Issues and Options Document as one that is expected to accommodate more than 250 dwellings or significant new employment floorspace.
- 4.8 Subsequent to the Issues & Options consultation in 2017, a draft Plan will be prepared for full public consultation in June 2020.

Bottom-up considerations

- 4.9 The Council's Housing and Economic Land Availability Assessment (HELAA) is currently being prepared and this will identify the future supply of land which may be suitable, available and achievable for housing and economic development over the plan period for the new Local Plan. Evidence gathering and community consultation/ engagement to date for the MNP has not identified any alternative major sites, apart from the St James Hospital and Langstone Campus, being promoted for development within the MNP area.

Establishing reasonable alternatives for the Neighbourhood Plan

- 4.10 A key element of the SEA process is the appraisal of 'reasonable alternatives' for the MNP. The SEA Regulations⁹ are not prescriptive as to what constitutes a reasonable alternative, stating only that the Environmental Report should present an appraisal of the 'plan and reasonable alternatives taking into account the objectives and geographical scope of the plan'. As in many cases, the Milton Neighbourhood Plan Steering Group are limited in terms of potential alternatives that can be considered for the MNP, which must be in general conformity with and support the strategic development needs set out in the adopted Portsmouth Plan (The Portsmouth Core Strategy 2012), and have regard for the emerging local plan.
- 4.11 Significant effects against SEA objectives are most likely to arise through the consideration of alternatives for the level and location of growth to be delivered in the MNP area, which is often one of the key issues for the MNP to address. In this context, the overall level, distribution and location of housing growth would be a logical approach for assessing an alternative approach to that set out in the MNP.
- 4.12 The new Local Plan is still in an early stage of plan-making. The Issues and Options Document identified a potential strategic site, St James Hospital and Langstone Campus, within the MNP area that could deliver more than 250 dwellings. There are no alternatives within the MNP area that could deliver this level of growth. There are existing areas of open/green space within the MNP area, but these are not being promoted for development and are important for the health and wellbeing of the local community. One of these areas, Milton Common, is identified by the adopted Portsmouth Plan as being an important strategic area of open space that should be protected. It is also designated as Local Wildlife Site and Local Nature Reserve and in close proximity to internationally designated sites for biodiversity.
- 4.13 It would not be appropriate for the MNP or SEA to consider alternatives for the delivery of growth at the St James Hospital and Langstone Campus site outside the MNP area. This is a strategic matter for the emerging Local Plan and its accompanying SA. The Issues and Options Consultation Document (2017) set out a number of issues for this strategic site to be considered through the emerging local plan. This included:
- The capacity of infrastructure, including roads, utilities, and community infrastructure such as schools and community facilities to support development in this location;
 - Future provision of private open space which is currently accessed and used by local people and access to the waterfront;
 - Cycle and pedestrian links with the wider area and the deliverability of local highway improvements;
 - The need to ensure playing field provision;
 - Any visual and ecological impact upon the coastline, including the sensitive Brent geese feeding sites;
 - Protection of the listed buildings and their setting (St James Hospital and the adjoining chapel);
 - Improvements to flood defences;
 - Protection of viewpoints, and
 - A mixture of dwellings including a significant proportion of family housing.

⁹ Environmental Assessment of Plans and Programmes Regulations 2004

4.14 These key issues are being explored through the MNP but it is not considered necessary to subject them to formal alternatives assessment. The MNP policies relating to these key issues have been assessed in **Chapter 6**.

Assessment of the Pre-Submission Milton Neighbourhood Plan

4.15 In November 2018 AECOM assessed the Pre-Submission Regulation 14 draft of the Neighbourhood Plan, providing the following recommendations:

- The MNP area has a high quality natural landscape and coastal setting. In this context, there is potential for a new policy, or policy improvements to further recognise the significance of the coastal landscape, protecting and enhancing its intrinsic qualities to allow long-term public appreciation and enjoyment.
- The MNP area has a rich heritage environment including numerous historic assets of significance. In this context there is potential for the Draft MNP to include a policy, or policy improvements which set out the need to conserve and enhance the setting and intrinsic value of these assets, and the wider historic environment. This could include requiring all new development to be accompanied by an appropriate heritage assessment and include measures, which will mitigate or compensate for the loss of any heritage values identified.
- The Draft MNP should seek opportunities to enhance the visitor economy. There is further potential for the Draft MNP to more directly recognise the parking issues in area. In this context, a new policy, or policy improvements that contribute positively towards relieving parking issues in the area would significantly benefit local businesses, residents, and visitors alike.

4.16 The Steering Group subsequently updated the Neighbourhood Plan in response to the recommendations proposed through the SEA and the Habitats Regulations Assessment (HRA) (AECOM, 2017). These recommendations were reinforced through Regulation 14 consultation responses from Natural England and Historic England.

4.17 The MNP has also been updated to ensure that due consideration is given to the UK climate emergency, declared in May 2019. The Steering Group recognise that PCC's Zero Carbon Emissions Target of 2030 implies a commitment that the Neighbourhood Plan policies must achieve a reduction in emissions for which it could be held responsible.¹⁰

Current approach in the Neighbourhood Plan and the development of the Neighbourhood Plan policies

4.18 To support the implementation of the vision for the MNP discussed in **Section 2.2**, the current version of the MNP puts forward a number of policies to guide development in the area.

4.19 The policies, which were developed following extensive community consultation and evidence gathering, are as follows:

Table 4.1: Milton Neighbourhood Plan policies

Ref	Policy name
COM1	Safeguarding Community Facilities
COM2	Public Houses
COM3	New Community Facilities
HSG1	Housing Mix

¹⁰ Portsmouth City council declared a Climate Emergency on 19 March 2019, committing to achieving net zero carbon by 2030.

HSG2	Affordable Housing
HSG3	Housing Standards
HSG4	Small Housing Schemes
EER1	Warren Avenue and Mallard Road Industrial Estate
EER2	Employment
EER3	Eastney Road Retail Area
EER4	Connectivity
PLD1	Place and Design
PLD2	Renewable and Carbon Energy
ENV1	Local Green Space
ENV2	Protected Sites
ENV3	New Development Proposals
MH1	Heritage Assets
MH2	Previously Developed Land and Buildings
TSP1	Vehicle Capacity and Safety
TSP2	Balanced Transport Provision
TSP3	Improving and Securing Cycle Routes
STJ1	St James' Hospital Site
LAN1	Langstone Campus
LAN2	Existing Infrastructure

5. What are the assessment findings at this current stage?

Introduction

- 5.1 The aim of this chapter is to present appraisal findings and recommendations in relation to the MNP. This chapter is structured as follows:
- Sections 5.4 to 5.77 present an assessment of the Submission version of the MNP under the eight SEA topic headings; and
 - Section 5.78 to 5.81 subsequently discusses overall conclusions at this current stage.

Approach to the assessment

- 5.2 The assessment is structured under the eight SEA topics. For each topic 'significant effects' of the current version of the plan on the baseline are predicted and evaluated. Account is taken of the criteria presented within Schedule 2 of the Regulations.¹¹ So, for example, account is taken of the probability, duration, frequency and reversibility of effects as far as possible. These effect 'characteristics' are described within the assessment as appropriate.
- 5.3 Every effort is made to identify/evaluate effects accurately; however, this is inherently challenging given the high level nature of the plan. The ability to predict effects accurately is also limited by understanding of the baseline and the nature of future planning applications. Because of the uncertainties involved, there is a need to exercise caution when identifying and evaluating significant effects and ensure all assumptions are explained. In many instances it is not possible to predict significant effects, but it is possible to comment on merits (or otherwise) in more general terms.

Air Quality

- 5.4 According to the 2019 Air Quality Annual Status Report (ASR), in Portsmouth, the main pollutants which may impact on human health are principally the products of combustion from road traffic - mainly nitrogen dioxide (NO₂).¹² There are currently five designated Air Quality Management Areas (AQMAs) in Portsmouth, declared on the grounds of monitored or modelled exceedances of the UK annual mean NO₂ National Air Quality Objective (NAQO) levels. The Milton 'AQMA 9' is one of the five designated AQMAs, and is located along the northern and western boundaries of the MNP area. This AQMA covers part of the southern section of the A2030, which is one of the three major arterial roads in and out of Portsmouth. Increases in housing, employment and other infrastructure growth proposed through the emerging Local Plan are likely to increase traffic flows and therefore associated levels of pollutants, which are likely to contribute to exceedances of the NAQO.
- 5.5 A number of MNP policies have the potential to positively affect air quality in the area. Policy TSP2 (Balanced Transport Provision) and Policy TSP3 (Improving and Securing Cycling Routes) encourage development proposals which give priority to the needs and convenience of pedestrians and cyclists, while Policy PLD1 (Place and Design) requires that development provide for a balanced range of transport options, including convenient pedestrian links to public transport services. This will sustainably connect residents and visitors with the wider community, positively affecting air quality through promoting accessible sustainable travel. This is in line with the ASR (2019) Table 1.2 'Progress on Measures to Improve Air Quality', which promotes numerous similar approaches to achieving cleaner air in the City.

¹¹ Environmental Assessment of Plans and Programmes Regulations 2004

¹² Portsmouth City Council (2019) 2019 Air Quality Annual Status Report (ASR) [online] available at: <<https://www.portsmouth.gov.uk/ext/documents-external/asr-defra-final.pdf>>

- 5.6 Policy TSP1 (Vehicle Capacity and Safety) requires development to demonstrate that it would have no significant detrimental impact on traffic safety, air-quality and congestion of the highway network. This will be achieved through the provision of highway improvements to accommodate additional traffic generated where necessary. Policy TSP2 (Balanced Transport Provision) supplements Policy TSP1, encouraging new develop to “provide electric charging points for electric vehicles”, and “provide secure, weatherproof and convenient facilities for storage of cycles”. This will support modal shift, in line with national and local commitments (discussed further under Climate Change), reducing the existing over-reliance on motor vehicles in the Neighbourhood Plan area.
- 5.7 Policy EER2 (Employment) will also contribute towards managing pollutant levels in the MNP area; with new development or changes of use only supported where there is “no significant adverse impact on traffic congestion and safety”.
- 5.8 Overall, the MNP is predicted to have a residual **neutral effect** on air quality. There is the potential for some minor long term positive effects but these are uncertain at this stage and dependent on the implementation of proposed measures and growth proposed through the new Local Plan.

Biodiversity

- 5.9 In terms of European Designated Sites, the MNP area includes 1.5 miles of Langstone Harbour’s sheltered coastline with Portsea Island. There are three Internationally Designated Sites present; Chichester and Langstone Harbours Ramsar site, Chichester and Langstone Harbours Special Protection Area (SPA) and the Solent Maritime Special Area of Conservation (SAC). Langstone Harbour Site of Special Scientific Interest (SSSI) is a nationally designated site located directly adjacent to the eastern boundary of the MNP area, overlapping the boundaries of the previously mentioned European sites.
- 5.10 The European sites are designated for a range of qualifying features. Characteristic to the area is the seasonal migration of several thousand dark bellied Brent Geese in October from Siberia. The grassland area around the Harbour (including the Langstone Campus sports fields, Furze Lane Sports Fields, and spaces together with Milton Common) are identified as important feeding and roosting grounds for this species.¹³
- 5.11 The potential effect of the MNP, both alone and in combination, on European sites has been considered through the Habitats Regulations Assessment (HRA) process (2020).¹⁴ In terms of impact pathways to European Sites, the HRA states that, in the case of the MNP, the only impacts expected are those which arise in combination with growth elsewhere in Portsmouth and further afield. Those plans that are expected to act in combination with the Milton Neighbourhood Plan are:
- Havant Borough Local Plan (Core Strategy) (2011);
 - Havant Borough Local Plan (Allocations) (2014);
 - Fareham Borough Local Plan Part 1: Core Strategy (2011);
 - Gosport Borough Local Plan 2011-2029 (2015); and
 - Chichester Local Plan 2014-2029 (2015).
- 5.12 While the MNP does not itself provide for any specific type or quantum of development, the HRA screening exercise indicated Policy EER1 (Warren Avenue and Mallard Road Industrial Estate), Policy STJ1 (St James’ Hospital Site) and Policy LAN1 (Langstone Campus) to have HRA implications. Therefore, further assessment of coastal squeeze, water pollution, recreational pressure and air pollution were required. An initial recommendation at this stage is set out in the HRA; stating that “the text for both Site A and Site B under policy LAN1 contain HRA requirements. However, we would recommend that the text is similar for both sites; in particular for Site A the HRA criterion just requires an assessment whereas for Site B the text

¹³ Hampshire & Isle of Wight Wildlife Trust (2010) Solent Waders and Brent Goose Strategy

¹⁴ AECOM (2020) MNP Habitats Regulations Assessment

goes further and also requires no adverse effect on the SPA. The criterion for Site B should match that requirement.”

- 5.13 For the three policies brought forward for Appropriate Assessment (AA), the HRA recommends that appropriate safeguarding policy wording (as set out in the AA) should be added. With those recommendations incorporated into the Milton Neighbourhood Plan the HRA concludes that no adverse effect would occur on the integrity of European Sites from loss of functionally linked habitat, water quality, recreational pressure and air pollution. However, in line with the Local Plan HRA (2017),¹⁵ impacts from coastal squeeze remained screened in for likely significant effects. Impacts from coastal squeeze have to potential to be mitigated by habitat offsetting at Site A, Langstone Campus. Furthermore, impacts from coastal squeeze, as a result from development in Milton, should be further assessed during a project specific HRA where development proposals have further details for appropriate assessment.
- 5.14 In terms of Special Policy Area – Langstone Campus, the purpose of Policy LAN1 is to provide guidance for strategic development proposed within the Portsmouth Plan. 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.
- 5.15 From a biodiversity perspective, the MNP seeks to ensure that consideration be given to the ecological importance of the site. The entire site lies within the existing Portsmouth Plan Policy on the Langstone Harbour Open Coastal Area, and lies next to an Internationally Designated Special Protection Area for Wildlife Habitat. The site 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.
- 5.16 The MNP states that *“development of the site has had a negative impact on the protected coastal habitat and visual amenity and there is a preference for reclaiming as public open space those parts of Langstone Site A not currently designated as a Core Brent Goose feeding site to extend Milton Common.”* In accordance with Policy LAN1 (Langstone Campus) Langstone Site A will therefore only be considered for planning permission *“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.”* Additionally, Policy LAN1 reinforces the conclusions of the HRA (2020), stating that *“all new development proposals are required to submit 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.”*
- 5.17 Policy LAN1 supports a number of uses for Langstone Site A; preferably reclaiming the entire site as part of the coastal environment extending Milton Common. If redevelopment of the campus site A were to take place, in line with Policy LAN1, full consideration must be given to the mud-flats present, particularly given that the SW & BGS describes this habitat as *“irreplaceable for the continued preservation of the habitat’s ecological network.”*
- 5.18 The value of the area for migrating birds is further preserved through the wider MNP policy framework. Notably, in the northern section of the MNP area, two sections of Milton Common have been classified as core Solent wader and Brent goose sites (P23A and P23R) as a result of recent surveys. Milton Common is designated as a Local Nature Reserve (LNR), Local Wildlife Site (LWS), and identified as an area of distinctive character within PCC’s Urban Characterisation Study (2011). The Study states that the area is *“a former landfill site now largely comprising rough grassland and ponds which support important botanical species and provides vital habitat to wildlife”*. The maintenance and enhancement of this area is supported through Policy ENV2 (Protected Sites), which follows the approach taken within the Milton Common Restoration and Management Framework.¹⁶ In accordance with PCC, Policy ENV1 (Local Green Space) seeks to enhance Milton Common as a semi-natural space for recreation and enjoyment of the natural environment, while holding its intrinsic biodiversity value.

¹⁵ Portsmouth City Council (2017) Habitats Regulations Assessment – Screening Report [online] available at: <https://www.portsmouth.gov.uk/ext/documents-external/plan-issues-and-options-hra-screening-report.pdf>

¹⁶ Portsmouth City Council (2015) Milton Common Local Nature Reserve Restoration and Management Framework

- 5.19 Milton Common forms part of a larger chain of open spaces that extends along the eastern coastline of Portsea Island, aiding habitat connectivity throughout the MNP area. The MNP recognises the need to maintain the area's existing green corridor, to retain the current levels of wildlife. As such, the Plan proposes the linkage of Milton Common and seven other green space sites in the area (as set out within the MNP). This will provide for the protection and improvement of existing ecological networks, ensuring that the open and green character of the spaces are maintained and not compromised (Policy ENV1).
- 5.20 Provided the HRA (2020) recommendations are incorporated within the MNP, it is predicted that the MNP will have a residual **uncertain minor positive effect** on biodiversity. The significance of effects is currently dependent on the implementation of proposed measures and growth proposed through the new Local Plan.

Climate Change

- 5.21 In terms of climate change mitigation, road transport is a significant contributor to greenhouse gas emissions in the MNP area. In this context Policy TSP2 (Balanced Transport Provision) and Policy TSP3 (Improving and Securing Cycling Routes) seek to enhance sustainable transport options; requiring new development to adopt pedestrian and cycle friendly street design, and ensuring the existing Sustrans network is safeguarded and improved where possible. In line with Policy TSP2 (Balanced Transport Provision) new developments are required to provide electric vehicle charging points for electric vehicles, further encouraging modal shift away from diesel/petrol vehicles. This is in line with the UK's recent commitment to banning the sale of petrol/ diesel cars by 2035, and will contribute positively in terms of helping achieve carbon neutrality by 2030.^{17 18}
- 5.22 Policy PLD2 (Renewable and Low Carbon Energy) further seeks to ensure new development complies with the City Council's Zero Carbon Emission Target through high quality design. New developments will be required to *“fully embrace new renewable technologies and where possible maximise solar gain”*. Policy PLD2 also recognises the mitigation opportunities associated with larger scale development, stating that *“where larger scale developments and re-development proposals come forward during the Plan period, it will be necessary to fully consider opportunities for development-wide renewable energy generation.”* This is supplemented by Policy HPLD1 (Place and Design), which requires new development to be sustainable, comprising creative, site-specific design solutions.
- 5.23 The NPPF (2019) states that *“new Plans should identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.”* In this context, the design brief for St James's Hospital Site (supporting text for Policy STJ1) highlights that *“The Main Hospital Boiler House known as “Lancaster House” provides an opportunity to preserve a well-designed historic building and the embedded carbon therein to utilise existing service ducts and pipes in and through the Main Hospital Building.”*
- 5.24 The protection and enhancement of Local Green Spaces through Policy ENV1 (Local Green Space) will promote climate change mitigation in the MNP area through assisting carbon sequestration and promoting walking and cycling through the attractive public realm. Positive effects in this respect may also be delivered through Special Policy Area – Langstone Campus. As set out in the policy rationale, the MNP supports the removal of the existing built footprint of the University campus (Langstone A). This would be replaced with new open space provision in the form of grass and local shrub areas with close links to Milton Common, creating an enlarged and visually enhanced, continuous, open space. Further benefits from an adaptation perspective include an *“enhanced approach to the coastline”* and *“an extended wildlife habitat from Milton Common”*.

¹⁷ In June 2019 legislation passed to commit the UK to a legally binding target of net zero emissions by 2050

<https://www.gov.uk/government/news/uk-becomes-first-major-economy-to-pass-net-zero-emissions-law>

¹⁸ In March 2019 Portsmouth City Council resolved to acknowledge that there is a climate emergency and seek to make the City of Portsmouth carbon neutral by 2030 <https://www.portsmouth.gov.uk/ext/environmental-health/climate-action/climate-action>

- 5.25 Policy ENV2 (Protected Sites) and ENV3 (New Development Proposals) further supports biodiversity in the MNP area, recognising that retaining existing trees and incorporating high quality planting in new development is essential to the community as trees absorb carbon dioxide and re-oxygenate the atmosphere, enhance biodiversity, and are a source of timber. The protection and enhancement of this habitat through the MNP will further help increase the resilience of wildlife and ecological networks to the effects of climate change and support climate change mitigation.
- 5.26 In relation to flood risk, higher level planning policy plays a key role in addressing potential flood risk issues in the MNP area. Notably, this includes the provisions of the NPPF, the Portsmouth Plan, the PUSH Strategic Flood Risk Assessment (SFRA) Update (2016), and the North Solent Shoreline Management Plan (2010).
- 5.27 Overall, the MNP is predicted to have a residual **neutral effect** on climate change. There is the potential for some minor long term positive effects but these are uncertain at this stage and dependent on the implementation of proposed measures and growth proposed through the new Local Plan.

Landscape and Historic Environment

- 5.28 The MNP area has a valued coastal landscape and a rich historic environment. As such, the MNP seeks to conserve and enhance the green and spacious character of the locality as described in PCC's Urban Characterisation Study (2011). The Study identifies two Landscape Character Areas located within the MNP area: Milton East and Milton West. These areas are a mix of residential estates and cul-de-sacs, large open spaces extending along the east of Portsea Island, and built up areas of St James Hospital, the Langstone Campus and student halls.
- 5.29 It is recognised that the MNP does not itself provide for any specific type or quantum of development, and will therefore not have significant negative effects on the landscape or historic environment. The MNP accords with the overarching adopted Portsmouth Plan (Core Strategy 2012) and emerging local plan, which identifies the St James' Hospital and Langstone Campus as a proposed Strategic Site for development within the MNP area. The Sustainability Appraisal (SA) which accompanied the Issues & Options Consultation Document (2017) recognises the opportunity of the Strategic Site, if developed sensitively, to *enhance and increase access to the historic environment through the reuse of St James' Hospital and Hospital Chapel (Grade II listed).* The SA further recognises the potential to *"achieve good urban design by creating a locally distinctive scheme that respects the existing heritage on site."*
- 5.30 Policy STJ1 (St James' Hospital Site) recognises the need to avoid fragmented development in the MNP area, considering its unique island setting and overall sensitivity. As such, the policy requires that a comprehensive masterplan is prepared in advance of, and to accompany, any planning applications associated with the St James' Hospital Strategic Site proposed through the emerging local plan. This is to ensure that if the site is delivered incrementally, each scheme forms part of a wider design and landscape framework. Policy STJ1 further states that *"development should complement the high-quality landscape setting, including retention and incorporation of existing trees into the layout."*
- 5.31 The brief for the Langstone Campus (Policy LAN1) takes a similar approach to that of St James' Hospital (Policy STJ1), requiring that for both Langstone A and B, any new or modified uses would need to be sustainable and appropriate to the coastal environment. This is further supported by policy EER2 (Employment), which requires that new development preserve and enhance the historic and natural environments. In terms of Langstone A, there is a preference for the existing built footprint of the University campus being removed and replaced with new open space provision in the form of grass and local shrub areas with close links to Milton Common, creating an enlarged and visually enhanced, continuous, open space. This measure would bring benefits to the landscape as it clears the vista from any new development and enhances the approach to the coastline.

- 5.32 Requirements set for St James's Hospital and Langstone Campus reflect wider design criteria established through Policy PLD1 (Place and Design). Supporting policy text for Policy PLD1 highlights that 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. Therefore, in line with Policy PLD1 *“New development must be well designed, comprising creative, site-specific design solutions, based on analysis of the coastal, landscape and townscape setting of Milton.”*
- 5.33 Policy ENV3 (New Development Proposals) further provides a level of protection to Milton's natural landscape and coastal setting. Where appropriate, proposals will be required to *“retain existing trees and incorporate high quality planting and landscape design in new development”*. This supports the Government's 25 Year Environment Plan in relation to green infrastructure including providing more and higher quality Green Index (GI) in towns and cities. Positive effects are therefore anticipated in terms of protecting and enhancing the local significance of the coastal landscape, and the links between the quality of the environment and the area's ability to attract investment.
- 5.34 As the Milton area developed later than other parts of Portsmouth, it only contains a few features which are recognised through historic environment designations, including four nationally listed historic buildings, and the Milton Locks Conservation Area. Architecturally, however, the Milton area is diverse, reflecting the different periods of construction over time.
- 5.35 Located on the eastern boundary of the MNP area adjacent to Langstone Harbour, the Milton Locks Conservation Area was designated because of its special architectural and historic interest. A number of MNP policies highlight the need to preserve and/or enhance historic features in the area. Policy EER2 (Employment) requires that new development (or changes of use) preserve or enhance the historic environment, and Policy PLD1 (Place and Design) requires that new development considers the townscape setting of Milton. However, there is no close focus on supporting the integrity and the character of the Milton Locks Conservation Area, despite the MNP highlighting that it was being prepared to *“protect and improve the Conservation Area in accordance with the Portsmouth Plan”*. Policy improvements are therefore recommended to provide further recognition of the specific heritage feature, ensuring that its character and appearance is conserved and enhanced.
- 5.36 The Grade II Listed St James' Hospital and the University of Portsmouth Langstone Campus are located to the centre/east of the Milton East LCA.¹⁹ Policies STJ1 (St James' Hospital Site) and LAN1 (Langstone Campus) seek to ensure that the Local Plan allocation proposed at this location conserve and/or enhance the intrinsic value and setting of the Listed Buildings, and the wider historic environment. Policy STJ1 further requires that new development complement the historic buildings, having particular regard to the listed status of the Main Hospital Building and Chapel.
- 5.37 Policy STJ1, underpinned by the wider MNP policy framework, as discussed below, responds positively to concerns raised by Historic England (HE) (see **Section 2.2**) in relation to the Main Hospital Building. HE highlights that past development of the grounds of St James' Hospital has been eroding the quality of the setting of the listed hospital buildings (removing elements of the 19th century landscaped setting as well as diminishing the interest of the historic environment of the plan area as a whole). Additionally, in relation to the historic buildings (housing built for senior staff) that were planned as part of the hospital estate, there were concerns that these buildings were not currently protected or recognised through any form of historic environment designation.
- 5.38 Area specific policies within the MNP are underpin by Policy MH1 (Heritage Assets), which sets out the overarching principles for development in relation to the local historic environment. Policy MH1 (Heritage Assets) sets out a number of requirements for development, to ensure that *“new development responds well to the key heritage features within the Plan Area, including the designated and non-designated assets.”* Notably *“all development which has the potential to affect heritage assets is to be accompanied by an appropriate heritage assessment”*.²⁰ The protection and enhancement of local heritage is further supported through Policy MH2 (Previously Developed Land and Buildings). Policy MH2 provides criteria to guide

¹⁹ Portsmouth City Council (2011) Urban Characterisation Study

²⁰ <https://www.portsmouth.gov.uk/ext/development-and-planning/submitting-a-planning-application>

future proposals for development on brownfield land, supporting schemes which *“incorporate the sympathetic reuse of buildings and are informed by the historic character of these buildings and their context.”* Policy MH1 and Policy MH2 therefore perform positively in terms of ensuring future development preserve and enhance the local historic environment; particularly designated and non-designated heritage features that are potentially at risk from development pressure.

- 5.39 In terms of the local townscape, Policy STJ1 (ST James' Hospital Site) and Policy LAN1 (Langstone Campus) highlight that green infrastructure provision alongside development will positively affect the public realm and townscape quality. Notably, as discussed above, the MNP supports new open space provision at Langstone A, which would bring benefits such as *“clearing the vista from any new development”* and *“enhancing the approach to the coastline”*.
- 5.40 This is supported through a number of the MNP policies; most notably Policy ENV1 (Local Green Space), which requires that the open and green character of the space is maintained and not compromised.
- 5.41 The MNP is predicted to have residual **uncertain minor positive effect** on landscape and historic environment. The implementation of proposed measures and growth proposed through the new Local Plan considering the sensitivity of the landscape and historic environment will likely determine the significance of effects.

Land, Soil and Water Resource

- 5.42 The delivery of the MNP is not predicted to result in loss of greenfield or agricultural land as it does not explicitly provide for any new development. Nonetheless, Policy MH2 (Previously Developed Land and Buildings) seeks to provide support for *“proposals which seek to bring back into active use previously developed land or buildings, subject to compliance with all other Plan policies.”* This will lead to positive effects through supporting sustainable development and protection of resources; in accordance with the NPPF (2019), adopted Portsmouth Plan (2012) and the emerging Local Plan.
- 5.43 The MNP's focus on supporting key habitats and species and facilitating enhancements to green infrastructure provision in the MNP area will support the quality of land and water resources. This will promote the ability of natural processes to support soil and water quality. Key policies in this regard includes Policy ENV1 (Local Green Space), ENV2 (Protected Sites), ENV3 (New Development Proposals) and PLD1 (Place and Design).
- 5.44 The MNP further requires that new development embrace new and emerging energy efficiency measures. This is to improve standards in *“reducing the depletion of finite global resources”*.
- 5.45 The MNP is predicted to have a residual **neutral effect** on land, soil and water.

Population and Community

- 5.46 Portsmouth is the most densely populated city in England and infrastructure delivery to support new development in the MNP area has been minimal in previous years. This has resulted in poor accessibility to local health and educational facilities, and pressures on community open spaces. The MNP seeks to support the emerging Local Plan in addressing these issues, supporting development that harmonises with the area rather than overwhelming it.
- 5.47 In terms of housing, the MNP itself does not provide for any specific type or quantum of development. Nonetheless, it supports a balanced mix of housing in Milton, to meet local needs and to address deficiencies in existing provision. The emerging Local Plan identifies St James' Hospital and Langstone Campus as a potential strategic site to deliver a mixed use development, including community facilities. The MNP highlights that this will contribute towards meeting the needs of a range of specialist groups in the MNP area, including providing bespoke conversions to support the neighbourhood's elderly residents looking to down size from under-occupied terraced housing. This is in line with Policy HSG1 (Housing Mix) which requires that new development should *“include specialist accommodation suitable for the elderly, vulnerable or disabled persons.”*

- 5.48 Integrated communities are further promoted through Policy HSG2 (Affordable Housing), which requires that *“affordable housing provided as part of development should be interspersed with open market housing”*. This is likely to be achieved through the re-use of the hospital and its grounds, which will improve access for younger residents to affordable housing.
- 5.49 In terms of accessibility to services and facilities, Milton’s existing community infrastructure will be protected through Policy COM1 (Community Facilities), which seeks to ensure the range of community facilities in the area remains undiminished. Policy COM3 (New Community Facilities) is an enabling policy for new community facilities, recognising that the area is currently deprived in healthcare and educational facilities.
- 5.50 The need for community infrastructure /facilities is likely to be met through the redevelopment of the St James’ Hospital and Langstone Campus Strategic Site, as proposed through the emerging Local Plan. In this context, the supporting text of MNP Policy LAN1 (Langstone Campus) highlights the suitability of Furze Lane (Langstone Site A) as a site for a new school. The MNP states that *“[Site A] could accommodate school-age children in the south east quadrant of Portsea Island currently not well served by schools, and be accessible by cycle and footpaths away from busy congested roads where the majority of other schools in Portsmouth are located”*. Policy LAN1 (Langstone Campus) therefore includes *“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”* as a use that would be considered at Langstone Site A.
- 5.51 In line with Policy COM3, new facilities must have no significant adverse effects on road safety, nor the amenities of any nearby residential properties. Additionally, Policy MH1 (Previously Developed Land and Buildings) seeks to enable sustainable development by sympathetic re-use of previously developed land or buildings. The MNP will therefore lead to positive effects through ensuring the vitality of the public realm is maintained, while also endorsing new healthcare and education provision.
- 5.52 Policies promoting new community facilities and the re-use of buildings in Milton are just two ways in which the MNP seeks to reduce levels of deprivation in the area. Indices of deprivation indicate that, compared to Portsmouth as a whole, the MNP area has some pockets of greater deprivation, particularly clustered around the northern and eastern borders. Other policies likely to improve deprivation levels include those relating to improved air quality (TSP1, TSP2), and retaining and enhancing green spaces (Policies ENV1 and ENV2). This will likely create more balanced communities, improving educational achievements, and increasing social mobility.
- 5.53 Milton Market represents the primary retail area within Milton, comprising of 37 retail units, providing essential services and facilities for residents. It is a thriving local high street situated along both sides of Eastney Road, with a loyal customer base and balance of uses.²¹ The MNP recognises that the balance of uses must be maintained, and to this effect Policy EER3 (Eastney Road Retail Area) enables diversification where the proposed use would complement those existing. The policy highlights that complementary uses could include cafes, restaurants and cultural and recreational uses that are freely open to the general public. This would both support the vitality of the retail area and maintain the locally distinctive centre for residents and visitors alike.
- 5.54 Milton is relatively self-contained, most business owners live within Milton and their demands come from within Milton. The major employment areas in the MNP area are the Warren Road Industrial Area, St James’ Hospital, and the University. Other than local shops there are no other opportunities for employment in the Milton area. The MNP recognises that to remain a sustainable neighbourhood, Milton must maintain a balanced mix of uses, including local employment and retail facilities. In this context, Policy EER1 (Warren Avenue and Mallard Road) promotes development of land and buildings in the Warren Avenue and Mallard Road Industrial Estate where uses are compatible with other commercial and industrial uses (i.e. use classes B1, B2 and B8). Employment uses are also promoted through Policy EER2 (Employment) where specified criteria are met, which will maintain the character of the public

²¹ Portsmouth City Council (2015) Economic Development, Culture & Leisure Scrutiny Panel – Revitalising Local High Streets and Secondary Shopping Areas in the City

- realm and local townscape. This would positively promote an attractive town centre environment, providing local employment, and supporting the economic growth of the area.
- 5.55 The MNP states that a key issue for the area is the need to improve tourism related industries; however this is not a focus of the MNP policy framework. While it is noted that tourism is only lightly touched on through the MNP policies, it is recognised that this will ultimately be addressed through the emerging Local Plan, given its role [in] 'boosting' the City's economy. In 2014, tourism provided around 9% of jobs in the City.²²
- 5.56 The MNP predicted to have residual **long term significant positive effects** on population and community. Whilst there is uncertainty regarding proposed measures and growth proposed through the new Local Plan, it is thought that the MNP will provide a robust development management policy framework for this topic.

Health and Wellbeing

- 5.57 The MNP area has poor access to health facilities, and this is recognised as a key sustainability issue. The MNP does not explicitly provide for any new development itself, but supports the emerging Local Plan which identifies a potential strategic site within the former St James' Hospital and Langstone Campus. It is indicated through the MNP that the strategic site may include health facilities, which would contribute positively towards bridging the gap in provision in the area.
- 5.58 Policy COM3 (New Community Facilities) in the MNP seeks to increase local provision of health, education, and other community facilities for residents to easily access. The MNP recognises the needs of the growing elderly population, and seeks to facilitate the delivery of community facilities where the elderly will have access within a short walking distance. In this context, where appropriate, Policy ENV3 (New Development Proposals) supports *"the creation of a community orchard (using traditional varieties) and/or the provision of fruit trees within allotment plots or gardens"*. This will positively affect residents' quality of life, encouraging community cohesion and contributing to the overall satisfaction of residents with their neighbourhood as a place to live.
- 5.59 The health and wellbeing of residents will be further enhanced through the preservation of the green nature of Milton. The MNP recognises that development over the last two decades has increased stress on the areas remaining open spaces, and therefore designates nine areas of Local Green Space through Policy ENV1 (Local Green Space). This is to ensure they remain available for local people and visitors to enjoy, facilitating improvements in levels of physical activity, and enhancing social interaction between residents. This is further supported by Policy ENV2 (Protected Sites) which protects open space in line with the requirements of the designated sites for the benefit of the common good. This is a clear priority for the Neighbourhood Plan, conserving and enhancing the special qualities of the area, its appearance and tranquillity. In this context, Policy PLD1 (Place and Design), Policy ENV3 (New Development Proposals) as discussed above, and Policy HSG3 (Housing Standards), require that new development complement the established character of Milton in terms of urban form, spacing, and definition of streets and spaces. Milton Park, Bransbury Parks, and the allotments, for example, provide important breaks in the built form, contributing positively to the public realm, and delivering health benefits for local residents.
- 5.60 A key consideration in this respect is the opportunities associated with the Langstone Campus. The MNP identifies the potential for development at the site to enhance the open space provision for Milton and Portsmouth by removing the existing built footprint of the University campus (Langstone A) and replacing with new open space provision in the form of grass and local shrub areas with close links to Milton Common. This would *"create an enlarged and visually enhanced, continuous, open space"*, with the potential for long term positive effects, notably through *"improving the recreational space, particularly as it removes a bottleneck that funnels users along a narrow part of the coastline, and would give users more space to enjoy."* This vision is therefore supported through Policy LAN1 (Langstone Campus), however overall

²² Portsmouth City Council (2019) Portsmouth City Local Plan Update [online] available at: <https://www.portsmouth.gov.uk/ext/documents-external/local-plan-update-february-2019.pdf>

the aim of the policy is “to ensure that development is sustainable and appropriate to the coastal environment.” This is reiterated through Policy STJ1 (St James’ Hospital Site) which states that “the existing and highly valued green-spaces must be retained.”

- 5.61 The Solent Way navigates along the eastern boundary of the MNP area, with sections of the footpath part of Routes 2, 22 and 222 of the Sustrans National Cycle Network.²³ Utilisation of the cycle network is a priority for the MNP, as demonstrated through Policy LAN2 (Existing Infrastructure). In line with Policy LAN2 “The National Cycle route 222 along Furze Lane shall be retained as a dual Cycle/Bus Lane in the interests of Sustainable Transport and to encourage Active Travel.”
- 5.62 The Coastal Path is also a well utilised feature within the Milton area, merging with the edges of Milton Common. The MNP seeks to support Natural England with the Coastal Path allowing easier movement from Bransbury Park to Milton Common and easier pedestrian access to any reinstated Hayling Ferry. This will have positive effects on health and wellbeing of residents and visitors alike, promoting leisure opportunities and sustainable lifestyles.
- 5.63 The footpath and cycle network will be further supported by Policy TSP2 (Balanced Travel Provision) and Policy TSP3 (Improving and Securing Cycle Routes) which seek to promote healthier modes of travel alongside new development. Policy TSP2 requires new development to prioritise the needs and convenience of pedestrians and cyclists, which may improve safety, reduce motor use, and support active, healthy lifestyles.
- 5.64 The MNP is predicted to have residual **long term significant positive effects** in relation to health and wellbeing. Whilst there is uncertainty regarding proposed measures and growth proposed through the new Local Plan, it is thought that the MNP provides a robust development management policy framework for this topic.

Transportation

- 5.65 The Local Transport Plan (PCCLTP3) 2015/16 highlighted eight pockets of severe congestion at peak times within Portsea, and the MNP area includes three of these:²⁴
- Velder Avenue/Milton Road;
 - Goldsmith Avenue; and
 - Eastney Road/Bransbury Road.
- 5.66 Vehicular access is therefore constrained in the area, and it is recognised that this is not limited to the three congestion points to the north, the south and the west. It is noted that local traffic issues exist along Eastern Road and Milton Road, which are both encompassed in the Milton AQMA 9 (further discussed in **Section 5.4**).
- 5.67 The MNP itself is not allocating any development and is therefore not likely to significantly affect traffic and levels of congestion. However, a potential strategic site has been identified through the emerging Local Plan, which is expected to deliver a level of growth that is likely to have impacts on traffic within the MNP area.
- 5.68 The Highway Authority has confirmed that Mixed-Use Neighbourhoods can reduce the need to travel and assist in reducing reliance on the private car. Policy LAN1 (Langstone Campus) therefore sets out a preference for open space and mixed-use proposals at the site; highlighting that uses that are less heavily car-dependent and could better benefit from safe cycling access will be more appropriate. Measures to support this are seen through the wider MNP policy framework; notably Policy TSP3 (Improving and Securing Cycling Routes) requires that “a North/South Cycle Route will be secured in the redevelopment of St James’ Hospital from

²³ Sustrans (2017): ‘National Cycle Network Map’, [online] available to view via: <<http://www.sustrans.org.uk/ncn/map>> last accessed February 2017

²⁴ Portsmouth City Council (2016) Portsmouth City Council Local Transport Plan 3 2015/2016 [online] available at: <https://www.portsmouth.gov.uk/ext/travel/local-transport-plan-3> Last Accessed February 2017

Edenbridge Road to Locksway Road.” Supporting modal shift will likely lead to positive effects in the long term.

- 5.69 The flat topography of Portsea Island lends itself to cycling and walking, and it is further considered that by increasing the safety, accessibility and attractiveness of the existing network, residents are likely to be encouraged to convert to cleaner modes of travel. Policy PLD1 (Place and Design) and Policy ENV1 (Local Green Spaces) perform positively in this respect, promoting a “*safe, locally distinctive and well-functioning environment.*”
- 5.70 Policy TSP3 (Improving and Securing Cycling Routes) further highlights the importance of the existing cycle network locally, requiring that “*the existing Furze Lane National Cycle Route 22 [and] the Permissive*” Cycle Path from Ironbridge Lane/Kingsley Road across Bransbury Park to Bransbury Road/Henderson Road be retained.” This is supplemented by Policy LAN2 (Existing Infrastructure) which states that “*The National Cycle route 222 along Furze Lane shall be retained as a dual Cycle/Bus Lane in the interests of Sustainable Transport and to encourage Active Travel.*” Preserving and enhancing these routes will allow improved opportunities for local residents to safely and sustainably travel. Notably there will be improved access the Eastern Road Cycle Lane for destinations to the north of the City and off Portsea Island and for those heading southwards from the north to safely access the Seafront.
- 5.71 With regards to other sustainable transport modes, Milton is 1.7 miles from the nearest railway station (Fratton), access to which is not heavily relied upon. In terms of the bus network, there are a variety of services navigating through the area, connecting residents to the city centre of Portsmouth, and there is also the Hard Interchange just outside of the Milton which provides residents with access to a variety of services to national destinations, operated by ‘National Express’ and ‘Megabus’. Policy TSP2 (Balanced Transport Facilities) requires development to enable easy pedestrian access to surrounding public transport facilities, which may contribute towards improved movement and reduced congestion in parts of Milton.
- 5.72 Policy TSP1 (Balanced Transport Provision) is focal for the expansion of walking and cycling routes within the area, and requires that cycle parking and storage are to be embedded in any new developments. In terms of accessibility to the cycle network, the Solent Way navigates along the eastern boundary of the MNP area, with sections of the footpath forming part of Route 2, 22 and 222 of the National Cycle Network. The Solent Way also connects to Gosport and Southampton with footpaths, providing residents with sustainable access to neighbouring local centres. The MNP further supports the new Portsea Island Coastal Defence Scheme, which provides opportunity to extend longer distance cycling opportunities separated from traffic congestion. This may positively assist in shifting the bias away from a high car dependency.
- 5.73 Policy TSP1 (Vehicle Capacity and Safety) strives to ensure that congestion on the road network does not increase with development, requiring that new development “*demonstrate that vehicle capacity into the Milton area is adequate to accommodate additional vehicle movements generated.*” This is a key concern of the Milton Community, particularly given the existing constraints on businesses in the area. Offsetting congestion through the development process and ensuring infrastructure is adequate would also improve road/ traffic safety, and air quality.
- 5.74 Notably the other concern for the area is the availability of parking, with 61.9% of residents stating that parking is a worry of theirs. This is addressed through Policy PLD1 (Place and Design), which require that new development include “*a mix of car-parking provision*”, so that it “*does not dominate the streets and spaces and complies with the Council’s emerging Parking Standards of 0.75 spaces/1 bed unit; 1.25 spaces/2 & 3 bed units and 1.75 spaces/4 bed and above units.*” These standards are just one measure proposed by the Council to help shift the balance towards sustainable transport and contributing to meeting the Council’s aspirations to achieve carbon neutrality by 2030.²⁵

²⁵ In March 2019 Portsmouth City Council resolved to acknowledge that there is a climate emergency and seek to make the City of Portsmouth carbon neutral by 2030 <https://www.portsmouth.gov.uk/ext/environmental-health/climate-action/climate-action>

- 5.75 Overall, the MNP is predicted to have residual **long term significant positive effects** on transportation. Whilst there is uncertainty regarding proposed measures and growth proposed through the new Local Plan, it is thought that the MNP will provide a robust development management policy framework for this topic.

Conclusions at this current stage

Potential significant effects

- 5.76 The MNP does not allocate any sites for development; it is therefore unlikely to have any significant negative effects on SEA topics.
- 5.77 The assessment has concluded that the current version of the Milton Neighbourhood Plan is likely to lead to **significant positive effects** in relation to the 'health and wellbeing' SEA topic. This largely relates to the Neighbourhood Plan's focus on enhancing the quality of life of residents through the protection and enrichment of open space and green infrastructure networks. Additionally the Neighbourhood Plan places focus on facilitating balanced transport provision (i.e. pedestrian and cycle linkages) in the Neighbourhood Area, and reducing levels of congestion, which will in turn improve human health. In this context, **significant positive effects** are also predicted for the 'population and community' and 'transportation' SEA topics.
- 5.78 Uncertain **minor positive effects** are identified for both the 'biodiversity' and 'landscape and historic environment' topics. It is considered that the MNP provides a local policy context that offers protection to important assets as well as supports opportunities for enhancement where possible. The implementation of proposed measures and growth proposed through the new Local Plan considering the sensitivity of the environment will likely determine the significance of effects. It is also assumed that, in relation to 'biodiversity', HRA (2020) recommendations will be sufficiently addressed.
- 5.79 The current version of the Milton Neighbourhood Plan will initiate a number of beneficial approaches regarding the 'air quality', 'land, soil and water resources' and 'climate change' topics. However these are not considered to be significant in the context of the SEA process given the scope of the Neighbourhood Plan and the scale of proposals.

6. What are the next steps?

- 6.1 This Environmental Report will accompany the MNP for submission to the Local Planning Authority, Portsmouth City Council, for subsequent Independent Examination.
- 6.2 At Independent Examination, the MNP will be considered in terms of whether it meets the Basic Conditions for Neighbourhood Plans and is in general conformity with the adopted Portsmouth Plan.
- 6.3 If the subsequent Independent Examination is favourable, the MNP will be subject to a referendum, organised by Portsmouth City Council. If more than 50% of those who vote agree with the MNP, then it will be 'made'. Once made, the MNP will become part of the Development Plan for Portsmouth City, covering the defined Neighbourhood Area.

Appendix A Context Review and Baseline

Air Quality

Context Review

Key messages from the National Planning Policy Framework (NPPF) include:

- ‘Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan’.
- New and existing developments should be prevented from contributing to, being put at unacceptable risk from, or being adversely affected by unacceptable levels of air pollution.

The vision statement of the draft 2017-2027 Air Quality Strategy for Portsmouth is as follows²⁶: *“Portsmouth City Council is committed to work collaboratively to improve and maintain a healthy local air quality in the city in order to protect public health and the environment, enhancing our status as a great waterfront city”*. In order to achieve this vision, the strategy will seek to achieve the following six strategic objectives, aligned with the Air Quality Action Plan for Portsmouth (discussed below):

- SO1: Foster closer working relationships between council directorates and external partners;
- SO2: Create a focus on sustainable travel, including the promotion of a modal shift in transport from the car to active travel;
- SO3: Provide high quality information and guidance on local air quality to members of the public;
- SO4: Develop and implement measures to reduce traffic and congestion-related emissions, addressing road network flow and functionality;
- SO5: Support and stimulate sustainable citywide economic growth, including a focus on reducing carbon emissions; and
- SO6: Ensure that as a council we lead by example in supporting sustainable working practices, minimising our own emissions and carbon footprint.

In terms of the local context, Portsmouth City Council is required to monitor air quality across the City under Section 82 of the Environment Act (1995), report regularly to Defra and take action where nationally set levels are likely to be exceeded. Monitoring is undertaken to assess levels of nitrogen dioxide (NO₂), sulphur dioxide, ozone, benzene and particulates. Where exceedances exist, areas are declared as Air Quality Management Areas (AQMAs) and Local Authorities are required to produce an Air Quality Action Plan (AQAP) to improve air quality in the area. The most recent AQAP in 2010 aims to achieve the following²⁷:

- Deliver cleaner air within and around the declared AQMAs;
- Maintain clean air across Portsmouth;
- Move toward attainment of the annual mean NO₂ National Air Quality Objective (NAQO);
- Deliver clear messages of what needs to be done and why a ‘pro-active’ focus upon achieving cleaner air is necessary;
- Improve air quality and put air quality at the heart of decision making processes;

²⁶ Portsmouth City Council (2017): ‘Air Quality Strategy 2017-2027’, [online] available to access via: <http://democracy.portsmouth.gov.uk/documents/s14545/AQ%20-%20Appendix%20A%20Draft%20Air%20Quality%20Strategy.pdf>

²⁷ Portsmouth City Council (2010): ‘Air Quality Action Plan: Appendix to the Local Transport Plan (LTP3)’, [online] available to access via: <http://aqma.defra.gov.uk/action-plans/PCC%20AQAP%202010.pdf>

- Secure and demonstrate commitment to working closely with partners to deliver cleaner air; and
- Devise and implement specific local traffic management measures to limit access to, or re-route traffic away from, problem areas, reduce congestion and increase vehicular fluidity.

Baseline Summary

Current baseline

As of March 2017, there are five designated AQMAs in Portsmouth, with eight of the thirteen former designations in 2005 revoked in 2010. The Milton 'AQMA 9' was one of the five retained AQMAs, and is located along the northern and western boundaries of the Neighbourhood Area. This AQMA covers part of the southern section of the A2030, which is one of the three major arterial roads in and out of Portsmouth, and was retained due to monitored breaches in the annual-mean NO₂ NAQO²⁸.

The Velder Avenue/ Milton Road traffic junction marks the southern end of the AQMA, with the draft 2007 Air Quality Action Plan (AQAP) stating that the re-design of the junction was a key determinant for securing future air quality benefits for the residential properties located on these roads. The large queues that developed outside of the residential properties were recognised as a significant factor, and removing or relocating the stationary traffic was a key priority for the re-design of the junction.

Increases in housing, employment and other infrastructure growth proposed through the emerging Local Plan are likely to increase traffic flows and therefore associated levels of pollutants, which are likely to contribute to exceedances of the NAQO.

Future baseline

Future development within the Neighbourhood Area has the potential to increase traffic and congestion along the main routes into Portsmouth, placing pressure on the existing highways network. This is particularly relevant in relation to the Velder Avenue / Milton Road junction at the southern extent of Milton 'AQMA 9'.

Biodiversity

Context Review

The Fourth Ramsar Strategic Plan²⁹ (2016-2024) aims to be congruent with the 2015 Sustainable Development Goals (SDGs) implemented by the United Nations, since wetlands contribute towards a very broad range of the aspirations set out in the SDGs. The vision for the plan is as follows, with three strategic goals and one operational goal seeking to achieve this vision:

'Wetlands are conserved, widely used, restored and their benefits are recognised and valued by all'

- Goal 1 (Strategic): Addressing the drivers of wetland loss and degradation;
- Goal 2 (Strategic): Effectively conserving and managing the Ramsar Site network;
- Goal 3 (Strategic): Wisely using all wetlands; and
- Goal 4 (Operational): Enhancing implementation.

At the European level, the EU Biodiversity Strategy³⁰ was adopted in May 2011 in order to deliver an established new Europe-wide target to *'halt the loss of biodiversity and the degradation of ecosystem services in the EU by 2020'*.

²⁸ DEFRA (ca 2005): 'Portsmouth AQMA No.9', [online] available to view via: <https://uk-air.defra.gov.uk/aqma/details?aqma_id=258>

²⁹ Ramsar Convention (2016): 'The Fourth Ramsar Strategic Plan 2016-2024', [online] available to download via: <<http://www.ramsar.org/about/the-ramsar-convention-and-its-mission>>

³⁰ European Commission (2011) Our life insurance, our natural capital: an EU biodiversity strategy to 2020 [online] available at: <http://ec.europa.eu/environment/nature/biodiversity/comm2006/pdf/EP_resolution_april2012.pdf>

The Natural Environment White Paper (NEWP)³¹ sets out the importance of a healthy, functioning natural environment to sustained economic growth, prospering communities and personal well-being. It was in part a response to the UK's failure to halt and reverse the decline in biodiversity by 2010 and it signalled a move away from the traditional approach of protecting biodiversity in nature reserves to adopting a landscape approach to protecting and enhancing biodiversity. The NEWP also aims to create a green economy in which economic growth and the health of our natural resources sustain each other and markets, business and Government better reflect the value of nature. It includes commitments to:

- Halt biodiversity loss, support functioning ecosystems and establish coherent ecological networks by 2020;
- Establish a new voluntary approach to biodiversity offsetting to be tested in pilot areas;
- Enable partnerships of Local Authorities, local communities and landowners, the private sector and conservation organisations to establish new Nature Improvement Areas; and
- Address barriers to using green infrastructure to promote sustainable growth.

Reflecting the commitments within the Natural Environment White Paper and the EU Biodiversity Strategy, 'Biodiversity 2020: A strategy for England's wildlife and ecosystem services' aims to '*halt overall biodiversity loss, support healthy well-functioning ecosystems and establish coherent ecological networks, with more and better places for nature for the benefit of wildlife and people*'³².

Key messages from the National Planning Policy Framework (NPPF) include:

- Contribute to the Government's commitment to halt the overall decline in biodiversity by minimising impacts and achieving net gains in biodiversity wherever possible.
- Promote the 'preservation, restoration and re-creation of priority habitats, ecological networks' and the 'protection and recovery of priority species'. Plan for biodiversity at a landscape-scale across Local Authority boundaries.
- Set criteria based policies for the protection of internationally, nationally and locally designated sites, giving weight to their importance not just individually but as a part of a wider ecological network.
- Take account of the effects of climate change in the long term. Adopt proactive strategies to adaptation and manage risks through adaptation measures including green infrastructure (i.e. 'a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities').
- Plan positively for 'green infrastructure' as part of planning for 'ecological networks'.
- High quality open spaces should be protected or their loss mitigated, unless a lack of need is established.

Implemented in 2010, The Solent Waders and Brent Goose Strategy³³ presents evidence, analysis and recommendations to inform decisions relating to strategic planning as well as individual development proposals. The strategy relates to internationally important Brent Goose and wading bird populations within and around the SPAs and Ramsar Sites of the Solent Coast. The underlying principle of the Strategy is to, wherever possible, conserve existing sites and create new sites, enhancing the quality and extent of the feeding and roosting resource.

Site Improvement Plans (SIPs) have been developed for each Natura 2000 site in England as part of the Improvement Programme for England's Natura 2000 sites (IPENS). Although the IPENS project closed in 2015, the Solent SIP³⁴ provides a high level overview of the issues (both current and

³¹ Defra (2012) The Natural Choice: securing the value of nature (Natural Environment White Paper) [online] available at: <<http://www.official-documents.gov.uk/document/cm80/8082/8082.pdf>>

³² DEFRA (2011): 'Biodiversity 2020: A strategy for England's wildlife and ecosystem services', [online] Available to download from: <<https://www.gov.uk/government/publications/biodiversity-2020-a-strategy-for-england-s-wildlife-and-ecosystem-services>>

³³ Solent Waders and Brent Goose Strategy Steering Group (2010): 'Solent Waders and Brent Goose Strategy' [online] available to access via: <<https://www.portsmouth.gov.uk/ext/documents-external/pln-local-dev-openspace-diversity/solentwader-brentgoose-strategy.pdf>>

³⁴ Natural England (2014): 'Site Improvement Plan: Solent (SIP043)', [online] available to download via: <<http://publications.naturalengland.org.uk/publication/4692013588938752>>

predicted) affecting the condition of the Natura 2000 sites within the Solent SIP boundary (covering four sites including the Chichester and Langstone Harbours SPA and the Solent Maritime SAC). Additionally, the Solent SIP outlines the priority actions required to improve the condition of the sites, with timescales for a number of actions ongoing until 2020. Priority actions are grouped into seventeen categories, reflecting the issues faced by the Natura 2000 sites.

The City Council has set a vision for Milton Common for its future status³⁵: *'Milton common will be restored and maintained so that it is the first choice for people who want a semi-natural space to escape city life, enjoy quiet recreation and appreciate the intrinsic value of the natural environment'*

In order to fulfil this vision, the following objectives have informed the detailed restoration framework:

- Objective A: Improve the quality of the coastal grassland habitat;
- Objective B: Improve the visitor experience at Milton Common;
- Objective C: Divert recreational pressure away from the coastal path to Milton Common itself;
and
- Objective D: Ensure that the needs of dog walkers are sympathetically accommodated.

³⁵ Portsmouth City Council (2015): 'Milton Common Local Nature Reserve Restoration and Management Framework', [online] available to access via: <<https://www.portsmouth.gov.uk/ext/documents-external/pln-miltoncommon-lnr-framework.pdf>>

Baseline Summary

Current Baseline

Chichester and Langstone Harbours Ramsar Site and Special Protection Area

The Convention on Wetlands of International Importance (the Ramsar Convention) is the intergovernmental treaty that provides the framework for the conservation and wise use of wetlands and their resources. The convention was adopted in 1971 and came into force in 1975, with the Chichester and Langstone Harbours Ramsar Site designated in January 1996. In the UK, the initial emphasis was on selecting sites of importance to waterbirds, and consequently, many Ramsar Sites were also designated as Special Protection Areas (SPA) under the European Birds Directive (79/409/EEC). The citation for the Chichester and Langstone Harbours³⁶ Ramsar Site and SPA lists the following species of international importance, many of which are listed within Article 4 of the European Birds Directive (79/409/EEC) and listed in Annex II of the European Habitats Directive (92/43/EEC). These species are the qualifying features for designating the site:

- Bar-tailed Godwit (*Limosa lapponica*)
- Brent Goose (*Branta bernicla*)
- Common Tern (*Sterna hirundo*)
- Curlew (*Numeris arquata*)
- Dunlin (*Calidris alpina*)
- Grey Plover (*Pluvialis squatarola*)
- Little Tern (*Sterna albifrons*)
- Pintail (*Anas acuta*)
- Red-breasted Merganser (*Mergus serrator*)
- Redshank (*Tringa totanus*)
- Ringed Plover (*Charadrius hiaticula*)
- Sanderling (*Calidris alba*)
- Sandwich Tern (*Sterna sandvicensis*)
- Shelduck (*Tadorna tadorna*)
- Shoveler (*Anas clypeata*)
- Teal (*Anas crecca*)
- Turnstone (*Arenaria interpres*)
- Wigeon (*Anas penelope*)

The European Site Conservation Objectives for the Chichester and Langstone Harbours Ramsar Site and SPA seek to maintain or restore³⁷:

- The extent and distribution of the habitats of the qualifying features;
- The structure and function of the habitats of the qualifying features;
- The supporting processes on which the habitats of the qualifying features rely;
- The population of each of the qualifying features; and
- The distribution of the qualifying features within the site.

Solent Maritime Special Area of Conservation

The Solent Maritime SAC was designated in April 2005 and is approximately 11,300 ha in size. The SAC encompasses a major estuarine system on the south coast of England, with four coastal plan estuaries (Yar, Medina, King's Quay Shore and Hamble) and four bar-built estuaries (Newton Harbour, Beaulieu, Langstone Harbour and Chichester Harbour), with Langstone Harbour located directly

³⁶ Natural England (2014): 'Chichester and Langstone Harbours SPA Citation', [online] available to download via: <<http://publications.naturalengland.org.uk/publication/5789102905491456>>

³⁷ Natural England (2014): Chichester and Langstone Harbours SPA Conservation Objectives [online] available to download via: <<http://publications.naturalengland.org.uk/publication/5789102905491456>>

adjacent to the eastern boundary of the Neighbourhood Area. The citation for the SAC lists the following habitats and species as the qualifying features for designation³⁸:

Habitats:

- Annual vegetation of drift lines;
- Atlantic salt meadows (*Glauco-Puccinellietalia maritimae*);
- Coastal lagoons;
- *Spartina* swards (*Spartinion maritimae*) (Cord-grass swards);
- Estuaries;
- Mudflats and sandflats not covered by seawater at low tide. (Intertidal mudflats and sandflats);
- Perennial vegetation of stony banks. (Coastal shingle vegetation outside the reach of waves);
- *Salicornia* and other annuals colonising mud and sand. (Glasswort and other annuals colonising mud and sand);
- Sandbanks which are slightly covered by sea water all the time. (Subtidal sandbanks); and
- Shifting dunes along the shoreline with *Ammophila arenaria* (white dunes). (Shifting dunes with marram)

Species:

- Desmoulin's whorl snail (*Vertigo moulinsiana*)

The European Site Conservation Objectives for the Solent Maritime SAC aim to ensure that the integrity of the site is maintained or restored as appropriate, and the site contributes to achieving the favourable conservation status of its qualifying features (listed above). These objectives are to maintain and restore the following³⁹:

- Extent and distribution of qualifying natural habitats and habitats of qualifying species;
- The structure and function (including typical species) or qualifying natural habitats;
- The structure and function of the habitats of qualifying species;
- The supporting processes on which qualifying natural habitats and the habitats of qualifying species rely; and
- The populations and distributions of qualifying species within the site.

The Solent Site Improvement Plan covers 4 European sites (Chichester and Langstone Harbours SPA, Portsmouth Harbour SPA, Solent & Southampton Water SPA and Solent Maritime SAC) and identifies 17 threats to them, which include⁴⁰:

- | | |
|---|--|
| 1. Public/access disturbance | 10. Biological resource use |
| 2. Coastal squeeze | 11. Change in land management |
| 3. Fisheries: commercial marine and estuarine | 12. Inappropriate pest control |
| 4. Water pollution | 13. Air pollution: impact of atmospheric nitrogen deposition |
| 5. Changes in species distributions | 14. Hydrological changes |
| 6. Climate change | 15. Direct impact from 3 rd party |
| 7. Changes to site conditions | 16. Extraction: non-living resources |

³⁸ Natural England (2014): Solent Maritime SAC Citation', [online] available to download via: <http://publications.naturalengland.org.uk/publication/5762436174970880>

³⁹ Natural England (2014): Solent Maritime SAC Conservation Objectives', [online] available to download via: <http://publications.naturalengland.org.uk/publication/5762436174970880>

⁴⁰ Natural England (2014): 'Site Improvement Plan: Solent (SIP043)', [online] available to download via: <http://publications.naturalengland.org.uk/publication/4692013588938752>

Biodiversity Action Plan habitats

In regards to the Biodiversity Action Plan (BAP)⁴⁴ habitats, there are areas of Deciduous Woodland within the central section of the Neighbourhood Area, on land to the east and south of St James' Hospital.

There are two BAP habitats located directly to the east of the site, within the boundaries of the European and nationally protected sites previously discussed. These include:

- Coastal and floodplain grazing marsh; and
- Mudflats.

Figure A.1 shows the designated biodiversity sites and BAP Priority Habitats located within the Neighbourhood Area.

Future Baseline

Habitats and species have the potential to come under increasing pressures from housing and infrastructure development in the Neighbourhood Area, including European, nationally and locally designated sites. This includes a loss of habitats and impacts on biodiversity networks. This may be exacerbated by the effects of climate change, which has the potential to lead to changes in the distribution and abundance of species and changes to the composition and character of habitats.

Climate Change

Context Review

The UK Climate Change Risk Assessment is published on a 5-yearly cycle in accordance with the requirements of the Climate Change Act 2008. It required the Government to compile an assessment of the risks for the UK arising from climate change, and then to develop an adaptation programme to address those risks and deliver resilience to climate change on the ground. For both the 2012 and the 2017 UK Climate Change Risk Assessment, the Adaptation Sub-Committee commissioned an evidence report to achieve the following:

- *'Based on the latest understanding of current, and future, climate risks and opportunities, vulnerability and adaptation, what should the priorities be for the next UK National Adaptation Programme?'*⁴⁵

The evidence report contains six priority risk areas requiring additional action in the next five years, see below:

1. Flooding and coastal change risks to communities, businesses and infrastructure;
1. Risks to health, well-being and productivity from high temperatures;
2. Risk of shortages in the public water supply, and for agriculture, energy generation and industry;
3. Risks to natural capital, including terrestrial, coastal, marine and freshwater ecosystems, soils and biodiversity;
4. Risks to domestic and international food production and trade; and
5. New and emerging pests and diseases, and invasive non-native species, affecting people, plants and animals.

The UK Climate Change Act⁴⁶ was passed in 2008 and established a framework to develop an economically credible emissions reduction path. It also highlighted the role it would take in

⁴⁴ MAGIC (2017): 'Interactive Map – Habitats and Species' [online database] available to access via: <http://www.magic.gov.uk/MagicMap.aspx>

⁴⁵ GOV UK: 'UK Climate Change Risk Assessment Report January 2017', [online] available to download from: <https://www.gov.uk/government/publications/uk-climate-change-risk-assessment-2017>

⁴⁶ GOV.UK (2008): 'Climate Change Act 2008', [online] accessible via <http://www.legislation.gov.uk/ukpga/2008/27/contents>

contributing to collective action to tackle climate change under the Kyoto Protocol, and more recently as part of the UN-led Paris Agreement.

The Climate Change Act includes the following:

- 2050 Target. The Act commits the UK to reducing emissions by at least 80% in 2050 from 1990 levels.
- Carbon Budgets. The Act requires the Government to set legally binding 'carbon budgets'. A carbon budget is a cap on the amount of greenhouse gases emitted in the UK over a five-year period. The carbon budgets are designed to reflect the cost-effective path to achieving the UK's long-term objectives. The first five carbon budgets have been put into legislation and run up to 2032.
- The Committee on Climate Change was set up to advise the Government on emissions targets, and report to Parliament on progress made in reducing greenhouse gas emissions.
- The National Adaptation Programme requires the Government to assess the risks to the UK from climate change, prepare a strategy to address them, and encourage key organisations to do the same. For more detail, visit the UK adaptation policy page⁴⁷.

Key messages from the National Planning Policy Framework (NPPF) include:

- Support the transition to a low carbon future in a changing climate as a 'core planning principle'.
- There is a key role for planning in securing radical reductions in greenhouse gas (GHG) emissions, including in terms of meeting the targets set out in the Climate Change Act 2008⁴⁸. Specifically, planning policy should support the move to a low carbon future through:
 - Planning for new development in locations and ways which reduce GHG emissions;
 - Actively supporting energy efficiency improvements to existing buildings;
 - Setting local requirements for building's sustainability in a way that is consistent with the Government's zero carbon buildings policy;
 - Positively promoting renewable energy technologies and considering identifying suitable areas for their construction; and
 - Encouraging those transport solutions that support reductions in GHG emissions and reduce congestion.
- Direct development away from areas highest at risk of flooding, with development 'not to be allocated if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding'. Where development is necessary, it should be made safe without increasing levels of flood risk elsewhere.
- Take account of the effects of climate change in the long term, taking into account a range of factors including flooding. Adopt proactive strategies to adaptation and manage risks through adaptation measures including well planned green infrastructure.

The Flood and Water Management Act⁴⁹ highlights that alternatives to traditional engineering approaches to flood risk management include:

- Incorporating greater resilience measures into the design of new buildings, and retro-fitting properties at risk (including historic buildings);
- Utilising the environment in order to reduce flooding, for example through the management of land to reduce runoff and through harnessing the ability of wetlands to store water;
- Identifying areas suitable for inundation and water storage to reduce the risk of flooding elsewhere;

⁴⁷ Committee on Climate Change (2017): 'UK Adaptation Policy' [online] accessible via <<https://www.theccc.org.uk/tackling-climate-change/preparing-for-climate-change/uk-adaptation-policy/>>

⁴⁸ The Climate Change Act 2008 sets targets for greenhouse gas (GHG) emission reductions through action in the UK of at least 80% by 2050, and reductions in CO₂ emissions of at least 26% by 2020, against a 1990 baseline.

⁴⁹ Flood and Water Management Act (2010) [online] available at: <http://www.legislation.gov.uk/ukpga/2010/29/contents>

- Planning to roll back development in coastal areas to avoid damage from flooding or coastal erosion; and
- Creating sustainable drainage systems (SuDS)⁵⁰

Further guidance is provided in the document 'Planning for SuDs'.⁵¹ This report calls for greater recognition of the multiple benefits that water management can present. It suggests that successful SuDS are capable of 'contributing to local quality of life and green infrastructure'.

The Environment Agency Flood Risk Strategies⁵² consider a wide range of different measures to address the flood and coastal erosion risk to communities and property. The measures needed for each location are considered on a case by case basis. Some of the measures that may be considered include:

- building flood and coastal defences;
- flood storage reservoirs;
- land management; and
- portable defences.

The strategies and schemes are grouped by the geographic areas the Environment Agency operates from. Area 14 'Solent and South Downs' covers the Neighbourhood Area.

The South East River Basin District River Basin Management Plan (2009)⁵³ has been prepared under the Water Framework Directive (in the first of a series of six-year planning cycles) which requires all countries throughout the European Union to manage the water environment to consistent standards. The plan describes the river basin district, and the pressures that the water environment faces. These include:

- point source pollution from sewage treatment works;
- the physical modification of water bodies;
- diffuse pollution from agricultural activities;
- diffuse pollution from urban sources; and
- water abstraction.

The South East River Basin District River Basin Management shows what these issues mean for the current state of the water environment, and what actions will be taken to address the pressures. It sets out what improvements are possible and how the actions will make a difference to the local environment – the catchments, estuaries, the coast and groundwater.

Undertaken in June 2011, Portsmouth's Preliminary Flood Risk Assessment was a high level screening exercise to collect information on past historic and future potential floods. This information was then used to identify flood risk areas in the city. This study formed part of a larger delivery project: The Surface Water Management Plan (SWMP), published in 2012. The objectives of the SWMP are as follows, with additional objectives from Portsmouth City Council outlined in the document⁵⁴:

⁵⁰ N.B. The provision of Schedule 3 to the Flood and Water Management Act 2010 came into force on the 1st of October 2012 and makes it mandatory for any development in England or Wales to incorporate SuDs.

⁵¹ CIRIA (2010) 'Planning for SuDs – making it happen' [online] available to access via <http://www.ciria.org/Resources/Free_publications/Planning_for_SuDS_ma.aspx>

⁵² Gov.uk (2017) Flood and coastal erosion risk management: current schemes and strategies [online] available at: <[https://www.gov.uk/government/collections/flood-risk-management-current-schemes-and-strategies#solent-and-south-downs-\(map-area-14\)](https://www.gov.uk/government/collections/flood-risk-management-current-schemes-and-strategies#solent-and-south-downs-(map-area-14))>

⁵³ Department for Environment, Food & Rural Affairs, and Environment Agency (2009) Water for Livelihoods River Basin Management Plan South East River Basin District [online] available at: <<https://www.gov.uk/government/publications/south-east-river-basin-management-plan>>

⁵⁴ Portsmouth City Council (2012): 'Surface Water Management Plan – Final Report', [online] available to download via: <<https://www.portsmouth.gov.uk/ext/environment/flood-protection-policies.aspx>>

- Develop a robust understanding of surface water flood risk in and around the Portsmouth City Council, taking into account the challenges of climate change, population and demographic change and increasing urbanisation in Portsmouth;
- Identify, define and prioritise Local Flood Risk Zones (hotspots) and their Critical Drainage Areas (contributing catchment areas);
- Make holistic and multifunctional recommendations for surface water management which improve emergency and land use planning, and enable better flood risk and drainage infrastructure investments;
- Establish and consolidate partnerships between key stakeholders to facilitate a collaborative culture of data, skills, resource and learning sharing and exchange;
- Undertake engagement with stakeholders to raise awareness of surface water flooding, identify flood risks and assets, and agree mitigation measures and actions; and
- Deliver outputs to enable a real change on the ground rather than just reports and models, whereby partners and stakeholders take ownership of their flood risk and commit to delivery and maintenance of the recommended measures and actions.
- Meet Portsmouth City Council's specific objectives (as listed within the SWMP).

The Local Flood Risk Management Strategy⁵⁵ for Portsmouth considers the flood risks from surface water, groundwater and ordinary watercourses within the city. Additionally, it provides a clear overview of the co-ordinated approaches to manage these risks up until 2018 (the lifetime of the Strategy), when there will be a major review. The co-ordinated approaches for the wards of Baffins and Milton within the Local Flood Risk Management Strategy are directly relevant to the Neighbourhood Area.

Baseline Summary

Current baseline

Contribution to Climate Change

In relation to GHG emissions, source data from the Department of Energy and Climate Change suggests that Portsmouth has had consistently lower per capita emissions total than that of both the South East of England and England as a whole since 2005 (see Table 4.1). Portsmouth has also seen a 15.0% reduction in the percentage of total emissions per capita between 2005 and 2012, lower than the reductions for the South East (15.9%) and England (16.7%).

Table A.1 Carbon dioxide emissions and sources, plus emissions per capita, 2005-2012⁵⁶

	Industrial and Commercial (t CO ₂)	Domestic (t CO ₂)	Transport (t CO ₂)	Total (t CO ₂)
Portsmouth				
2005	2.7	2.1	1.2	6.0
2006	2.7	2.1	1.2	5.9
2007	2.5	2.0	1.2	5.7
2008	2.6	2.0	1.1	5.6

⁵⁵ Portsmouth City Council (ca 2013): Local Flood Risk Management Strategy', [online] available to download via: <<https://www.portsmouth.gov.uk/ext/environment/flood-protection-policies.aspx>>

⁵⁶ Department of Energy and Climate Change (2011) Official statistics: Local Authority carbon dioxide emissions, UK local and regional CO₂ emissions: subset dataset (emissions within the scope of influence of Local Authorities) available at: <<https://www.gov.uk/government/publications/local-authority-emissions-estimates>>

	Industrial and Commercial (t CO ₂)	Domestic (t CO ₂)	Transport (t CO ₂)	Total (t CO ₂)
2009	2.3	1.8	1.0	5.1
2010	2.3	1.9	1.0	5.2
2011	2.2	1.6	1.0	4.8
2012	2.4	1.8	1.0	5.1
South East				
2005	2.5	2.6	1.8	6.9
2006	2.5	2.6	1.8	6.9
2007	2.4	2.5	1.8	6.7
2008	2.4	2.4	1.7	6.5
2009	2.1	2.2	1.6	5.9
2010	2.2	2.3	1.6	6.1
2011	2.0	2.0	1.5	5.6
2012	2.1	2.2	1.5	5.8
England				
2005	3.0	2.5	1.7	7.2
2006	3.0	2.5	1.7	7.2
2007	2.8	2.4	1.7	6.9
2008	2.7	2.4	1.6	6.7
2009	2.4	2.2	1.5	6.1
2010	2.5	2.3	1.5	6.3
2011	2.3	2.0	1.5	5.7
2012	2.4	2.2	1.4	6.0

Potential effects of climate change

The outcome of research on the probable effects of climate change in the UK was released in 2009 by the UK Climate Projections (UKCP09) team⁵⁷. UKCP09 gives climate information for the UK up to the end of this century and projections of future changes to the climate are provided, based on simulations from climate models. Projections are broken down to a regional level across the UK and are shown in probabilistic form, which illustrate the potential range of changes and the level of confidence in each prediction.

As highlighted by the research, the effects of climate change for the South East of England by 2050 for a medium emissions scenario⁵⁸ are likely to be as follows:

⁵⁷ The data was released on 18th June 2009: See: <<http://ukclimateprojections.metoffice.gov.uk/>>

⁵⁸ UK Climate Projections (2009) South East 2050s Medium Emissions Scenario [online] available at: <<http://ukclimateprojections.metoffice.gov.uk/23907?emission=medium>>

- The central estimate of increase in winter mean temperature is 2.2°C and an increase in summer mean temperature of 2.8°C; and
- The central estimate of change in winter mean precipitation is 16% and summer mean precipitation is -19%.

Resulting from these changes, a range of risks may exist for the Neighbourhood Area. These include:

- Effects on water resources from climate change;
- Reduction in availability of groundwater for abstraction;
- Adverse effect on water quality from low stream levels and turbulent stream flow after heavy rain;
- Increased risk of flooding, including increased vulnerability to 1:100 year floods;
- A need to increase the capacity of wastewater treatment plants and sewers;
- A need to upgrade flood defences;
- Soil erosion due to flash flooding;
- Loss of species that are at the edge of their southerly distribution;
- Spread of species at the northern edge of their distribution;
- Increased demand for air-conditioning;
- Increased drought and flood related problems such as soil shrinkages and subsidence;
- Risk of road surfaces melting more frequently due to increased temperature; and
- Flooding of roads.

Defra announced in January 2016 that the UK Climate Projections will be updated following the Paris Agreement on Climate Change (December 2015).⁵⁹

Flood Risk

Land along the eastern boundary of the Neighbourhood Area (inclusive of land surrounding the three lakes within Milton Common) is at low risk from flooding. This land is located within Flood Zone 2, and it is therefore classified as having a 0.1-1% chance (1 in 1000 to 1 in 100 chance) of being affected by coastal flooding in any given year.

Additionally, land on and adjacent to Eastern Road (northern boundary of the Neighbourhood Area) is also at low risk from flooding. Nevertheless, this land is located within Flood Zone 3 and is therefore classified as having a 0.5% or greater (1 in 200 chance) of being affected by coastal flooding in any given year.

Surface Water drainage and sewer flooding is also a risk for some parts of the Neighbourhood Area, with sections of low-medium risk in the north western and south western sections.

A Critical Drainage Area (CDA) is a discrete geographic area where multiple and interlinked sources of flood risk causes flooding in one or more Local Flood Risk Zones (LFRZ) during severe weather, impacting people, property and/or local infrastructure. Based on the information provided within the Surface Water Management Plan, published in 2012, none of the fourteen LFRZs are located within the Neighbourhood Area.

Portsmouth City Council may wish to designate their own CDAs (in the absence of any designations from the Environment Agency)⁶⁰ within the Neighbourhood Area within the future but this is not known at this stage.

⁵⁹ Met Office. UK Climate Projections - UKCP18 Project announcement [online] available at: <http://ukclimateprojections.metoffice.gov.uk/24125>

⁶⁰ GOV.UK (2017): 'Flood Risk Assessment in Flood Zone 1 and Critical Drainage Areas', [online] available to view via: <https://www.gov.uk/guidance/flood-risk-assessment-in-flood-zone-1-and-critical-drainage-areas>

Future Baseline

Climate change has the potential to increase the occurrence of extreme weather events in the Neighbourhood Area, with increases in mean summer and winter temperatures, increases in mean precipitation in winter and decreases in mean precipitation in summer. This is likely to increase the risks associated with climate change, with an increased need for resilience and adaptation.

In terms of climate change mitigation, per capita emissions are likely to continue to decrease as energy efficiency measures, renewable energy production and new technologies become more widely adopted. However, future development will expand in the built footprint of the Neighbourhood Area, which may lead to a future increase in overall emissions.

Two of the objectives in the 2012 Portsmouth Plan, along with a variety of policies within the current Local Transport Plan (further discussed in Chapter 9), seek to increase the uptake of renewable energy and improve the provision of public and sustainable transport. The effective implementation of such policies has the potential to reduce future emissions within and surrounding the Neighbourhood Area.

Landscape and Historic Environment

Context Review

Key messages from the National Planning Policy Framework (NPPF) include:

- Protect and enhance valued landscapes, giving particular weight to those identified as being of national importance.
- Heritage assets should be recognised as an 'irreplaceable resource' that should be conserved in a 'manner appropriate to their significance', taking account of 'the wider social, cultural, economic and environmental benefits' of conservation, whilst also recognising the positive contribution new development can make to local character and distinctiveness.
- Set out a 'positive strategy' for the 'conservation and enjoyment of the historic environment', including those heritage assets that are most at risk.
- Develop 'robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics'.
- Consider the effects of climate change in the long term, including in terms of landscape. Adopt 'proactive strategies' to adaptation and manage risks through adaptation measures including well planned green infrastructure.

The Government's Statement on the Historic Environment for England⁶¹ sets out its vision for the historic environment. It calls for those who have the power to shape the historic environment to recognise its value and to manage it in an intelligent manner in light of the contribution that it can make to social, economic and cultural life.

Baseline Review

Current Baseline

Landscape

National Character Areas (NCAs) are landscape areas which share similar characteristics, following natural lines in the landscape rather than administrative boundaries. Developed by Natural England, NCA profiles describe the natural and cultural features that shape each of these landscapes, providing a broad context to its character. The Neighbourhood Area is located within the 'South Coast Plain' NCA, a narrow strip running along the Hampshire and Sussex coast from the edge of

⁶¹ HM Government (2010) The Government's Statement on the Historic Environment for England [online] available at: http://webarchive.nationalarchives.gov.uk/+http://www.culture.gov.uk/reference_library/publications/6763.aspx

Southampton in the west to Brighton and Hove in the east. The NCA profile for the 'South Coast Plain'⁶² list a number of key characteristics, with the following of particular relevance to the Neighbourhood Area:

- The plan slopes gently southwards towards the coast. From the coastal plain edge there are long views towards the sea and the Isle of Wight and beyond;
- The underlying geology of flinty marine and valley gravels extends for several miles inland to the dip slope of the South Downs and the South Hampshire Lowlands. This gives rise to deep and well-drained high-quality soils;
- Coastal inlets and 'harbours' contain a diverse landscape of narrow tidal creeks, mudflats, shingle beaches, dunes, grazing marshes and paddocks. These include the internationally important Chichester, Langstone and Portsmouth Harbour;
- Sand dune grasses and intertidal marsh communities are characteristic of the coastline, while small areas of species-rich meadow remain inland;
- The coastline provides feeding grounds for internationally protected populations of overwintering waders and wildfowl and is also extensively used for recreation;
- Along the exposed, open coastal plain and shoreline, tree cover is limited to isolated wind-sculpted woodlands and shelterbelts; and
- The area has significant urban development, with settlements along the coastline dominated by the Portsmouth conurbation and suburban villages, linked by major road and rail systems.

In 2011, Portsmouth City Council undertook an Urban Characterisation Study aiming to achieve the following:

- Identify and characterise areas of the city that have broadly similarities;
- Inform the core strategy of the Portsmouth Local Plan 2012;
- Identify the key elements contributing positively and negatively to the overall character of the city; and
- Provide a benchmark for monitoring the impact of future development.

The majority of the Neighbourhood Area is located in the 'Milton East' character area (on the eastern side of Portsea Island), with five areas of distinct character identified. Approximately 10% of the Neighbourhood Area is within the 'Priory Crescent' area of distinct character forming part of the 'Milton West' character area. These six areas of distinctive character are described below, with their location within the Neighbourhood Area also stated⁶³:

Milton East:

6. Old Milton (western section): The first part of the Neighbourhood Area to be significantly developed at the turn of the 20th century, formed by neat terraced properties in a rigid grid pattern. The development pattern creates a slightly more enclosed feeling throughout, although large areas of open space are within close proximity.
7. Bransbury (southern section): Large areas of public open space provided by Bransbury Park and allotments adjoining Langstone Harbour. These facilities provide an important break in the built form and provide essential recreational facilities for residents across the city. The last surviving remnants of the Portsea section of the Portsmouth and Arundel Canal are located in the 'Milton Locks' Conservation Area (later discussed).
8. St James' (central and eastern sections): Includes the Grade II listed main building of 'St James' Hospital', the Langstone Campus of the University of Portsmouth and a thirteen storey block of student halls which is the tallest building on the eastern side of Portsea Island.
9. Moorings Way Area (central and north western sections): A mix of low density, post war residential estates consisting of modest detached / semi-detached properties and short rows of

⁶² Natural England (2014): 'NCA Profile: 126 South Coast Plain (NE525)', [online] available to download via: <<http://publications.naturalengland.org.uk/publication/4923911250640896?category=587130>>

⁶³ Portsmouth City Council (2011): 'Urban Characterisation Study', [online] available to access via: <<https://www.portsmouth.gov.uk/ext/documents-external/pln-local-dev-design-urban-characterisation.pdf>>

terraced properties. Located on a series of loops and cul-de-sacs, front gardens / driveways set properties back from the roads, creating a pleasant open character throughout.

10. Milton Common (northern and north eastern sections): Former landfill site now largely comprising rough grassland and ponds which support important botanical species and provides vital habitat to wildlife (see Chapter 3). It forms part of a larger chain of open spaces that extends along the eastern coastline of Portsea Island. A coastal path provides views across Langstone Harbour to Hayling Island and a cycle path provides an important north-south route for commuters and recreational users (see Chapter 9).

Milton West:

11. Priory Crescent (south western section): Mix of two storey terraced residential properties dated at the turn of the twentieth century. Milton Park is located on the site of Milton Farm, which contains 'Milton Barn' - the only thatched building in the city.

Historic Environment

As the Neighbourhood Area developed later than other parts of Portsmouth, it only contains a few features which are recognised through historic environment designations, including statutory listed buildings which are nationally designated, and one conservation area designated at the local level. There are no nationally designated scheduled monuments, registered battlefields or registered historic parks and gardens within the Neighbourhood Area.

Historic England is the statutory consultee for certain categories of listed building consent and all applications for scheduled monument consent. The historic environment is protected through the planning system, via conditions imposed on developers and other mechanisms. The Neighbourhood Area contains no Grade I or Grade II* listed buildings, but there are four Grade II listed buildings. The Grade II listed buildings are as follows:

- Church of St James;
- Sea Lock and Basin;
- St James' Hospital and attached piers and lamp posts; and
- St James' Hospital Chapel.

Located on the eastern boundary of the Neighbourhood Area adjacent to Langstone Harbour, the 'Milton Locks Conservation Area'⁶⁴ was designated because of its special architectural and historic interest⁶⁵. Containing the Grade II listed 'Sea Lock and Basin', the conservation area has within its boundary the only surviving remnants of the Portsea section of the Portsmouth and Arundel Canal. Opened in 1822, the canal formed part of an inland waterway connecting Portsmouth with London. The route followed much of what is now Locksway Road and Goldsmith Avenue (navigating westward through the centre of the Neighbourhood Area); however, as the canal was not successful in terms of trade and experienced issues with salt water contaminating fresh water supplies in adjoining wells, much was filled in before the turn of twentieth century.

Conservation area appraisals are a tool to demonstrate the area's special interest, explaining the reasons for designation and providing a greater understanding and articulation of its character - mentioned within the 'Conservation Area Designation, Appraisal and Management' advice note by Historic England⁶⁶. Ideally, appraisals should be regularly reviewed as part of the management of the Conservation Area, and can be developed into a management plan.

Since 2008, Historic England has released an annual Heritage at Risk Register. The Heritage at Risk Register records assessment of Grade I, Grade II and Grade II* listed buildings deemed to be 'at risk'. Whether any of the Grade II listed buildings within the plan area should be regarded as 'At Risk' should be determined through a local assessment. The 2016 Heritage at Risk Register for South East

⁶⁴ Portsmouth City Council (2017): 'Conservation Areas', [online] available to download via:

<<https://www.portsmouth.gov.uk/ext/development-and-planning/planning/conservation-areas.aspx>>

⁶⁵ Historic England (2017): 'Conservation Areas', [online] available to access via: <<https://historicengland.org.uk/listing/what-is-designation/local/conservation-areas/>>

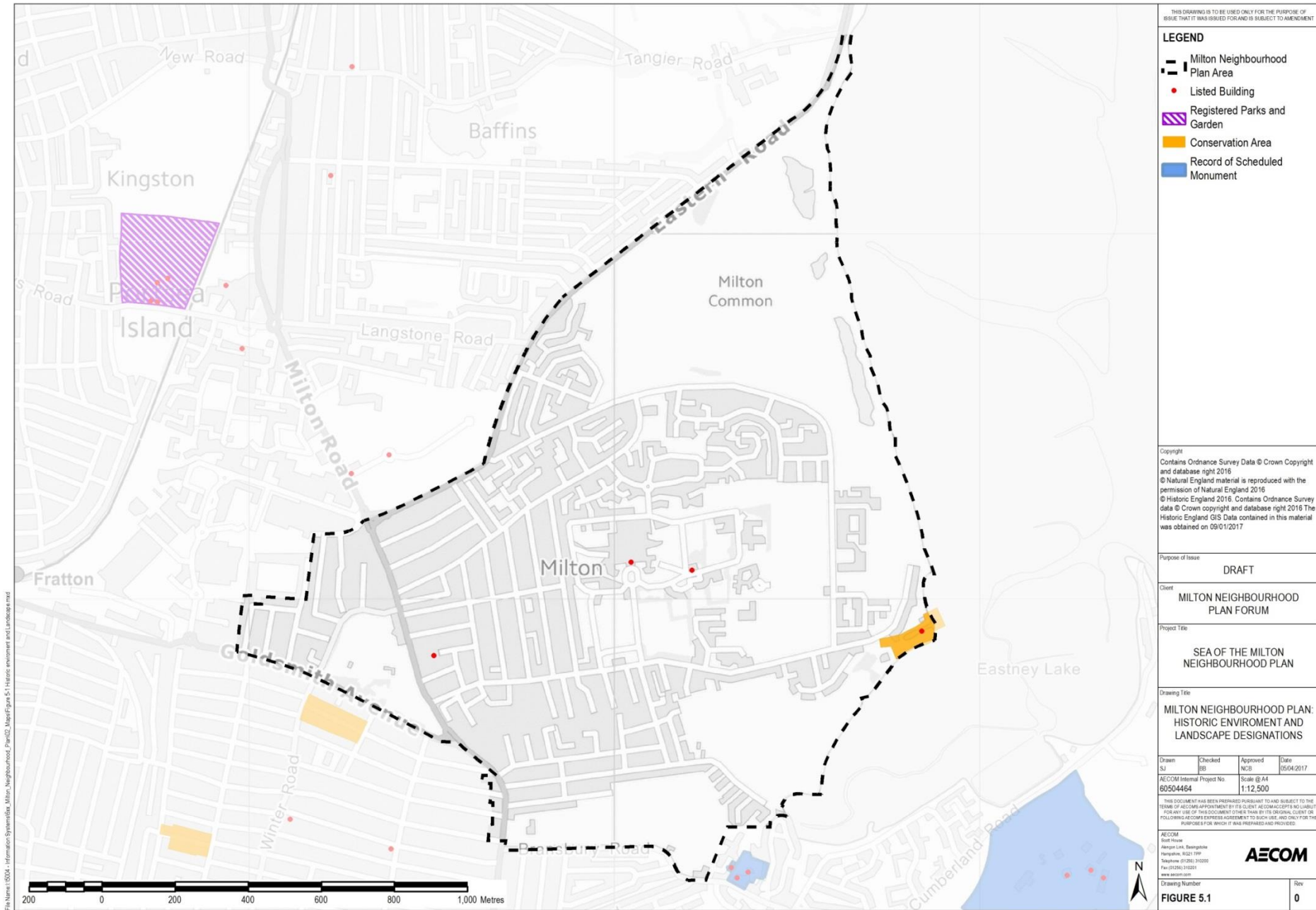
⁶⁶ Historic England (2016): 'Conservation Area Designation, Appraisal and Management Advice Note 1', [online] available to download from: <<https://www.historicengland.org.uk/images-books/publications/conservation-area-designation-appraisal-management-advice-note-1/>>

England⁶⁷ highlights that none of the heritage assets within the Neighbourhood Area are deemed to be at risk.

It should be noted that not all of the area's historic environment features are subject to statutory designations, and non-designated features comprise a large part of what people have contact with as part of daily life - whether at home, work or leisure. Although not designated, many buildings and areas are of historic interest and are seen as important by local communities. For example, there are significant records of local archaeological sites, find spots, monuments and historic buildings available to view within the Historic Environment Record, located at the Portsmouth Museum⁶⁸.

⁶⁷ Historic England (2016): 'Heritage at Risk 2016 Register – South East', [online] available to download via: <<https://www.historicengland.org.uk/images-books/publications/har-2016-registers/>>

⁶⁸ Portsmouth City Council (2015): 'Portsmouth Museum and Records Archaeology Collection - Historic Environment Record' [online] information available to access via: <<http://www.portsmouthcitymuseums.co.uk/portsmouth-museum/portsmouth-museum-and-records-archaeology-collection>>



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LEGEND

- Milton Neighbourhood Plan Area
- Listed Building
- Registered Parks and Garden
- Conservation Area
- Record of Scheduled Monument

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Purpose of Issue:
 DRAFT

Client:
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Project Title:
 SEA OF THE MILTON NEIGHBOURHOOD PLAN

Drawing Title:
 MILTON NEIGHBOURHOOD PLAN: HISTORIC ENVIRONMENT AND LANDSCAPE DESIGNATIONS

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Future Baseline

New development has the potential to lead to small, but incremental changes in landscape and townscape character and quality in and around the Neighbourhood Area; for instance, through the loss of landscape features and visual impact. However, new development need not be harmful to the significance of a heritage asset, and in the context of the Neighbourhood Area there is opportunity for new development to enhance the historic setting of the key features and areas and better reveal assets' cultural heritage significance.

Additionally, new development in the Neighbourhood Area have the potential to impact on the fabric and setting of cultural heritage assets; for example, through inappropriate design and layout. It should be noted, however, that existing historic environment designations, the provisions of the NPPF and the objectives of the Portsmouth Plan offer a degree of protection to cultural heritage assets and their settings.

Land, Soil and Water Resources

Context Review

The EU's Soil Thematic Strategy⁶⁹ presents a strategy for protecting soils resources in Europe. The main aim of the strategy is to minimise soil degradation and limit associated detrimental effects linked to water quality and quantity, human health, climate change, biodiversity, and food safety.

The EU Water Framework Directive (WFD) drives a catchment-based approach to water management. In England and Wales there are 100 water catchments and it is Defra's intention is to establish a 'framework for integrated catchment management' across England. The Environment Agency is establishing 'Significant Water Management Issues' and recently presented second River Basin Management Plans to ministers. The plans seek to deliver the objectives of the WFD namely:

- Enhance the status and prevent the further deterioration of aquatic ecosystems and associated wetlands which depend on aquatic ecosystems;
- Promote the sustainable use of water;
- Reduce the pollution of water, especially by 'priority' and 'priority hazardous' substances; and
- Ensure the progressive reduction of groundwater pollution.

Key messages from the National Planning Policy Framework (NPPF) include:

- Protect and enhance soils. The value of best and most versatile agricultural land should also be taken into account.
- Prevent new or existing development from being 'adversely affected' by the presence of 'unacceptable levels' of soil pollution or land instability and be willing to remediate and mitigate 'despoiled, degraded, derelict, contaminated and unstable land, where appropriate'.
- Encourage the effective use of land' through the reuse of land which has been previously developed, 'provided that this is not of high environmental value'. Whilst there is no longer a national requirement to build at a minimum density, the NPPF requires local planning authorities to 'set out their own approach to housing density to reflect local circumstances'.
- Produce strategic policies to deliver the provision of a variety of infrastructure, including that necessary for water supply.
- With regards to waste, the NPPF does not contain any specific waste policies as waste planning policy will be published as part of the National Waste Management Plan.

⁶⁹ European Commission (2006) Soil Thematic Policy [online] available at: <http://ec.europa.eu/environment/soil/index_en.htm>

Other key documents at the national level include Safeguarding our Soils: A Strategy for England⁷⁰, which sets out a vision for soil use in England, and the Water White Paper⁷¹, which sets out the Government's vision for a more resilient water sector. It states the measures that will be taken to tackle issues such as poorly performing ecosystems, and the combined impacts of climate change and population growth on stressed water resources. In terms of waste management, the Government Review of Waste Policy in England⁷² recognises that environmental benefits and economic growth can be the result of a more sustainable approach to the use of materials.

Baseline Summary

Current Baseline

Land Quality

The Neighbourhood Area does not have a history of heavy industrial land use. No recorded significant or major industrial pollution incidents have been recorded by the Environment Agency under the EC Integrated Pollution Prevention and Control Directive (IPCC)⁷³. This does not preclude the potential for localised soil or groundwater contamination to be present, particularly within the northern section of the Neighbourhood Area, as Milton Common LWS is a former landfill site.

Quality of Agricultural Land

The Agricultural Land Classification (ALC) classifies land into six grades (plus 'non-agricultural' and 'urban'), where Grades 1 to 3a are recognised as being the 'best and most versatile' land and Grades 3b to 5 are of poorer quality. In terms of the location of the best and most versatile agricultural land, a detailed classification has not been undertaken within the Neighbourhood Area. Based on the 1:250,000 series of ALC maps produced by Natural England⁷⁴ and utilised for strategic purposes, the Neighbourhood Area contains the following ALC:

- The northern section of the Neighbourhood Area, encompassing Milton Common, is classified as 'other land primarily in non-agricultural use'; and
- The southern section of the Neighbourhood Area, covering the built-up area of Milton, is classified as 'land predominantly in urban use'.

Watercourses

Historically within the Plan area watercourses have been taken underground. There are three; draining the Tamworth Park area into the now reclaimed Milton Lake; a watercourse drained into Velder Creek; an outlet into Eastney lake from the brook that flowed through Bransbury Park. There are also three small lakes within Milton Common, at the eastern boundary: Frog Lake (approximately 0.9 ha), Duck Lake (approximately 0.2 ha) and Swan Lake (approximately 1.1 ha). Additionally, Langstone Harbour is located directly adjacent to the eastern boundary of the Neighbourhood Area.

Groundwater Source Protection Zones (SPZs) have been defined by the Environment Agency in England and Wales to protect groundwater sources such as wells, boreholes and springs that are used for public drinking water supply. The zones show the risk of contamination from activities that might cause groundwater pollution in the area. As of March 2017, there are no SPZs within the Neighbourhood Area.

⁷⁰ Defra (2009) Safeguarding our Soils: A strategy for England [online] available to download from: <<https://www.gov.uk/government/publications/safeguarding-our-soils-a-strategy-for-england>> last accessed [30/01/17]

⁷¹ Defra (2011) Water for life (The Water White Paper) [online] available at <<http://www.official-documents.gov.uk/document/cm82/8230/8230.pdf>> last accessed [30/01/17]

⁷² Defra (2011) Government Review of Waste Policy in England [online] available at: <<http://www.defra.gov.uk/publications/files/pb13540-waste-policy-review110614.pdf>> last accessed [30/01/17]

⁷³ Environment Agency Interactive Map: 'Pollution Incidents' [online] accessible via: <<http://apps.environment-agency.gov.uk/wiyby/default.aspx>> last accessed [20/03/17]

⁷⁴ Natural England (2011): 'Agricultural Land Classification map London and the South East (ALC007)', [online] available to download via: <<http://publications.naturalengland.org.uk/publication/141047?category=5954148537204736>> last accessed [30/03/17]

The Nitrates Directive (91/676/EEC) requires Member States to identify areas where groundwater has nitrate concentrations of more than 50 mg/l nitrate or is thought to be at risk of nitrate contamination. Areas associated with such groundwater are designated as Nitrate Vulnerable Zones (NVZs), and as such, they are recognised as being at risk from agricultural nitrate pollution. Member States are required to establish Action Programmes in order to reduce and prevent further nitrate contamination. NVZs for 2017-2020 started on January 1st 2017⁷⁵, including new areas of NVZs and excluding areas that have been de-designated. The entirety of the Neighbourhood Area is located within a Eutrophic NVZ, defined as follows⁷⁶:

“Bodies of water, mainly lakes and estuaries, that are or may become enriched by nitrogen compounds which cause a growth of algae and other plant life that unbalances the quality of the water and to organisms present in the water”

Future Baseline

Due to increasing legislative and regulatory requirements, there are increasing pressures to improving recycling and composting rates. There are likely to be no future issues in relation to waste management or minerals without implementation of the Neighbourhood Plan.

In terms of water quality, the requirements of the Water Framework Directive are likely to lead to continued improvements to water quality in watercourses in the wider area. Water quality has the potential to be affected by pollution incidents in the area, the presence of non-native species and future physical modifications to water bodies.

Population and Community

Context Review

Key messages from the National Planning Policy Framework (NPPF) include:

- To 'boost significantly the supply of housing', local planning authorities should meet the 'full, objectively assessed need for market and affordable housing' in their area. They should prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period.
- With a view to creating 'sustainable, inclusive and mixed communities' authorities should ensure provision of affordable housing onsite or externally where robustly justified.
- In rural areas, when exercising the duty to cooperate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Authorities should consider whether allowing some market housing would facilitate the provision of affordable housing to meet local needs.
- The NPPF attaches great importance to the design of the built environment. It explains how good design is a key aspect in sustainable development, and how development should improve the quality of the area over its lifetime, not just in the short term. Good architecture and landscaping are important, with the use of design codes contributing to the delivery of high quality outcomes. Design should reinforce local distinctiveness, raise the standard more generally in the area and address the connections between people and places.
- The social role of the planning system involves 'supporting vibrant and healthy communities'.
- The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities.

⁷⁵ GOV.UK (2017): 'Nutrient Management: Nitrate Vulnerable Zones' [online] available to access via: <<https://www.gov.uk/guidance/nutrient-management-nitrate-vulnerable-zones>>

⁷⁶ Environment Agency (2017): 'What's in your backyard? Nitrate Vulnerable Zones map', [online] available to view via: <<http://apps.environment-agency.gov.uk/wiyby/141443.aspx>>

- Promote the retention and development of local services and community facilities such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
- Ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. Places should contain clear and legible pedestrian routes, and high quality public spaces, which encourage the active and continual use of public areas.
- Ensuring that there is a 'sufficient choice of school places' is of 'great importance' and there is a need to take a 'proactive, positive and collaborative approach' to bringing forward 'development that will widen choice in education'.

The 'Ready for Ageing?' report, published by the Select Committee on Public Service and Demographic Change⁷⁷ warns that society is underprepared for an ageing population. The report states that *'longer lives can be a great benefit, but there has been a collective failure to address the implications and without urgent action this great boon could turn into a series of miserable crises'*. The report recognises that the supply of specialist housing for the older generation is insufficient for the demand. There is a need for central and local Government, housing associations, and house builders to ensure that these housing needs are better addressed, giving as much priority to promoting an adequate market of social housing for the older generation as is given to the younger generation.

Baseline Summary

Current Baseline

The MNP Area boundary broadly coincides with the Landscape Character Area defined as 'Milton East' in the 2011 Urban Characterisation Study undertaken by Portsmouth City Council (previously discussed in Chapter 5), and also includes a section of the Landscape Character Area defined as 'Milton West'. As such, the Neighbourhood Area boundary is fully encompassed by sections of two wards: Milton (central and southern sections of the Neighbourhood Area) and Baffins (northern section of the Neighbourhood Area). For the purposes of this Population and Community chapter, data for both wards have been presented and discussed. Therefore, future references to the 'Neighbourhood Area' are inclusive of these two wards.

Population

Between the years 2001 and 2011, the population of Milton increased by 10.2% and the population of Baffins increased by 9.2%⁷⁸. These values broadly align with the increase for Portsmouth (9.8%), but are greater than the regional and national averages of 7.9%, respectively.

Age Structure

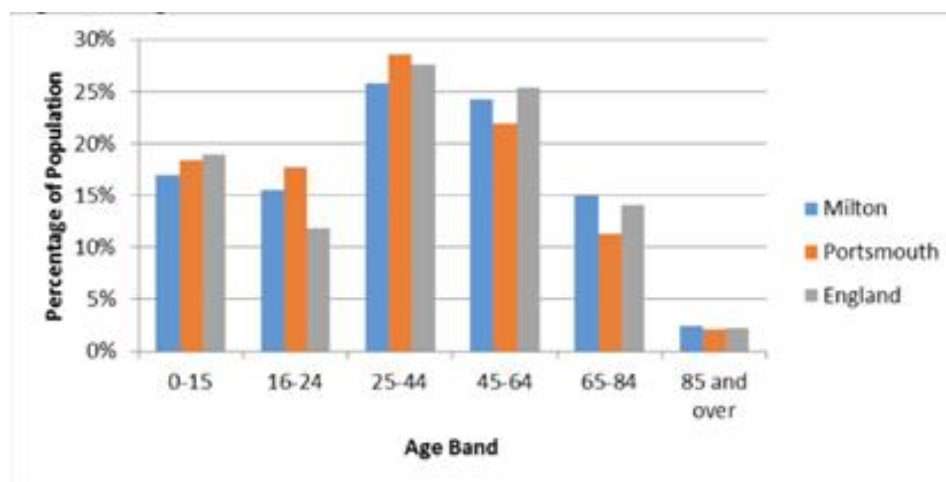
Generally, there are fewer residents within the younger in the 0-15 and 25-44 age groups compared to local and national levels. There are fewer people in the 16-24 age group in Milton compared to Portsmouth but more than national levels. The number of people in the 65-84 age bracket is noticeably higher than local and national levels.⁷⁹ See Figure below.

⁷⁷ Select Committee on Public Service and Demographic Change (2013) Ready for Ageing? [online] available at: <http://www.parliament.uk/business/committees/committees-a-z/lords-select/public-services-committee/report-ready-for-ageing/>

⁷⁸ ONS (no date): Census 2011: Population Density 2011 (Table QS102EW); Population Density 2001 (Table UV02)

⁷⁹ ONS (no date): Census 2011: Age Structure 2011 (Table KS102EW)

Figure 5.2: Age Structure



Source: Census 2011

Household Deprivation

Census statistics measure deprivation across four ‘dimensions’ of deprivation, summarised below:

- **Employment:** Any person in the household (not a full-time student) that is either unemployed or long-term sick.
- **Education:** No person in the household has at least a level 2 qualification and no person aged 16-18 is a full-time student.
- **Health and Disability:** Any person in the household that has generally ‘bad’ or ‘very bad’ health, or has a long term health problem.
- **Housing:** The household accommodation is either overcrowded (with an occupancy rating of -1 or less), in a shared dwelling or has no central heating.

The percentage of households within Milton and Baffins (the Neighbourhood Area) which are not deprived is similar to the trend observed for the South East⁸⁰. However, these percentages are greater than the value for Portsmouth and England, indicating a possible disparity between the wards in the city.

Index of Multiple Deprivation

The Index of Multiple Deprivation 2015 (IMD) is an overall relative measure of deprivation constructed by combining seven domains of deprivation according to their respective weights, as described below. The seven deprivation domains are as follows:

- **Income:** The proportion of the population experiencing deprivation relating to low income, including those individuals that are out-of-work and those that are in work but who have low earnings (satisfying the respective means tests).
- **Employment:** The proportion of the working-age population in an area involuntarily excluded from the labour market, including those individuals who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.
- **Education, Skills and Training:** The lack of attainment and skills in the local population.

⁸⁰ ONS (no date): Census 2011: ‘Households by Deprivation Dimensions 2011 (Table QS119EW)

- **Health Deprivation and Disability:** The risk of premature death and the impairment of quality of life through poor physical or mental health. Morbidity, disability and premature mortality are also considered, excluding the aspects of behaviour or environment that may be predictive of future health deprivation.
- **Crime:** The risk of personal and material victimisation at local level.
- **Barriers to Housing and Services:** The physical and financial accessibility of housing and local services, with indicators categorised in two sub-domains.
 1. 'Geographical Barriers': relating to the physical proximity of local services
 2. 'Wider Barriers': relating to access to housing, such as affordability.
- **Living Environment:** The quality of the local environment, with indicators falling categorised in two sub-domains.
 3. 'Indoors Living Environment' measures the quality of housing.
 4. 'Outdoors Living Environment' measures air quality and road traffic accidents.

Two supplementary indices (subsets of the Income deprivation domains), are also included:

- **Income Deprivation Affecting Children Index:** The proportion of all children aged 0 to 15 living in income deprived families.
- **Income Deprivation Affecting Older People Index:** The proportion of all those aged 60 or over who experience income deprivation.

Lower Super Output Areas (LSOAs) are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales. They are standardized geographies designed to be as consistent in population as possible, with each LSOA containing approximately 1,000 to 1,500 people. In relation to the IMD 2015, LSOAs are ranked out of the 32,844 in England and Wales, with 1 being the most deprived. Ranks are normalized into deciles, with a value of 1 reflecting the top 10% most deprived LSOAs in England and Wales (see **Table A.2**).

There are eight LSOAs that are either fully or partially in the Neighbourhood Area: Analysis of the data presented in Table 7.4 below reveals the following inferences:

General Trends

LSOAs (wholly or partly located) in the section of the Neighbourhood Area in Baffins Ward

- E01017020: Portsmouth 014F covers approximately 10% of the entire Neighbourhood Area, and is located in the north western section. This LSOA is located within the top 40% most deprived deciles across all of the IMD categories presented in Table 7.4 below.
- E01017021: Portsmouth 017A covers approximately 25% of the entire Neighbourhood Area and is located in the north eastern section. This LSOA is located within the top 50% most deprived deciles for all IMD categories other than following domains: income; employment; income deprivation affecting children index and income deprivation affecting older people index.

LSOAs (wholly or partly located) in the section of the Neighbourhood Area in Milton Ward

- E01017093: Portsmouth 017B covers approximately 10% of the entire Neighbourhood Area and is located in the south eastern section. This LSOA is located within the top 50% most deprived deciles for IMD categories, and is located within the top 20% most deprived deciles for the following domains: education, skills and training; crime; children and young people sub-domain and the wider barriers sub-domain.
- E01017096: Portsmouth 017C covers approximately 15% of the entire Neighbourhood Area and is located in the southern section. There are notable contrasts between the IMD categories. This LSOA in the top 30% most deprived deciles for the following domains: living environment; children and young people sub-domain; wider barriers sub-domain, indoors sub-domain and outdoors sub-domain. Comparatively, this LSOA is in the top 30% least deprived deciles for the following domains: employment; and the geographical barriers sub-domain

- E01017099: Portsmouth 017D covers approximately 5% of the Neighbourhood Area and is located at the western boundary. This LSOA is within the top 50% most deprived deciles for all IMD categories other than the adult skills sub-domain (top 50% least deprived decile) and geographical barriers sub-domain (top 10% least deprived decile).
- E01017100: Portsmouth 017E covers approximately 15% of the Neighbourhood Area and is located within the central section. This LSOA is located within the top 50% least deprived deciles for the majority of IMD categories, with the following IMD categories within the top 40% most deprived deciles: education, skills and training; living environment; children and young people sub-domain; indoors sub-domain and outdoors sub-domain.
- E01017101: Portsmouth 017F covers approximately 15% of the Neighbourhood Area and is located in the western section. This LSOA is located within the top 50% least deprived deciles for the majority of IMD categories, with the following IMD categories within the top 30% least deprived deciles: crime; living environment; wider barriers sub-domain, indoors sub-domain and outdoors sub-domain.

E01017095: Portsmouth 021B covers approximately 5% of the Neighbourhood Area and is located at the western boundary. There are notable contrasts between IMD categories. This LSOA is within the top 30% most deprived deciles for the following domains: living environment; children and young people sub-domain; indoors sub-domain and outdoors sub-domain. Conversely, this LSOA is within the top 30% least deprived categories for the following domains: barriers to housing and services; and the geographical barriers sub-domain.

Table A.2: Index of Multiple Deprivation 2015⁸¹

LSOA	Overall IMD	Income	Employment	Education, Skills and Training	Health Deprivation and Disability	Crime	Barriers to Housing and Services	Living Environment	Income Deprivation Affecting Children Index	Income Deprivation Affecting Older People	Children and Young People Sub-domain	Adult Skills Sub-domain	Geographical Barriers Sub-domain	Wider Barriers Sub-domain	Indoors Sub-domain	Outdoors Sub-domain
E01017020: Portsmouth 014F																
Rank	9,199	11,260	12,190	10,217	11,813	5,420	5,860	5,786	10,955	12,854	8,619	11,968	8,806	7,338	7,365	4,487
Decile	(3)	(4)	(4)	(4)	(4)	(2)	(2)	(2)	(4)	(4)	(3)	(4)	(3)	(3)	(3)	(2)
E01017021: Portsmouth 017A																
Rank	16,207	18,475	17,236	13,125	12,583	14,907	12,446	12,463	20,066	18,667	12,654	13,281	11,103	11,840	13,797	8,352
Decile	(5)	(6)	(6)	(4)	(4)	(5)	(4)	(4)	(7)	(6)	(4)	(5)	(4)	(4)	(5)	(3)
E01017093: Portsmouth 017B																
Rank	10,388	15,348	15,707	6,372	8,545	4,335	8,692	10,911	7,898	15,970	2,884	13,690	14,608	6,265	10,054	11,107
Decile	(4)	(5)	(5)	(2)	(3)	(2)	(3)	(4)	(3)	(5)	(1)	(5)	(5)	(2)	(4)	(4)

⁸¹ DCLG (2015): 'English Indices of Deprivation', [online] available to download from: <<https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>> last accessed [28/03/17]

LSOA	Overall IMD	Income	Employment	Education, Skills and Training	Health Deprivation and Disability	Crime	Barriers to Housing and Services	Living Environment	Income Deprivation Affecting Children Index	Income Deprivation Affecting Older People	Children and Young People Sub-domain	Adult Skills Sub-domain	Geographical Barriers Sub-domain	Wider Barriers Sub-domain	Indoors Sub-domain	Outdoors Sub-domain
E01017096: Portsmouth 017C																
Rank	16,215	17,578	25,205	12,626	13,288	13,248	22,871	3,147	15,917	17,549	7,654	20,199	31,570	8,848	4,247	3,860
Decile	(5)	(6)	(8)	(4)	(5)	(5)	(7)	(1)	(5)	(6)	(3)	(7)	(10)	(3)	(2)	(2)
E01017099: Portsmouth 017D																
Rank	8,953	10,254	13,150	12,693	9,794	2,848	14,627	3,272	10,757	8,730	9,041	17,351	30,733	4,925	7,490	1,175
Decile	(3)	(4)	(5)	(4)	(3)	(1)	(5)	(1)	(4)	(3)	(3)	(6)	(10)	(2)	(3)	(1)
E01017100: Portsmouth 017E																
Rank	14,992	19,588	19,474	12,430	16,515	22,029	28,325	532	17,528	22,319	9,032	16,717	31,971	13,356	752	6,040
Decile	(5)	(6)	(6)	(4)	(6)	(7)	(9)	(1)	(6)	(7)	(3)	(6)	(10)	(5)	(1)	(2)

LSOA	Overall IMD	Income	Employment	Education, Skills and Training	Health Deprivation and Disability	Crime	Barriers to Housing and Services	Living Environment	Income Deprivation Affecting Children Index	Income Deprivation Affecting Older People	Children and Young People Sub-domain	Adult Skills Sub-domain	Geographical Barriers Sub-domain	Wider Barriers Sub-domain	Indoors Sub-domain	Outdoors Sub-domain
E01017101: Portsmouth 017F																
Rank	14,777	18,573	17,786	17,661	17,648	14,904	20,973	886	19,762	17,358	13,204	22,148	26,891	9,108	2,097	1,925
Decile	(5)	(6)	(6)	(6)	(6)	(5)	(7)	(1)	(7)	(6)	(5)	(7)	(9)	(3)	(1)	(1)
E01017095: Portsmouth 021B																
Rank	15,599	16,843	21,597	12,253	20,472	17,593	25,177	1,172	15,336	14,700	6,368	22,768	32,293	10,256	1,944	3,223
Decile	(5)	(6)	(7)	(4)	(7)	(6)	(8)	(1)	(5)	(5)	(2)	(7)	(10)	(4)	(1)	(1)

Similarities between the LSOAs

Poor performance (top 30% most deprived deciles)

- Five LSOAs within the Neighbourhood Area are located within the top 10% most deprived deciles for the living environment sub-domain. They include: E01017096: Portsmouth 017C, E01017099: Portsmouth 017D, E01017100: Portsmouth 017E, E01017101: Portsmouth 017F and E01017095: Portsmouth 021B.
- Other than E01017093: Portsmouth 017B, the remaining seven LSOAs within the Neighbourhood Area are located within the top 30% most deprived deciles for the outdoors sub-domain.
- Other than E01017093: Portsmouth 017B and E01017096: Portsmouth 017C, the remaining six LSOAs within the Neighbourhood Area are located within the Five LSOAs within the top 30% most deprived deciles for the indoors sub-domain.
- All LSOAs are located within the top 50% most deprived deciles for the 'Overall IMB' domain.

Good performance (top 30% least deprived deciles)

- Five LSOAs within the Neighbourhood Plan are located within the top 20% least deprived deciles for the geographical barriers sub-domain. They include: E01017096: Portsmouth 017C, E01017099: Portsmouth 017D, E01017100: Portsmouth 017E, E01017101: Portsmouth 017F, E01017095: Portsmouth 021B.

Contrasts between the LSOAs

- E01017020: Portsmouth 014F, E01017021: Portsmouth 017A and E01017093: Portsmouth 017B are in the top 50% most deprived deciles for geographical barriers sub-domain, whilst the remaining are all within the top 20% least deprived deciles for this sub-domain
- E01017020: Portsmouth 014F, E01017021: Portsmouth 017A and E01017093: Portsmouth 017B are in the top 50% most deprived deciles for adult skills sub-domain, whilst the remaining LSOAs are within the top 50% least deprived deciles for this sub-domain.
- E01017020: Portsmouth 014F, E01017021: Portsmouth 017A and E01017093: Portsmouth 017B are in the top 40% most deprived deciles for the barriers to housing and services sub-domain. Other than E01017099: Portsmouth 017D, the remaining LSOAs are within the top 40% least deprived deciles for this sub-domain.

Housing Tenure

Within the Neighbourhood Area, 66.2% of residents in Milton either own their home outright or with a mortgage, compared to 74% for Baffins. These values are greater than the value for Portsmouth and England, but broadly align with the total for the South East⁸². Additionally, a higher percentage of residents within Portsmouth either socially rent or privately rent their households in comparison to the totals for the Neighbourhood Area, the South East, and England.

Education

Within Baffins, 55% of the population either have no qualifications, a Level 1 qualification or a Level 2 qualification as their highest, in comparison to the totals for Milton (47.3%) and Portsmouth (49.3%)⁸³. Comparatively, 34.5% of the population of Baffins have a Level 3 qualification or a Level 4 qualification as their highest, lower than the totals for Milton (44.3%) and Portsmouth (41.7%). In general terms, the qualification values across all categories for the South East broadly match the values for England. However there are contrasts within Portsmouth and the Neighbourhood Area.

⁸² ONS (no date): Census 2011: Tenure-Households 2011 (Table QS405EW)

⁸³ ONS (no date): Census 2011: Highest Level of Qualification 2011 (Table QS501EW)

Employment

In regards to employment within the Neighbourhood Area, the following three occupations support the most residents within Milton and Baffins:

Milton	Baffins
Professional occupations (18.4%)	Skilled trades occupations (14.3%)
Associate, professional and technical occupations (14.9%)	Professional occupations (13.9%)
Administrative and secretarial occupations (11%)	Associate, professional and technical occupations (12.4%)

Generally, there are fewer residents within Portsmouth and the Neighbourhood Area employed as managers, directors and senior officials, in comparison to the regional and national averages⁸⁴. The opposite trend is observed for those residents employed within sales and customer service occupations. At the local level, a notably higher percentage of residents in Baffins are employed within skilled trade occupations in comparison to Portsmouth and Milton. Furthermore, Milton has a notably higher percentage of residents employed in professional occupations in comparison to Baffins and Portsmouth; however, this sector is still the second biggest employer for Baffins and the biggest employer for Portsmouth as a whole.

Future Baseline:

The population of the Neighbourhood Area increased at a greater rate between the years 2001-2011 in comparison to the regional and national counterparts. Although there are fewer residents within these older age categories within the Neighbourhood Area, it is useful to recognise that percentage increase for Baffins between the years 2001 and 2011 was 2.1%, aligning with the value for the South East (2.5%) and England (2%).⁸⁵ Contrastingly, the values for Milton and Portsmouth remained similar between these years. This indicates the presence of an ageing population within Baffins, and disparities between the wards within Portsmouth.

The suitability of future housing for local requirements depends in part on the successful implementation of policies outlined in the Portsmouth Plan. Development within the Neighbourhood Area has the potential to stimulate future population growth.

Health and Wellbeing

Context Review

Key messages from the NPPF include:

- The social role of the planning system involves ‘supporting vibrant and healthy communities’.
- A core planning principle is to ‘take account of and support local strategies to improve health, social and cultural wellbeing for all’.
- The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities’.
- Promote the retention and development of local services and community facilities such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
- Set out the strategic policies to deliver the provision of health facilities.
- Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.

⁸⁴ ONS (no date): Census 2011: ‘Occupation 2011’ (Table KS608EW)

⁸⁵ ONS (no date): ‘Age Structure, 2001’ Table KS02; ONS (no date): ‘Age Structure, 2011’ Table KS102EW

In relation to other key national messages, Fair Society, Healthy Lives⁸⁶ ('The Marmot Review') investigated health inequalities in England and the actions needed in order to tackle them. Subsequently, a supplementary report was prepared providing additional evidence relating to spatial planning and health on the basis that there is: "overwhelming evidence that health and environmental inequalities are inexorably linked and that poor environments contribute significantly to poor health and health inequalities".

The increasing role that local level authorities are expected to play in providing health outcomes is demonstrated by recent government legislation. The Health and Social Care Act 2012 transferred responsibility for public health from the NHS to local government, giving Local Authorities a duty to improve the health of the people who live in their areas. This will require a more holistic approach to health across all local government functions.

Published in 2016, the annual summary of the Joint Strategic Needs Assessment⁸⁷ (JSNA) for Portsmouth describes the current and future wellbeing, health and care needs of local communities, in addition to informing the priorities and work-streams of the Joint Health and Wellbeing Strategy⁸⁸ (JHWS) 2014-2017. There are five priority areas addressed in both the 2016 JSNA and JHWS listed below:

- Priority 1: Giving children and young people the best start in life
- Priority 2: Promoting prevention
- Priority 3: Supporting independence
- Priority 4: Intervening earlier
- Priority 5: Reducing inequality

Baseline Summary

Current Baseline

Health Indicators and Deprivation

Deprivation is a significant contributor to poor health and can have adverse effects on wellbeing, with elements related to poor housing quality, living environment, income and employment previously discussed in detail in Section A.6. 84.2% of residents in Milton and 82.3% of residents within Baffins (the Neighbourhood Area is located in sections of these two wards) consider themselves as having 'very good health' or 'good health', broadly aligning with the totals for Portsmouth, the South East and England (all over 80%)⁸⁹. 4.2% of residents in Milton report 'bad health' or 'very bad health', aligning with the total for the South East. Comparatively, the total value for Baffins for these two categories is 5.1%, aligning to the totals for Portsmouth and England.

The high percentage totals of 'very good health' and 'good health' for the Milton and Baffins (the Neighbourhood Area) aligns with the disability data for the area⁹⁰. Across the two wards, 85.1% and 83.4% of residents state that their daily activities are 'not limited', broadly aligning with the trends for Portsmouth (84.0%), the South East (84.3%), and England (82.4%).

Future Baseline

Broadly speaking, the health and well-being within the Neighbourhood Area is very good in comparison with the regional and national averages. The Site Allocations Document – Draft

⁸⁶ The Marmot Review (2011) The Marmot Review: Implications for Spatial Planning [online] available to download from: <http://www.apho.org.uk/resource/item.aspx?RID=106106>

⁸⁷ Portsmouth City Council (2016): 'Joint Strategic Needs Assessment Annual Summary', [online] available to download via: <https://www.portsmouth.gov.uk/ext/health-and-care/health/joint-strategic-needs-assessment.aspx>

⁸⁸ Portsmouth City Council (2014): 'Joint Health and Wellbeing Strategy 2014-2017', [online] available to download at: <https://www.portsmouth.gov.uk/ext/health-and-care/health/joint-strategic-needs-assessment.aspx>

⁸⁹ ONS (no date): Census 2011: 'General Health 2011' (Table QS302EW)

⁹⁰ ONS (no date): Census 2011: 'Long-term Health Problem or Disability 2011' (Table QS303EW)

Consultation (2013) indicates that the notable open spaces within the Neighbourhood Area (Milton Park, Bransbury Park, Land at St. James' Hospital and Milton Common) will be protected from development. Along with objective six within the Portsmouth Plan (adopted in 2012): *'To encourage and enable healthy choices for all and provide appropriate access to health care and support'*, the protection of open spaces has the potential to positively contribute to future health and well-being within the Neighbourhood Area.

Future increases in the built-up area has the potential to increase traffic along the main routes into Portsmouth, including the A2030 (marking the northern and western boundaries of the Neighbourhood Area). Notable are the potential future implications for air quality within the Milton 'AQMA 9' at the Velder Avenue / Milton Road traffic junction on the A 2030 (discussed in Chapter 2), important to consider due to the links to health and wellbeing.

The current Joint Health and Wellbeing Strategy will end in 2017, and Portsmouth's Health and Wellbeing Board will need to consider how to best develop a new strategy, moving forward. Key issues for health and social care from the JSNA are grouped into the following themes, providing a point of reference for the future strategy:

- Child, adolescent and adult mental health (including social isolation);
- Adult lifestyles;
- The economy; and
- The environment.

Transportation

Context Review

European and UK transport policies and plans place emphasis on the modernisation and sustainability of the transport network. Specific objectives include reducing pollution and road congestion through improvements to public transport, walking and cycling networks and reducing the need to travel. National policy also focuses on the need for the transport network to support sustainable economic growth.

At the local level, each Local Transport Authority in England and Wales has a statutory duty to produce and adopt a Local Transport Plan through the Local Transport Act 2000, as amended by the Local Transport Act 2008. Portsmouth City Council's third Local Transport Plan 'LTP3' was adopted in 2011 and sets out how the transport challenges within both Portsmouth and the wider South Hampshire sub-region will be tackled and improved up until the year 2031. The LTP3 outlines ten key priority areas in line with the following vision for Portsmouth⁹¹: *"the premier waterfront city with an unrivalled maritime heritage – a great place to live, work and visit"*. These priorities, along with the transport contribution towards achieving them, are summarised below:

- Provide access to education and training establishments in order to help improve opportunities and achievement in education, skills and lifelong learning;
- Provide access to employment and good links to the city in order to encourage businesses to locate within Portsmouth and increase tourism to the city;
- Provide access for all communities within the city without bias, celebrating the many diverse and different communities within Portsmouth and working together to create an inclusive city;
- Provide access to leisure and culture facilities in order to enhance Portsmouth's reputation as a city of culture, energy and passion;
- Make Portsmouth a city where everyone feels safe and is safe, improving the safety of road users by all travel modes;
- Make Portsmouth an attractive and sustainable city;

⁹¹ Portsmouth City Council (2011): 'Local Transport Plan 3', [online] available to access via: <https://www.portsmouth.gov.uk/ext/travel/local-transport-plan-3.aspx>

- Make Portsmouth an accessible city, with sustainable and integrated transport;
- Deliver affordable, quality housing where people want to live, with adequate transport links to them;
- Encourage and enable healthy choices for all by providing infrastructure for walking and cycling and transport links to health care facilities; and
- Protect and support more vulnerable residents by shaping public services to meet their needs.

Baseline Summary

Current Baseline

Rail Network

There are no railway stations located in the Neighbourhood Area. The nearest station, 'Fratton', is located approximately 2.3km to the west from the centre of the Plan Area, with storage spaces for one hundred and ten bicycles and parking space for sixty six cars. This station is accessible via the A2030, which navigates along the northern and western boundaries of the Neighbourhood Area.

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

Furthermore, there are direct services to regional and national destinations including Brighton, Cardiff and Southampton, with the regularity and journey times listed below. There are direct services to Cardiff Central with a regularity of one per hour and a journey time of approximately three hours.

- Destination: Brighton; Regularity: two services per hour (two of which are direct); Journey time: approximately one and a quarter hours.
- Destination: Cardiff; Regularity: hourly service (between the times 09:30 and 21:30); Journey time: approximately three hours.
- Destination: Southampton; Regularity: three services per hour (two of which are direct); Journey time: approximately forty minutes to an hour.

Bus Network

In regards to the bus network, as of March 2017 there are a variety of services navigating through the Neighbourhood Area, connecting residents to the city centre of Portsmouth, with the following services (operated by First Bus) stopping along the following main streets within the Neighbourhood Area, amongst others⁹²:

- Eastern Road: Route 13
- Locksway Road: Route 13
- Moorings Way: Route 13

Additionally, the transport hub at Portsmouth Harbour, known as 'The Hard Interchange', is approximately 3 km to the west of the Neighbourhood Area. Residents have access to a variety of services to national destinations, operated by 'National Express' and 'Megabus'⁹³.

Road Network and Congestion

The A2030 passes along the northern and western boundaries of the Neighbourhood Area, connections to a network of A Roads navigating around Portsmouth. Locally, traffic issues exist along

⁹² First Group (2017): 'Portsmouth, Fareham and Gosport', [online] available to access via: <https://www.firstgroup.com/portsmouth-fareham-gosport>

⁹³ Welcome to Portsmouth (no date): 'Portsmouth – the Great Waterfront City', [online] available to access via <http://www.welcometoportsouth.co.uk/portsmouth%20coach%20station.html>

Eastern Road and Milton Road, both encompassed in the Milton 'AQMA 9'. The redesign of the Velder Avenue / Milton Road junction has led to improvements in air quality. Traffic calming measures have been introduced around the Milton Park area and Priory Crescent.

Road Safety

Department for Transport figures show that in Portsmouth in 2016 there were 21 pedestrians and 37 cyclists that were either killed or seriously injured (KSI). In 2017, the number of reported KSI casualties in Portsmouth for pedestrians increased to 29 and the number of reported KSI casualties for cyclists decreased to 33. The total number of reported KSI casualties for all road user types remained the same in 2016 and 2017 at 111.⁹⁴ Comparators in the South East Region are provided in the Table below.

Table A.3: Reported KSI casualties in the South East by road user type (2017)⁹⁵

Region/Local Authority	Pedestrian (all ages)	Pedal cycle (all ages)	All road user types
South East	716	722	4,284
Bracknell Forest	3	4	20
Brighton and Hove	51	47	158
Buckinghamshire	22	18	179
East Sussex	73	39	371
Hampshire	101	128	707
Isle of Wight	10	12	82
Kent	126	103	811
Medway	29	13	94
Milton Keynes	13	10	93
Oxfordshire	37	61	281
Portsmouth	29	33	111
Reading	21	15	56
Slough	9	6	38
Southampton	36	32	112
Surrey	76	94	544
West Berkshire	4	5	44
West Sussex	62	87	479
Windsor and Maidenhead	8	8	57
Wokingham	6	7	47

⁹⁴ Department for Transport Statistics. Reported Road Casualties Great Britain Annual Report.

<https://www.gov.uk/government/publications/reported-road-casualties-great-britain-annual-report-2017>

⁹⁵ Ibid.

Cycle and Footpath Network

The Solent Way navigates along the eastern boundary of the Neighbourhood Area, with sections of the footpath part of Routes 2, 22 and 222 of the National Cycle Network⁹⁶. The Solent way extends along the Hampshire coastline to the west, connecting the Neighbourhood Area to Gosport and Southampton via footpath. Additionally, there is a circular route around Langstone Harbour, with the biodiversity value of the harbour previously discussed in Chapter 3.

Availability of Cars and Vans

The proportion of households with no access to a car or van is 28.2% for Milton and 22.4% for Baffins⁹⁷. These values broadly align with value for England (25.8%), greater than the average for the South East (18.6%) and less than the value for Portsmouth (33.4%).

Travel to Work

Based on the most recent census data, the most popular method of travelling to work in the Neighbourhood Area is driving a car or van: 35.2% for Milton and 41.6% for Baffins⁹⁸. The total for Milton is broadly similar to the values for Portsmouth (32.7%) and England (36.9%), with the total for Baffins aligning to the value for the South East (41.6%). The second most popular method of travelling to work within the Neighbourhood Area is on foot: 8.4% for Milton and 7.5% for Baffins. These values are lower than the value for Portsmouth (10.6%), but broadly align to the regional and national values: 7.4% and 6.9% respectively. In general terms, the data indicates that contrasts exist between the different wards within Portsmouth.

Future Baseline

Over 75% of residents within the Neighbourhood Area have access to either one or two cars or vans, with these modes of transport the most popular choice for travelling to work. A number of goals within the 2011 Local Transport Plan (LTP3) aim to increase the use of public transport, with a view to reducing traffic on the existing highways network, helping to manage any increases in capacity due to future development and working towards achieving the vision of Portsmouth as a 'sustainable city' by 2027, as outlined in the Portsmouth Plan.

⁹⁶ Sustrans (2017): 'National Cycle Network Map', [online] available to view via: <<http://www.sustrans.org.uk/ncn/map>>

⁹⁷ ONS (no date): 'Car or Van Availability 2011', (Table QS416EW)

⁹⁸ ONS (no date): Census 2011: 'Method of Travel to Work 2011' (Table QS701EW)

