

**Statement of Common Ground
(including Areas of Disagreement)**

**Portsmouth City Council as Local Planning
Authority
&
Royal Society for the Protection of Birds (RSPB)
&
Hampshire and Isle of Wight Wildlife Trust
(HIWWT)**

February 2026



This page



is intentionally left blank

1. Introduction

1.1 This Statement of Common Ground (SCG) is a jointly agreed statement between Portsmouth City Council as the Local Planning Authority (PCC-LPA) and the RSPB & HIWWT. It sets out the position and understanding with respect to key strategic issues between the City Council and the RSPB & HIWWT. It is not binding on either party but sets out a clear and positive direction to inform ongoing strategy and plan making. It should be noted that this is a bilateral agreement between the LPA and these two organisations only.

1.2 This SCG has been prepared in accordance with paragraph 27 of the NPPF and the section of the Planning Practice Guidance on Maintaining Effective Cooperation. It has also followed guidance prepared by the Planning Advisory Service (PAS) on this matter. It has been prepared in advance of formal Regulation 22 Submission of the draft Local Plan for formal Examination.

This SCG relates specifically to the new policies, supporting text and associated supporting evidence as set out within Regulation 19 Local Plan Addendum (November 2025), which was the subject of consultation from 18th November 2025 to 8th January 2026.

1.3 An earlier SCG¹ was also concluded in relation to the Pre-Submission Portsmouth Local Plan 2024 (consulted upon between July and September 2024) specifically with regard to the previous version of policy PLP3 (Tipner West), since superseded. The RSPB/HIWWT both objected strongly to the previous iteration of policy PLP3 and the full extent of the areas of both agreement and disagreement were set out in that document. The principal areas of objection related to the adverse effects to the national and international protected habitat sites (in particular Portsmouth Harbour SPA/Ramsar and the Solent and Dorset Coast SPA) arising from the policy, having particular regard to the HRA-assessed 6.5ha of direct habitat losses likely through the policy allocation (which the HRA concluded could not be mitigated).²

2.0 The Relation between PCC-LPA and the RSPB & HIWWT

2.1 The RSPB was set up in 1889. It is a registered charity incorporated by Royal Charter and is Europe's largest wildlife conservation organisation, with a membership of 1.2 million. The principal objective of the RSPB is the conservation of wild birds and their habitats. The RSPB therefore attaches great importance to all international, EU and national law, policy and guidance that assist in the attainment of this objective. It campaigns throughout the UK and internationally for the development, strengthening and enforcement of such law and policy. In so doing, it also plays an active role in the domestic processes by which development plans and proposals are scrutinised and considered, offering ornithological and other wider environmental expertise.

2.2 Hampshire & Isle of Wight Wildlife Trust (HIWWT) is an independent charity founded in 1961 and, together with 46 others, is part of The Wildlife Trusts, the largest grass roots nature conservation federation in the UK with nearly a million members. Locally, across Hampshire and Isle of Wight it has around 28,000 members and currently manages 5,000 hectares of land for wildlife, primarily nature reserves of local, national, and international importance.

¹ <https://www.portsmouth.gov.uk/wp-content/uploads/2025/02/SCG-RSPB-HIWWT-Tipner-West-PLP3-vFINAL-21Feb2025-SIGNED.pdf>

² Background documents relating to the 2024 consultation can be found here: <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/portsmouth-local-plan-evidence/>

2.3 The RSPB & HIWWT are both guest members of the Tipner West Regulatory Panel. A representative of RSPB/HIWWT has attended all Panel meetings since the first meeting held in March 2021 (HIWWT since September 2021) unless, as made clear in meeting Minutes, such representative offered apologies. The Panel was established in 2021 to act as a coordinated consultation body to consider matters relating to the Tipner West and (formerly) Horsea Island East project, as promoted by PCC as landowner ("PCC-Promoter"). Its members comprise the following specific and general consultees:

Specific consultees:

- Natural England (NE)
- Environment Agency (EA)
- Marine Management Organisation (MMO)
- Historic England (HE)

plus general consultees:

- Royal Society for the Protection of Birds (RSPB); and
- Hampshire and Isle of Wight Wildlife Trust (HIWWT).

2.4 The Panel was established in line with the *Coastal Concordat*³, which seeks to streamline the multiple consenting processes for coastal developments in England. There are five high level principles in the Coastal Concordat:

- i. Applicants seeking regulatory approval should be provided with a first point of entry into the regulatory system for consenting coastal development, guiding them to the organisations responsible for the range of consents, permissions and licences which may be required for their development.
- ii. Regulators should agree a single lead authority for coordinating the requirements of Environmental Impact Assessments or Habitats Regulations Assessments.
- iii. Where opportunities for dispensing or deferring regulatory responsibilities are legally possible and appropriate, they should be taken.
- iv. Where possible, at the pre-application stage, competent authorities and statutory advisors should agree the likely environmental and habitats assessment evidence requirements of all authorities at all stages of the consenting process.
- v. Where possible, regulators and statutory advisors should each provide coordinated advice to applicants from across their respective organisations.

³ <https://www.gov.uk/government/publications/a-coastal-concordat-for-england/a-coastal-concordat-for-england-revised-december-2019>. The Concordat was originally an agreement between the Department for Environment, Food and Rural Affairs (DEFRA), the Department for Communities and Local Government (MHCLG), the Department for Transport (DoT), the Marine Management Organisation (RSPB & HIWWT), the Environment Agency (EA), Natural England (NE) and the Local Government Association Coastal Special Interest Group. It applies to the consenting of projects that span the intertidal area in estuaries and on the coast and require multiple consents including both a marine licence and a planning permission from the local planning authority.

2.5 The Panel was established to deliver on these principles with respect to the proposed strategic allocation of Tipner West and (formerly) Horsea Island East. To this end, a "Working Protocol" was prepared which reflects the Concordat principles and supports the Panel in providing a clearly defined and coordinated regulatory body for the purposes of engagement with the Promoter. The RSPB & HIWWT are signatories to this Working Protocol.

2.6 The RSPB/HIWWT agree that the minutes of Panel meetings that have been compiled into a composite document and published as part of the Core Document Library (see footnote 2) are a true and accurate reflection of the matters discussed in those meetings.

Competent Authorities for Habitats Regulations Assessment (HRA)

2.7 The City Council is the Local Planning Authority for the purposes of terrestrial Plan-making and planning applications made under the Town and Country Planning Acts and is also Competent Authority in undertaking these functions, as defined under the Conservation of Habitats and Species Regulations 2017 (as amended).

PCC-Promoter

2.8 The City Council is also acting as a site promoter and landowner. A separate Statement of Common Ground will be entered into between PCC-LPA and the PCC-Promoter in regards to Tipner West.

3.0 Planning policy and national legislation

3.1 The NPPF (2024) states that Local Planning Authorities should collaborate with relevant bodies in strategic plan-making, including bodies such as the RSPB & HIWWT. Plans should also be prepared positively, in a way that is aspirational but deliverable and shaped by early, proportionate and effective engagement between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees (para.16).

3.2 Tipner West was identified as a strategic site in Portsmouth's Core Strategy (adopted January 2012), known as the Portsmouth Plan. The strategic allocation (PCS1) incorporated only part of the Tipner West landmass, specifically excluding the Tipner Firing Range which was in MoD use at the time. The allocation also incorporated Tipner East, including the former greyhound stadium, and Junction 1 of the M275 which was anticipated to require upgrading alongside improved transport links and the Park and Ride facility.

3.3 An indicative masterplan was published with the policy. At the time, residential development was under consideration on Horsea Island East, linked by a new bridge to Tipner. This would have linked up with strategic development at Port Solent, including a new Country Park (policies PCS2 and PCS3). Together, the strategic allocation was proposed to deliver a total of 1,250 homes and 25,000sqm employment space alongside connectivity improvements, local shopping, health and community facilities with improved open space provision. The supporting text to the policy recognised the significant land contamination, flood risk and nature conservation challenges.

3.4 The RSPB and HIWWT have engaged constructively with the PCC-LPA through previous Regulation 18 and Regulation 19 Consultations on the emerging Portsmouth Local Plan (as set out in more detail in the previous SCG signed 14th February 2025 - see footnote 1).

4.0 Portsmouth Context and the City Deal

4.1 Portsmouth is the UK's only island city. Whilst this brings an array of benefits, it does mean that the City is significantly constrained, especially when it comes to growth. Given the east, south and west are bound by the sea and the north by Portsdown Hill, this creates very little scope to grow beyond the current built up area.

4.2 Portsmouth is a city that is exposed to significant degrees of flood risk with large areas falling within flood zones 2 and 3 (areas most at risk of extreme flood events). This flood risk is expected to grow with the accompanying sea level rise brought about by future projected climate change.

4.3 Portsmouth is also the only city in the UK with a population density greater than that of London. The City is significantly compact and there are very few vacant sites or opportunity areas within the administrative boundary that could deliver significant levels of growth to meet housing need as calculated by the standard methodology.

4.4 Portsea Island is surrounded by designated nature conservation sites of international, national and local importance, as detailed in Figure 2 of this SCG.

City Deal

4.5 The City Deal⁴ is a joint agreement between Portsmouth and Southampton City Councils, Hampshire City Council and the Solent Local Enterprise Partnership (LEP) with the UK Government, signed in November 2013. The City Deal recognised that the development of Tipner West, together with Horsea Island East, Port Solent and Tipner East would create an opportunity to meet marine sector demand, whilst at the same time help to unlock funding for enabling sea defences, site contamination remediation plus much needed employment and housing opportunities across the Solent.

4.6 The City Deal seeks to enable the provision of approximately 2,370 new homes and 58,000sqm of employment floorspace across Port Solent, Tipner East, Tipner West and Horsea Island East for the growth of marine and advanced manufacturing sectors in the Solent sub-region and thereby helping to create over 3,700 permanent jobs. The City Deal has provided grant of £48.75m to Portsmouth City Council to unlock development.

5.0 Key Strategic Matters

Policy PLP3: Tipner West

5.1 The strategic site allocation, supported by draft policy PLP3, relates to the site identified in figure.1 below. A copy of the Local Plan Addendum Policy PLP3 is provided at Appendix 1.

⁴ <https://www.gov.uk/government/publications/city-deal-southampton-and-portsmouth>



Figure 1: Tipner West (Policy PLP3)

5.2 In summary, policy PLP3 proposes mixed use development on Tipner West, comprising approximately 25,000sqm employment floorspace, residential development of approximately 1,000 dwellings, incidental convenience retail and community uses together with flood defences and safeguarded land for provision of a sustainable bridge link to Horsea Island. The new policy for Tipner West now expressly excludes development at Horsea Island East or delivery of the new bridge as a required component of Tipner West development, although it safeguards necessary land for bridge construction within future masterplanning at the project-level.

5.3 The RSPB & HIWWT and PCC-LPA agree on the following matters:

(1) A representative of the RSPB has attended Tipner West Regulatory Panel meetings since the first meeting held in March 2021 and the HIWWT since September 2021, unless, as made clear in meeting minutes, such representative has offered apologies. The RSPB & HIWWT agrees that the minutes of the Panel meetings (where attended by an RSPB & HIWWT representative) are an accurate reflection of discussions⁵.

(2) The statutory & non statutory nature conservation sites including those of international, national and local importance within the vicinity of the allocation site boundary comprise part of the National Site Network (formerly termed 'European sites') and internationally designated sites potentially impacted by the development. These are shown in Figure 2 below, including details of citation species and habitats:

⁵ https://www.portsmouth.gov.uk/wp-content/uploads/2024/11/TW08_Reg_Panel_minutes_of_all_meetings_Nov_2024.pdf

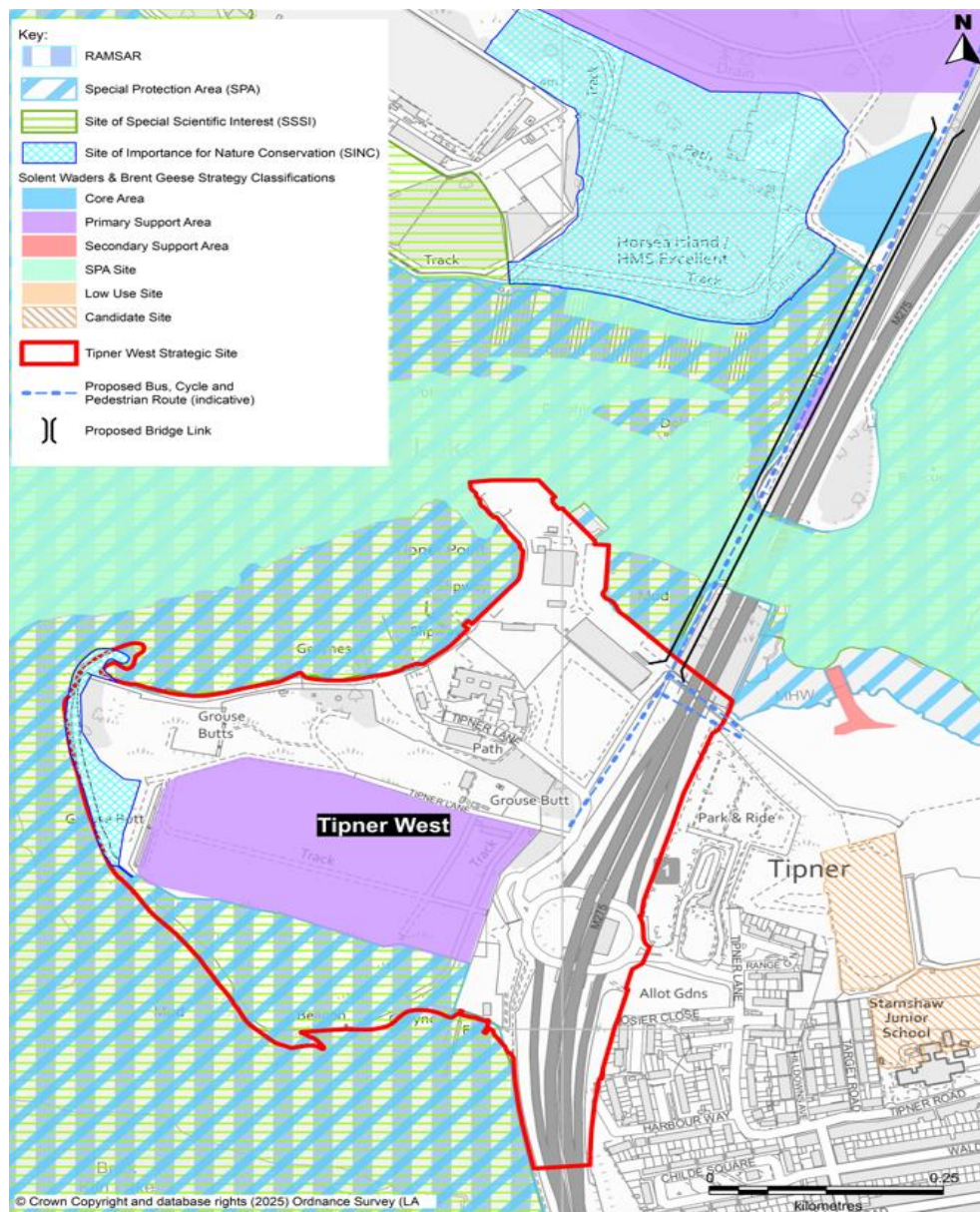


Figure 2: Statutory and Non-Statutory Designated Wildlife Sites

(3) The RSPB & HIWWT has no in principle objection to the site-wide requirements set out in draft policy PLP3 and is satisfied with the policy criteria as set out in the Regulation 19 Portsmouth Local Plan Addendum 2025.

(4) While the draft policy proposals differ from the marine employment hub and housing proposals for Tipner West and Horsea Island as set out in the Pre-Submission Local Plan 2024, it is agreed that the new proposed policy will still deliver needed housing and employment development at Tipner West whilst avoiding direct damage to the protected wildlife sites and upholding the vital legal nature protections.

(5) The new draft policy is also consistent with the City Council's commitment to addressing the twin climate and biodiversity emergencies, as pledged to in the overarching Development Strategy set out in Chapter 3 of the emerging Local Plan. Protection of the intertidal and terrestrial areas of Special Protection Areas (SPAs)/Ramsar site from damaging development will not only help support nature's recovery and prevent the potential release of carbon currently stored in the intertidal sediments, but will also give the existing and future local community the opportunity to benefit from a rich natural environment on their doorstep.

(6) The RSPB/HiWWT welcome specific reference in part 4 of policy PLP3 to the importance of retaining the terrestrial area of SPA/Ramsar site south of the Tipner Range, and also for the developer to demonstrate how the statutory designated wildlife interests of this area of land will be protected from recreational disturbance. It is agreed that the City Council, as the landowner, has a legal duty to secure appropriate management of this area of statutory protected land in order to restore it to favourable condition, which is separate from (and additional to) any mitigation requirements related to the proposed development of Tipner West.

(7) A scaled-back redevelopment of Tipner West will still present challenges for the protection of the surrounding SPAs and Ramsar site. In particular:

- replacement of the Tipner Range 'Primary Support Area' for Brent Geese and waders,
- avoidance/mitigation of long-term recreational disturbance to the SPAs/Ramsar and areas of supporting habitat,
- avoidance of damage to SPA/Ramsar or supporting habitat as a result of construction of the proposed bridge to Horsea Island for which land is safeguarded in the Addendum policies.

These matters will clearly need to be carefully considered at the application stage, but it is agreed that, with robust impact assessment, good design and adherence to the mitigation hierarchy, it should be possible to deliver the new draft policy PLP3 objectives without adverse effects on the SPAs and Ramsar site and the special wildlife they support.

(8) Replacement Brent Goose and wader supporting habitat to offset the loss of the Tipner Range (identified as a Primary Support Area (Ref P60) in the Solent Waders and Brent Goose Strategy (SWBGS)) will be necessary before the development outlined in PLP3 can proceed. This requirement is confirmed by PLP42 (Solent Waders and Brent Geese Sites) and PLP3.6(b). The City Council (as the promoters of the Tipner West development) will take steps to secure suitable replacement habitat for this important site at the earliest opportunity, in order to ensure the protection of this vulnerable network of supporting sites in an around Portsmouth.

(9) The Tipner West SPA Recreational Disturbance Mitigation Study (Holbury Consultancy Services, October 2025) sets out recommendations for managing recreational disturbance to the SPAs/Ramsar site as a result of the Tipner West development. In terms of the on-site measures, the report generally accords with the RSPB and HIWWT's vision for a 'nature positive' Tipner West development that maximises opportunities for coastal walks/views without leading to direct disturbance to the adjacent sensitive intertidal areas, as well as creating accessible green spaces within the development itself⁶.

(10) All parties agree with the Study's findings that, in the absence of a bridge link to strategic open space at Horsea Island, some residents of the proposed new housing at Tipner West are likely to additionally visit existing green spaces to the east of Tipner West, specifically Alexandra Park and Stamshaw Park, for dog-walking and other recreational activities. The capacity of these already well-used parks for additional recreational use is currently unclear. As the Study notes, Alexandra Park and the adjoining Mountbatten Centre are also recognised as SPA/Ramsar Primary Support Areas (Refs P40 & P40A). It is agreed that further work will therefore be essential to assess the current capacity of these existing green spaces, and the scope for any enhancements to increase the area and/or attractiveness of these green spaces, while also ensuring that any such changes do not impact on the function of these to continue to act as SPA/Ramsar supporting habitats. The RSPB/HIWWT will continue to work with the City Council to ensure that these matters are addressed as part of the masterplanning and application process for the redevelopment of Tipner West.

(11) There are no outstanding matters of substantive disagreement between the RSPB & HIWWT and PCC-LPA in regard to draft policy PLP3 of the Portsmouth Local Plan Addendum and its associated assessment within the updated HRA (2025). However, the parties recognise that further project-level assessment and evidence will be required to demonstrate the deliverability and effectiveness of mitigation, including the identification and securing of replacement SPA/Ramsar supporting habitat, through subsequent Habitats Regulations Assessments. Given the potential difficulties of securing such replacement supporting habitat in the vicinity of the proposed allocation site, the RSPB/HIWWT consider that the effectiveness of the Draft Local Plan would be improved by the provision of details of the proposed offsetting site/s for the Tipner Range under Policy PLP3 (or at least in the PLP HRA).

Policy PLP9 - Horsea Island Strategic Open Space

- 5.4 Policy PLP9 proposes new strategic public open space at this former landfill site, including habitat enhancements and associated infrastructure and site remediation, in addition to safeguarding of land for provision of a sustainable bridge link to Tipner West (as sought through policy PLP3).

⁶ <https://www.portsmouth.co.uk/news/politics/tipner-west-in-portsmouth-hampshire-and-isle-of-wight-wildlife-trust-release-new-pictures-of-how-lennox-point-could-look-3657>

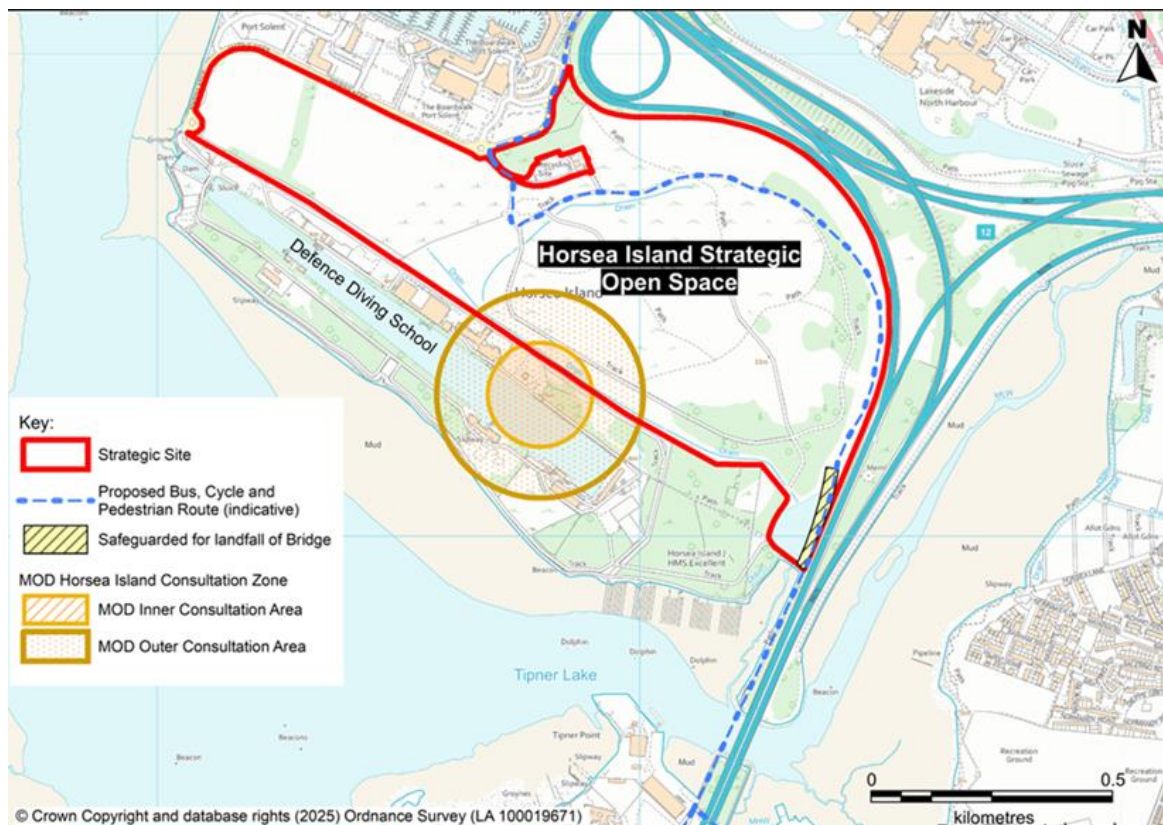


Figure 3: Horsesea Island Strategic Open Space (Policy PLP9)

5.5 The RSPB & HIWWT and PCC-LPA agree on the following matters:

- (1) It is the Council's long-standing ambition to establish high-quality strategic open space at Horsesea Island and it is agreed by all parties that this could provide important recreational benefits for the growing local communities, and (subject to the protection of SPA/Ramsar supporting habitat within the site) potentially help reduce recreational disturbance impacts to the nearby SPA/Ramsar sites.
- (2) Subject to the proposed changes outlined in PCC-LPA's (draft) Schedule of Changes for the Pre-Submission Local Plan Addendum (2025) (as attached at Appendix 3), the RSPB/HIWWT can agree:
 - a. Policy PLP9 correctly identifies affected supporting habitat sites as identified in the Solent Waders and Brent Goose Strategy (SWBGS)(2024);
 - b. The policy and supporting text correctly reference the need for developers to ensure that developments avoid both the loss and/or damage to SPA/Ramsar functionally linked sites;

5.6 The RSPB & HIWWT and PCC-LPA **disagree** on the following matters:

- (1) The RSPB/HIWWT are concerned that the HRA (Aecom,2025) does not identify the potential direct or indirect impacts to the SWBGS sites on Horsea Island, either as a result of the proposed strategic open space landscaping/visitor infrastructure works and associated intensification of public access, or as a result of increased informal access arising from the nearby housing allocations of Port Solent or (following the creation of the proposed bridge link) Tipner West. Given also that there is no clear mechanism for the detailed assessment and mitigation of these potential impacts following adoption of the Local Plan, the RSPB/HIWWT consider that an HRA-led access and recreation management strategy should be prepared by the Council without delay, and certainly before any further intensification of public access takes effect, in order to ensure no adverse effects on the Solent SPA/Ramsar network as a result of damage to these important supporting habitats.
- (2) The RSPB/HIWWT are further concerned that the proposed area of safeguarded land for landfall of the future bridge link to Tipner West lies directly within Core Area (P75) of SPA/Ramsar supporting habitat identified in the SWBGS. Records show this site to be important for roosting waders forming part of the Solent SPA/Ramsar network, in particular Lapwings and Redshanks. The HRA is silent on this point. The RSPB/HIWWT consider that the location of this safeguarded land should be reviewed to avoid direct impacts upon Core Area P75, potentially leading to adverse effects on one or more of the Solent SPA/Ramar sites.
- (3) The RSPB & HIWWT consider that further consideration and clarification is required of the above matters to ensure that the draft Local Plan is effective and legally robust.

Signatories

6.1 All parties agree that this statement is an accurate representation of matters discussed and issues agreed upon and, where applicable, areas of outstanding disagreement.

6.2 All parties agree that they have engaged positively on an ongoing basis and that on this basis the Duty to Cooperate has been met.

6.3 All parties agree that they will continue to work closely in an effort to resolve the outstanding areas of disagreement outlined in 5.6 above.

6.4 There are no other substantial areas of disagreement between the parties relating to the emerging Portsmouth Local Plan and all will continue to work proactively on the outstanding matters of disagreement identified in this SCG.

Signed:	Signed:	Signed:
		
Name: Lucy Howard	Name: Carrie Marchbank	Name: Hannah Terrey
Position: Head of Planning Policy	Position: Senior Casework Officer	Position: Director of Advocacy and Engagement
Portsmouth City Council	RSPB	HIWWT
Date: 17 February 2026	Date: 16 February 2026	Date: 16 February 2026

Appendix 1

Regulation 19 Portsmouth Local Plan Addendum (2025)

Policy PLP3 - Tipner West



Strategic Site Allocation Policy PLP3: Tipner West

- 1. Tipner West, as shown on the Policies Map, is allocated for mixed use development of the following uses and infrastructure:**
 - a) Approximately 25,000m² of employment floorspace including marine uses (classes E(g)(ii) and (iii) research and development and light industrial, B2 general industrial and B8 storage or distribution) and ancillary office space;**
 - b) Approximately 1,000 residential dwellings (class C3);**
 - c) Flood defences along the peninsula edges of Tipner West in line with the North Solent Shoreline Management Plan;**
 - d) Shops selling convenience goods, including food, where the shop's premises do not exceed 280 m² (class F2a); and**
 - e) Meeting places for the principal use of the local community (class F2b).**
- 2. Land is safeguarded for landfall of a new bridge, as shown on the Policies Map and figure 4.2, connecting Tipner West to Horsea Island for the use of sustainable transport modes only.**
- 3. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:**
 - a) Create a new landmark gateway to the City of Portsmouth to be demonstrated through a conceptual site-wide masterplan with an accompanying design code framework that delivers high quality place-making and has regard to the National Model Design Code;**
 - b) Break down the barriers, both physical and perceived, created by the M275 motorway and Portsbridge Creek. This will be achieved by enabling public access through the existing subway under the M275 and through the design of both buildings and spaces to create excellent connections with new development at Tipner East and the wider area.**
 - c) Deliver a design, scale and massing that responds sensitively to the significance of Portchester Castle including its setting, taking into account its dominance in Portsmouth Harbour and the contribution made by views to and from the Castle to its significance;**

- d) Allow views to and from Tipner West and notable landmarks within the zone of visibility including Portchester Castle, the Spinnaker Tower and His Majesty's Naval Base;**
- e) Integrate green and blue infrastructure into the masterplanning and design of the development and seek to mitigate the urban heat island effect;**
- f) Submit a site-wide Arboricultural Impact Assessment, which includes a proposed Tree Removal, Replacement and Retention Plan and Tree Protection Plan that protects the trees of highest value.**
- g) Identify and incorporate opportunities to conserve, restore and recreate priority habitats and ecological networks;**
- h) Ensure new sea defence designs avoid or minimise loss of, or damage to SPA/Ramsar habitats having regard to the North Solent Shoreline Management Plan (2010) 'Hold the Line' policy (as may be amended) and associated compensation strategies⁷ and prioritise protection of the integrity of the international, national and local nature designations.⁸**
- i) Incorporate on-site car parking for residents, workers and visitors, including wherever feasible car-free zones and/or pedestrian-priority streets, with clearly defined connections to 'Mobility as a Service' and other sustainable transport opportunities, including bus services at the Tipner Park and Ride facility;**
- j) Provide enhanced pedestrian and cycle links connecting Tipner West to the City Centre, nearby public open spaces, recreational facilities including the Mountbatten Centre and other local shops and services;**
- k) Provide safe and efficient vehicular access to and from the M275 and the surrounding non-strategic road network;**
- l) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment⁹ and/or Infrastructure Delivery Plan¹⁰, including the proposed bridge connecting Tipner West with Horsea Island;**
- m) Mitigate likely significant effects from recreational disturbance to protected bird populations through a bespoke developer-provided package of measures for the lifetime of the development, which will proportionally rely upon the Bird Aware**

⁷ The Habitat Compensation and Restoration Programme - <https://southerncoastalgroup-scopac.org.uk/hcrp/#:~:text=SOLENT%20AND%20SOUTH%20DOWNS&text=The%20HCRP%20is%20the%20Government%27s,to%20as%20the%20Habitats%20Regulations>).

⁸ Notably the Portsmouth Harbour SPA and Ramsar site, Portsmouth Harbour SSSI and Solent and Dorset Coast SPA – as required by the Habitats Regulations (2017) (as amended) and related national habitats legislation.

⁹ https://www.portsmouth.gov.uk/wp-content/uploads/2024/06/Portsmouth-Local-Plan-TA_Strategic-Transport-Assessment-Draft-23.05.2024_ISSUE-NO-TRACKS.pdf

¹⁰ <https://www.portsmouth.gov.uk/wp-content/uploads/2024/07/IDP-2024-Final-for-Reg-19-1.pdf>

Solent Revised Strategy¹¹ together with site-specific and other measures, as advised by Natural England and identified through HRA;

- n) Provide for public access along the waterfront, wherever feasible, connecting to coastal pathways at Tipner East and beyond without causing unmitigated recreational disturbance to protected bird populations;**
 - o) Deliver appropriate surface water and foul drainage infrastructure together with required nutrient neutrality and water usage mitigation measures to support the Environment Agency in achieving and/or maintaining at least 'Good' water quality status and to protect designated habitats within the Portsmouth Harbour Waterbody (pursuant to the Water Environment Regulations);**
 - p) Deliver land raising and construction of flood defences. Their implementation should be informed by the SFRA Level 1 and 2¹²;**
 - q) Deliver surface water management measures to make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
 - r) Mitigate and/or remediate contamination from current and historic uses; and**
 - s) Provide a skills and employability plan for both the construction and occupation stages of the development.**
- 3. Land south of the firing range is designated as terrestrial SPA and Ramsar and should be retained as open space without any development built on it other than sea defences as necessary. Public access to this land will not be permitted.**
- 4. The Listed Buildings located on Tipner West must be retained, restored and re-used. Development proposals must fully assess the significance of these assets and give great weight to the conservation and where possible the enhancement of their fabric and/or setting. In addition, any proposals must demonstrate a full understanding of the contribution of views towards the site, to the setting and therefore the significance of both the Scheduled Portchester Castle across the Harbour, and the D-Day Slipways adjoining Horsea Island East and should seek where possible to avoid or mitigate any unnecessary harm to their setting. The impact (or potential impact) of any proposals on non-designated archaeology either within, and/or if necessary, below mean high water springs around the site, shall also be assessed and recorded and where possible mitigated in proportion to the significance of any find(s).**
- 5. A shadow, project-level Habitat Regulations Assessment (HRA) will be required to be submitted alongside project-level planning applications, and as necessary for any phased applications, for assessment by the local planning authority as competent authority, in consultation with Natural England. On account of the fact that delivery of the Policy will inevitably result in the loss of some functionally linked habitat, the HRA must among other things demonstrate that any loss of functionally linked habitat,**

¹¹ <https://birdaware.org/solent/wp-content/uploads/sites/2/2025/02/BAS-five-year-strategy-proposals.pdf>

¹² <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/portsmouth-local-plan-evidence/climate-emergency/>

including that identified as a primary or secondary support area in the Solent Waders and Brent Goose Strategy, will be mitigated through the provision of replacement functionally linked supporting habitat of equal or greater quality and quantity, which fulfils the same special contribution and particular function of the areas lost or damaged for the same species of birds.

6. Whilst the City Council wishes to see a comprehensive development of the site, it recognises that planning applications may come forward separately or in phases. These applications, where considered necessary, will need to align with the site-wide conceptual masterplan and design code as well as complying with the other development requirements set out above. All development proposals will be supported by appropriate site phasing and sequencing strategies to ensure a holistic approach is taken to the delivery of development. Planning applications will need to demonstrate potential landscaping or other solutions for land comprising later phases in the event that such phases do not come forward within an agreed timeframe.
7. A Safeguarded Infrastructure Assessment will be required to be submitted in support of a future planning application. This should have regard to the minerals and waste infrastructure, safeguarded under the currently adopted Hampshire Minerals and Waste Plan¹³ (2013) and its replacements.

¹³ <https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf>

Appendix 2

Regulation 19 Portsmouth Local Plan Addendum (2025)

Policy PLP9 - Horsea Island Strategic Open Space



Strategic Site Allocation Policy PLP9: Horsea Island Strategic Open Space

- 1. Horsea Island Strategic Open Space, as shown on the Policies Map, is allocated for the development of the following uses:**
 - a) A 64 Hectare strategic public open space with improved habitats for wildlife;**
 - b) Infrastructure supporting the provision of the strategic open space;**
 - c) Infrastructure supporting the ongoing remediation of the former landfill site.**
- 2. Land is safeguarded for landfall of a new bridge, as shown on the Policies Map and figure 4.8, connecting Tipner West to Horsea Island for the use of sustainable transport modes only.**
- 3. Development proposals for the above-named uses will be permitted provided that they meet all of the following site-specific development requirements:**
 - a) The new open space provision ensures the needs and safety of the intended users and needs to provide accessible multi- functional spaces;**
 - b) The open space provides for a mosaic of habitat that links to and supports the habitat of the neighbouring Portsmouth Harbour Special Protection Area (SPA) and recognises the role of the site as Core and Primary Supporting habitat for Solent Waders and Brent Geese (P48A, P48B and P75);**
 - c) To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the development of the allocated site will not result in the loss of habitat that is functionally linked to the Solent's SPAs¹⁴. To demonstrate this, non-breeding bird surveys between October and March (typically three survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity.' Proposals will need to comply with and Policy PLP 42: Solent Waders and Brent Geese Sites and take account of the guidance set out in and**

¹⁴ The western portion of the site and the small southern portion of the site are Core Areas P48A/P48B and P75 protected for Brent Goose and Solent Waders; the eastern portion of the site as shown on figure 4.9 is also a Primary Support Area P48C for Brent Goose and Solent Waders.

the Solent Waders and Brent Goose Strategy¹⁵ Guidance on Mitigation and Off-setting Requirements¹⁶;

- d) Comply with the restrictions imposed by the MoD Exclusion Zone as shown on figure 4.8 in line with the MoD's guidance on Exclusion Zones;**
- e) Restrict public access from the areas of the site needed to be protected for infrastructure related to the safe extraction of gases from the former landfill;**
- f) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan including the proposed bridge connecting Horsea Island with Tipner West.**
- g) Take account of the approved plan for landscaping and maintenance of the former landfill site, which impacts the eastern portion of the Horsea Island Strategic Open Space as shown in figure 4.9;**
- h) Improve facilities for cycling, walking and public transport linking to, and enhancing, the existing networks and any new networks delivered as part of this allocation including the new sustainable transport link from Port Solent across the bridge to Tipner; and**
- i) Allow views to and from the open space and notable landmarks within the zone of visibility including Portchester Castle and the Spinnaker Tower.**

¹⁵ <https://solentwbgs.wordpress.com/>

¹⁶ <https://solentwbgs.wordpress.com/wp-content/uploads/2021/03/swbgs-mitigation-guidance-oct-2018.pdf>

Appendix 3
Extract of DRAFT Schedule of Changes (Policies PLP3 and PLP9)

Table 4.1						Feedback from PCC Contaminated Land Team
	Tipner West	1,000	25,000m2 employment floorspace	• Flood defences • Land decontamination <u>remediation</u> • Conservation of heritage assets • Local shop and community facilities • Land safeguarded for new bridge		
	Tipner East	1,056	716m2 commercial floorspace (Classes E, F1 and F2) 840 m2 ancillary commercial uses at the transport hub	• Transport hub with 2,650 car parking spaces • Flood defences • Land decontamination <u>remediation</u> • Local shop and community facilities		
Paragraph A30	Tipner West is allocated as a strategic site because, alongside Tipner East, it will form a new gateway to the City. Tipner West will deliver new homes and jobs along with site-wide land decontamination <u>remediation</u> and/or capping and new sea defences which will also benefit the northern part of Portsea Island...					Feedback from PCC Contaminated Land Team
Paragraph A32	These homes will also help to fund critical sea defence infrastructure for the site as well as land decontamination <u>contaminated land remediation measures</u> to protect...					Feedback from PCC Contaminated Land Team
Paragraph A42	The purpose of this policy is to allocate Tipner West as part of a new gateway to Portsmouth with the provision of new employment, homes, flood defences, decontamination <u>land remediation</u> and safeguarding of land for a new bridge to the mainland.					Feedback from PCC Contaminated Land Team
Table 4.2						Feedback from PCC Contaminated Land Team
	Sea defences, land decontamination remediation and land raising/servicing	2025-30	In line with site-wide approved phasing strategy and planning condition/legal agreement	To be completed prior to the commencement of development		

Paragraph A132	It will balance the need for public access to open space with safe use of the former <u>disused</u> landfill.	Feedback from PCC Contaminated Land Team
Policy PLP9.1.c:	Infrastructure supporting the ongoing <u>management</u> remediation of the <u>disused</u> former landfill site.	Feedback from PCC Contaminated Land Team
Policy PLP9.3.b:	The open space provides for a mosaic of habitat that links to and supports the habitat of the neighbouring Portsmouth Harbour Special Protection Area (SPA) and recognises the role of the site as Core and Primary Supporting habitat for Solent Waders and Brent Geese (P48A, P48B, <u>P48C</u> and P75);	Omission
Policy PLP9.3.c	To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the development of the allocated site will not result in the loss of <u>or damage to</u> habitat that is functionally linked to the Solent's SPAs ⁷⁴ . To demonstrate this, non-breeding bird surveys between October and March (typically three survey seasons <u>under suitable management conditions</u>) may be required to <u>inform the detailed design</u> determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and <u>the</u> planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity.' Proposals will need to comply with and Policy PLP 42: Solent Waders and Brent Geese Sites and take account of the guidance set out in and the Solent Waders and Brent Goose Strategy ⁷⁵ Guidance on Mitigation and Off-setting Requirements ⁷⁶ ;	In response to RSPB rep
Policy PLP9.3.e	Restrict public access from the areas of the site needed to be protected for infrastructure related to the safe extraction of gases from the former <u>disused</u> landfill	Feedback from PCC Contaminated Land Team

Policy PLP9.3.g	Take account of the approved plan for landscaping and maintenance of the former <u>disused</u> landfill site, which impacts the eastern portion of the Horsea Island Strategic Open Space as shown in figure 4.9;	Feedback from PCC Contaminated Land Team
Paragraph A133	The purpose of this policy is to allocate a new strategic open space for the City of Portsmouth on the <u>disused</u> former landfill site of Horsea Island.	Feedback from PCC Contaminated Land Team
Paragraph A 140	It was initially anticipated that the route would skirt the former <u>disused</u> landfill on the southern side.	Feedback from PCC Contaminated Land Team
Paragraph A142	As a former <u>disused</u> landfill the proposed strategic open space has a pronounced topography, in the form of two main mounds / hills.	Feedback from PCC Contaminated Land Team