

Annual Monitoring Report 2012

Covering the period 1 April 2011 - 31 March 2012

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1. INTRODUCTION

- 1.1 This is the eighth Annual Monitoring Report (AMR), covering the monitoring period of 1st April 2011 to 31st March 2012.
- 1.2 The aim of the report is to show how the council's planning policies are contributing towards regenerating the city and bringing forward sustainable development, while safeguarding the environment. It sets out what progress we have made in putting together a policy framework for decisions on planning applications, and reviews what effect policies are having on the delivery of priorities for the city.
- 1.3 Planning policy has the potential to contribute greatly towards many of the council's priorities, namely increasing the availability and affordability of homes, regenerating the city, making the city cleaner and greener, and reducing crime and the fear of crime and making it easier for people to access shops and services close to where they live. Therefore it is important to assess whether the policies are delivering, or whether they need to be changed to work better towards achieving council priorities.

Major changes since the last AMR

- 1.4 In the last AMR, the monitoring framework was based on the policies in the Portsmouth City Local Plan 2001-2011. In January 2012 the city council adopted the Portsmouth Plan, which replaced many of the policies in the City Local Plan and brought with it a new set of indicators to monitor the new policies.
- 1.5 The aim of some policies is identical or very similar to policies in the old local plan, and for these monitoring continues as before, so that trends over time can be examined. On the other hand, as the new plan was only adopted a few months before the end of the monitoring period, it would not always be meaningful to report on the effectiveness of the new policies. Instead, this AMR is used to introduce the policies and indicators, and where useful, show a baseline position. From the next AMR (2012/13) the Portsmouth Plan policies will be fully monitored.

Monitoring Framework

- 1.6 A monitoring framework was prepared for the first annual monitoring report in 2004/2005 and has been used to produce all subsequent AMRs. It uses measureable indicators to help assess progress towards the aims and targets set in our planning policy documents.
- 1.7 A new set of indicators was introduced to monitor the Portsmouth Plan when it was adopted in January 2012. These can be found in Appendix 1. It should be noted that not all indicators will be reported on each year to keep the monitoring report interesting and informative. Instead a selection of indicators will be chosen, which show remarkable facts or trends, or which are key to the delivery of the city's strategic planning framework.

Structure of the monitoring report

- 1.8 The first part of this report considers the council's current progress on and future programme for producing policy documents.

- 1.9 The second part of the report monitors the effectiveness of the council's planning policies under the following headings:
- Regeneration Sites & Areas
 - Design & Heritage
 - Homes for Everyone
 - The Natural Environment
 - The Economy & access to shops, jobs and services
 - Infrastructure & Community Benefit
- 1.10 Each chapter contains a table providing an overview of indicators that are used to monitor the success of the relevant policies.
- 1.11 The last part of the monitoring report contains overall conclusions and recommendations to ensure that performance in some policy areas is improved.
- 1.12 This report does not discuss the progress towards the minerals and waste core indicators which is covered in a separate joint document, primarily produced by Hampshire County Council but in conjunction with Portsmouth and Southampton City Councils and the New Forest and the South Downs National Park Authorities. Please refer to this specific annual monitoring report for details of progress on the Minerals and Waste Development Framework and also towards the minerals and waste core indicators. The report will be available from <http://www.hants.gov.uk/>

Strategy for the Future of Portsmouth – taken from the Portsmouth Plan

Portsmouth's aim is for the successful regeneration of the city. To achieve this new housing is needed to accommodate the city's growing population and to house those on the council's housing register. Commercial development is needed to help the city grow by improving its economy and providing jobs. Additional retail and tourism development is also needed to boost the city's image, increase visitors to the city and improve the economy. The levels of growth needed to help satisfy the demands of a growing population and help regenerate the city are in the region of 420-490 homes per year, 243,000m² of new employment floor space and 50,000m² net of retail floorspace, together with the necessary associated facilities and services, up to 2027.

A main element of the strategy is to locate the additional development at key development sites, around the town centres and public transport hubs and routes to reduce reliance on the private car and to encourage residents, employees and visitors to access everyday services on foot, cycle or by public transport.

The level of growth achieved in the city will be dependent on the provision of infrastructure. A number of the main development sites in the city rely on a significant amount of new transport infrastructure to provide access and create sustainable transport routes. If the transport infrastructure is not provided then these sites will only be able to accommodate lower levels of housing.

As a council we need to ensure that the city can grow and regenerate in a sustainable manner ensuring that the quality of the environment is improved for our residents, businesses and visitors. This will be done through requiring sustainable design of buildings, greening the city, protecting open space, encouraging high quality design and improving public transport, cycling and walking. It will also be important to:

- Create and sustain integrated communities, where facilities and services are considered when planning housing development. This will mean including such facilities on larger sites, in particular the strategic sites of Tipner, Port Solent and Horsea Island, and ensuring that smaller development sites are located where people have good access to services;
- Ensure services are located where people can get to them, including a network of local shopping opportunities across the city; and
- Applying parking standards to residential development.

In producing the Portsmouth Plan, the city council has considered ways to avoid and / or mitigate impacts on important sites and species. Continued work on protecting and enhancing the city's "green infrastructure" will be just as important as ensuring that the other infrastructure needs of the city are met.

2. PROGRESS ON PREPARING A PLANNING POLICY FRAMEWORK

KEY MONITORING NEWS IN THIS SECTION

Portsmouth Plan (Core Strategy) has been adopted, bringing the city's policy framework up to date.

The city has introduced its first Community Infrastructure Levy (CIL) charging schedule, thereby becoming one of the first authorities in the country to put in place this mechanism for collecting developer contributions towards infrastructure.

The National Planning Policy Framework (NPPF) was published on 27 March 2012. Our local policies are in conformity with the tone and approach of the NPPF, being pro-development, planning for objectively assessed needs and reflecting the planning principles in the NPPF. A few points of detail need to be addressed through further policy development to bring our local policies fully into line with the NPPF.

Work on site allocations has begun.

- 2.1 During this monitoring period, significant progress has been made towards updating the city's planning policy framework. Most crucially, the Portsmouth Plan – the city's Core Strategy – was adopted in January 2012. This sets the direction of development planning for the city until the year 2027 and all other policies will have to be in line with this strategy.
- 2.2 The Portsmouth Plan replaced the vast majority of the strategic and development control policies that had been saved from the City Local Plan 2001-2011, so the adoption of the Portsmouth Plan means that we now have in place an up to date framework for planning in the city.
- 2.3 An assessment of the Portsmouth Plan indicates that in general tone and approach the plan is in line with the National Planning Policy Framework which was published on 27 March 2012 and sets out the Government's planning policies for England and how these are expected to be applied. The Portsmouth Plan reflects the planning principles in the NPPF, being pro-development and planning for objectively assessed needs.
- 2.4 The focus of future work is now to allocate smaller non-strategic sites for development in order to implement the strategic plan for the city, and add a few development control policies. This work has now begun and progress will be reported in the next Annual Monitoring Report.
- 2.5 A Project Plan was approved in July 2011. It was updated in June 2012 (outside of this monitoring period):

	public participation	publication	submission to SoS	hearings	inspectors report	adoption
the Portsmouth Plan	From Nov 2006	April - May 2011	July 2011	October 2011	January 2012	January 2012
Community Infrastructure Levy Charging Schedule	April 2011	July 2011	August 2011	October 2011	January 2012	March 2012
Site Allocations plan	There is currently no timetable for the Site Allocations plan. Please see our website for up to date information on its progress: www.portsmouth.gov.uk/living/planning.html					
The Joint Minerals and Waste Plan	For the timetable of the Joint Minerals and Waste Plan please see the Hampshire Minerals & Waste Development Scheme at: www3.hants.gov.uk/development-scheme-3.htm					
Somerstown and North Southsea Area Action Plan	From Nov 2004	April - May 2010	July 2010	written representations	June 2012	July 2012
Southsea Town Centre Area Action Plan (review)	Dec 2012 – Jan 2013	June 2014	September 2014	December 2014	March 2015	April / May 2015
Statement of Community Involvement in Planning	From July 2012	n/a	n/a	n/a	n/a	October 2012

2.6 The council also plans to produce a number of supplementary planning documents and masterplans to guide the implementation of the Portsmouth Plan and these are:

- City Centre masterplan
- Sustainable design and construction SDP
- Seafront masterplan
- Housing Standards SPD
- Town centres SPD
- Contaminated Land SPD
- Transport SPD

2.7 In addition to developing local policies to guide the amount and style of development in the city, the city council has introduced its first Community Infrastructure Levy (CIL) Charging Schedule. It is only the fourth authority in the country to introduce the levy, so is at the forefront of being able to charge developers for contributions to the delivery of infrastructure. The effect of this will be further reported in the next annual monitoring report, because although the CIL charging schedule was adopted in the monitoring period, it did not come into effect until 1 April 2012.

3. EFFECTIVENESS OF PORTSMOUTH PLANNING POLICIES

3.1 This chapter forms the body of the monitoring report, focusing on assessing the implementation of the city's adopted planning policies. A set of indicators are used to assess the progress of meeting the policy targets as well as policy effectiveness. In the interest of keeping this document short and interesting, not all indicators will be reported on each year, and instead a selection will be chosen that highlight interesting facts or show important trends.

3.2 This chapter is divided into the following sections:

- Progress towards the development of major regeneration sites in the city
- Design & Heritage
- Homes for Everyone
- The Natural Environment
- The Economy & access to shops, jobs and services
- Infrastructure & Community Benefit

3.1 Progress towards the development of major regeneration sites

KEY MONITORING NEWS IN THIS SECTION

Significant progress has been made on a number of the key regeneration sites during this monitoring period. Most notably planning permission has been granted for the redevelopment of Tipner and the clean up operation has begun, and in Somerstown, Phase 1 of the regeneration plan is well underway, with some new homes completed, others under construction and planning permission for the Community Hub granted.

Tipner (Policy PCS1)

- 3.1.1 Plans to transform Tipner with new homes, jobs and green space have taken large steps forward in this monitoring period.
- 3.1.2 Three initial planning applications for the area have been approved. Two planning applications, to build shops and 80 new homes on the former PD Fuels site, and prepare the site and three other plots for development, were made by the council and the HCA. The Tipner Regeneration Company (TRC) submitted an application for cleaning up the Tipner East site which includes the greyhound stadium, and building up to 518 homes.
- 3.1.3 Planning permission for the junction with the M275 was granted in the previous monitoring period, and in December 2011 the government announced almost £20m of funding for a council project to build a new junction for Tipner off the M275 motorway, along with a park-and-ride scheme.

Port Solent & Horsea Island (policies PCS2 and PCS3)

- 3.1.4 Policies for this area were agreed as part of the adoption of the Portsmouth Plan. A large amount of background work was done during the development of that plan to assess the viability and infrastructure needs of development on these sites. This has clarified what is needed to delivered these sites, but no further progress can be reported on delivery.

Portsmouth City Centre (policy PCS4)

- 3.1.5 The policy framework for the city centre changed significantly with the adoption of the Portsmouth Plan. The policy area for the city centre now stretches down to the Hard and Gunwharf Quays, allowing greater flexibility for the regeneration of the centre within the frameworks of a series of character areas.
- 3.1.6 During the monitoring period, Morrisons opened a new supermarket at Victory Retail Park in the North of Market Way locality. Whilst the development resulted in a net loss of retail floorspace in the area, that floorspace had been vacant, and the development has brought almost 3,000m² of floorspace back into use in this area, created a draw to the north of Market Way and approximately 300 jobs. The development of a new supermarket in this location fits well with the objectives for the North of Market Way in PCS4.

3.1.7 The city council is also continuing to liaise with Centros, the prospective developer of the Northern Quarter site. It is expected that a revised planning application for the site will be submitted in Autumn 2013. The city council has also continued to work on the proposed new city centre highway network, which is set out in policies PCS4 and PCS17 of the Portsmouth Plan. A revised scheme has recently been the subject of public consultation in the draft city centre masterplan. This proposed new highway network will improve access to a number of key sites in the city centre, including the Northern Quarter.

3.1.8 Work on a city centre masterplan is underway, which will help guide the detail of future development and attract investors.

Lakeside Business Park (Policy PCS5)

3.1.9 Permission was granted in an earlier monitoring period for the redevelopment of this site to a B1a office campus. Development and highway works have begun.

Southsea Town Centre

3.1.10 Southsea Town Centre continues to function well, with high levels of A1 shops, low vacancy rates and busy markets and events throughout the year. A programme of environmental improvements was continued this year with the pedestrianisation of the southern end of Palmerston Road aiming to improve the environment for the benefit of shoppers and businesses.

3.1.11 Little has changed from the last monitoring period with regard to the opportunity sites identified in the Area Action Plan (AAP). Two of the sites were included in the AAP in the anticipation that operators would be vacating the sites, but in fact they continue to operate successfully from these sites, so these have not become available for redevelopment or reuse. The final site has the benefit of planning permission:

- STC15 - Knight and Lee: John Lewis continues to occupy the store. Plans for John Lewis to move into a new store in the city centre have not been progressed as the Northern Quarter plans are revised.
- STC16 - Grosvenor Casino: the casino is still operating from this site.
- STC17 - 14 to 18 Osborne Road units:
- No 14 and No 16 form part of a scheme granted planning permission in May 2010, to convert the adjacent Queens Hotel to a mixed use development comprising a health centre/retail unit at ground floor with 30 flats and a hotel above. Nos 14 and 16 have now been demolished, but no further progress was made on the scheme during this monitoring period.

Fratton Park

3.1.12 The Portsmouth Plan includes a policy for Fratton Park, to guide development should Portsmouth Football club make further plans for a new stadium. During the monitoring period, no such plans have been made and the club continue to play at their existing Fratton Park ground.

Somerstown & North Southsea

3.1.13 During 2011/12 a number of projects within the Somerstown and North Southsea Regeneration Area advanced:

3.1.14 The Winston Churchill Roundabout improvements were completed in May 2011 reducing the size of the roundabout. Development has begun of the 22 new homes and 3 retail units in the land unlocked by the new road layout.

3.1.15 Families moved into the first new houses in the transformation programme of Somerstown: Henrietta Place - seven quality, eco-friendly family homes in Warwick Crescent. The scheme was shortlisted in the National Housing Design Awards.

3.1.16 The Community Hub, a building to include a community centre, health centre, youth centre and area housing office to replace ageing facilities in Somerstown received planning permission on 9 November 2011.

The Seafront

3.1.17 The council agreed a Seafront strategy in 2010, and by the end of the current monitoring period in March 2012, work was underway to add detail to this strategy in the form of a Seafront Masterplan, which was subject to public consultation during the summer of 2012.

3.2 Design and Heritage

KEY MONITORING NEWS IN THIS SECTION

No listed buildings were lost or damaged during the monitoring period and there was no reduction in the amount of the city covered by conservation areas, suggesting the policies implemented to protect the city's heritage are achieving their objectives.

Local design policy is an effective tool in negotiating on or refusing schemes of poor design quality.

The one tall building that was completed during the monitoring period was in an identified area of opportunity for tall buildings.

New policy requirements were introduced in the Portsmouth Plan for sustainable design and construction standards in new development

The council has reduced the carbon dioxide equivalent emissions from its own operations, successfully moving towards its overall target for the next few years.

Listed Buildings and Conservation Areas

- 3.2.1 In the duration of the monitoring period there have been no additions to the statutory list and no changes to conservation areas. There are a total of 25 conservation areas covering 409.89ha in the city, and more than 600 listed buildings in Portsmouth. Twelve of these listed buildings are categorised as being at risk and 2 structures are at risk. In addition, 267 buildings are entered on the local list.

Development Quality

- 3.2.2 The previous years, the AMR has included Buildings for Life Assessments to review the quality of new developments. Assessments showed improvements over that last few years, and it was considered that these improvements were likely to be a result of the influence of the design review panel and the fact that planning officers are taking a stronger stance on the issue of design at pre-application stage. While it has not been possible this year to complete Buildings for Life Assessments, these working practices continue and there are no indicators that suggest that there are any particular problems with design quality.
- 3.2.3 Policy PCS23 of the Portsmouth Plan, which replaced policy DC1 of the Local Plan, provides a strong framework from design in new development schemes, and during the monitoring period, more than 30 schemes were refused on the basis of poor design quality, indicating that the policy is effective.

Tall Buildings

3.2.4 There was only one tall buildings scheme completed in 2011/12, which was phase 4 at the Pompey Centre in Fratton. This area is a designated opportunity area for tall buildings.

Sustainable Design and Construction

3.2.5 Requirements for new development to meet sustainable design and construction standards were introduced in the Portsmouth Plan. They had only been in force for a few months by the end of this monitoring period, so the effectiveness of the new standards will be monitored beginning with the next AMR.

3.2.6 In the meantime, the city council is committed to reducing the carbon dioxide equivalent* (CO₂e) emissions from its own activities by 30% over five years. PCC's emissions for 2011-12 were 3,310t CO₂e less than in 2010-11, the equivalent of powering and heating 680 Portsmouth homes. This is an 8% reduction on the 2010-11 baseline, a big step towards the 30% target for 2016-17.

* Carbon dioxide equivalent accounts for the impact made by the six greenhouse gases released through fuel use which contribute towards air pollution and climate change

3.3 Homes for Everyone

KEY MONITORING NEWS IN THIS SECTION

The number of housing *completions* is significantly below the annual target, but a very large number of housing *permissions* were granted during the same period; It is expected that development targets will once again be met as economic conditions improve nationally.

Current projections show that over the next ten years the city will be able to provide more dwellings than required in its targets.

The city is able to demonstrate an adequate housing land supply for the first five years (the most important period) of the projections. The national requirement of an additional 5% buffer cannot be shown, but this is clearly due to the ability of the market to deliver during economic conditions and the complexity of the site at Tipner, which will take longer to deliver, although planning permissions have now been granted for almost 600 homes there.

A total of 135 gross affordable units were completed over the monitoring period. This equates to almost half of the gross number of dwellings completed.

Family dwellings (3 bedrooms or more) made up only 8% of the net gain of all dwellings during the monitoring. This will need to be monitored carefully in future, although it should be noted that this figure may be low this year, as the policy seeking 40% family dwellings only came into force late in the monitoring period.

Average densities remain very high in the city.

During the monitoring period, removal of permitted development rights (via the introduction of an Article 4 Direction) for changes of use from Class C3 to Class C4 came into effect. Since the making of the Direction on 1 November 2011, the vast majority of applications involving Class C4 use have been for changes of use from Class C4 to mixed C3/C4 use. This type of permission means that a property can be used in either way, without the need to apply for planning permission each time the property's use changes from Class C3 to C4.

One third of city council refusals for new HMO uses were successfully appealed by applicants during the monitoring period. It is anticipated that the adoption of an SPD, setting out how Policy PCS20 of the Portsmouth Plan will be implemented, will reduce the number of successful appeals as the document will now be afforded significant weight as a material consideration in the determination of planning applications for new HMO uses.

Housing Delivery

3.3.1 The Portsmouth Plan was adopted on 24th January 2012. As a result, it now forms the most robust and up to date housing target for the city. The plan states that, with the full level of development at Tipner, 12,254 net additional dwellings could be provided between 2006/7 and 2026/7. This equates to an average of 584 homes per year over the 21 years. The annual target is reassessed each year, based on previous completions. This will ensure that any over-delivery or under-delivery is compensated for later in the plan period, if necessary.

3.3.2 The revised target based on completions to the end of the monitoring period will be 560 a year, as shown in the table below:

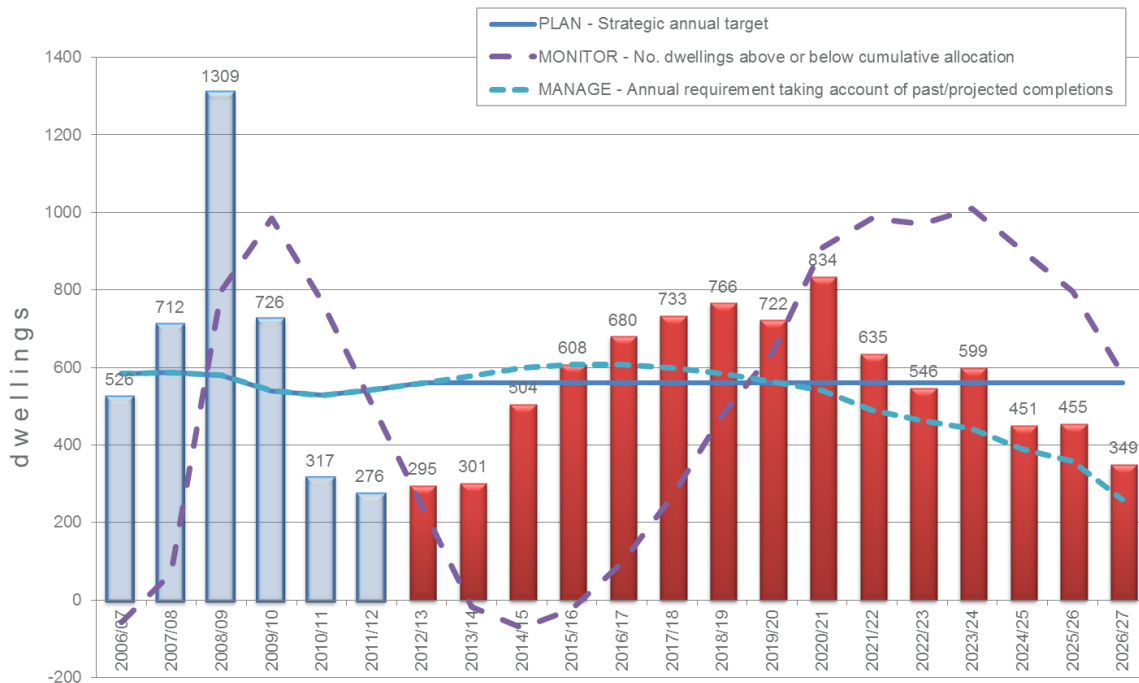
Previous Completions	
2006/07 completions	526
2007/08 completions	712
2008/09 completions	1,309
2009/10 completions	726
2010/11 completions	317
2011/12 completions	276
Total completions between 2006/07 and 2011/12	3,866
Total requirement	12,254
Remaining requirement (2012/13 - 2026/27)	8,388
Resultant annual target for remaining 15 years	560
requirement for each future period of delivery	
0-5 years (2012/13 - 2017/18)	2,800
6-10 years (2018/19 - 2022/23)	2,800
11-14 years (2023/24 - 2026/27)	2,240

Taken from the SHLAA 2012 update – Figure 8: Previous Completions

3.3.3 As can be seen in that table, during the 2011/12 monitoring period 276 net additional dwellings were delivered. As in the previous year (2010/11) this is some way short of the average target of 584, while in the three years previous to that, net completions far exceeded the annual target. This pattern is considered to be reflective of the current economic conditions and availability of development finance, rather than a failure of the planning system. In fact, during the last two monitoring periods, planning permissions were granted for 2280 net additional dwellings.

3.3.4 The city council is confident that as the economy recovers, further sites will come forward and many of these permissions will be implemented and therefore the annual housing targets will begin to be met once again. A review of the Strategic Housing Land Assessment shows that Portsmouth is able to fulfil its requirements for the first

10 years of delivery under the Portsmouth Plan (see the housing trajectory below). In total the city will likely provide 729 dwellings more than required. Taking into account the 11-15 year supply, there will be a surplus of 343 net additional dwellings.



Housing Trajectory: 2012 Strategic Housing Land Availability Assessment (SHLAA) Update)

3.3.5 The study also demonstrates that Portsmouth has a five year housing land supply with a surplus of 26 dwellings. However, the NPPF also requires that local planning authorities identify an additional buffer of 5% of the target. This increases the five year target to 2,940 dwellings and result in the city having a deficit of 114 dwellings against its target for the first five years plus the buffer required by national guidance.

3.3.6 While therefore national policy guidance is not satisfied, this not a major concern, as it is linked clearly to the complexity of the site at Tipner. This site will require extensive land remediation, land raising and other up-front preparatory work, and therefore, although two phases of the development now have the benefit of planning permission, phasing for delivery of most of these dwellings is assumed to be realistic after the first 5 years of the trajectory, as shown below:

Site name	0-5 years	6-10 years	11-15 years	Total
Tipner	100	705	445	1,250

Extract from Figure 10 of the SHLAA 2012 update -

The phasing of strategic sites based on the levels of development currently anticipated

3.3.7 For all the details of the sites that have been assumed to come forward in the future, please see the SHLAA update at <http://www.portsmouth.gov.uk/living/24280.html>.

Affordable Housing Provision

3.3.8 A total of 111 net affordable units were completed over the monitoring period. This equates to 40% of the net number of dwellings completed during the monitoring period, and is a very similar number to the previous monitoring period (130 in 2010/11). It is higher than the 20-30% requirement for affordable housing on individual developments set out the council's Portsmouth Plan Policy PCS19.

Family Homes & Internal Size of Dwellings

3.3.9 A new policy was introduced in the Portsmouth Plan requiring 40% of dwellings in new development to be 3 bedroom family homes. It is acknowledged that it would not be appropriate in all types of development to seek to achieve this standard, whereas in others the percentage of family homes could be higher. In monitoring the effectiveness of the policy, it is therefore useful to review the overall delivery of larger dwellings. In 2011/12, there was a net gain of 21 dwellings of 3 bedrooms or more, representing less than 8% of the overall net gain of dwellings. It should be noted, that the policy requirement only took full effect two months before the end of the monitoring period, but this figure nevertheless indicates that close attention will need to be paid to the issue in the future.

5 Density of new residential development

3.3.10 As in previous years, density of development remains consistently high in Portsmouth, with density averaging 99dph in developments across the city. This is much higher than the local minimum requirement of 40dph. In high density areas, policy PCS21 expects densities of 100dph and above, and while this policy only came into full effect towards the end of this monitoring period, average densities in new development in these areas were 136dph.

Houses in Multiple Occupation

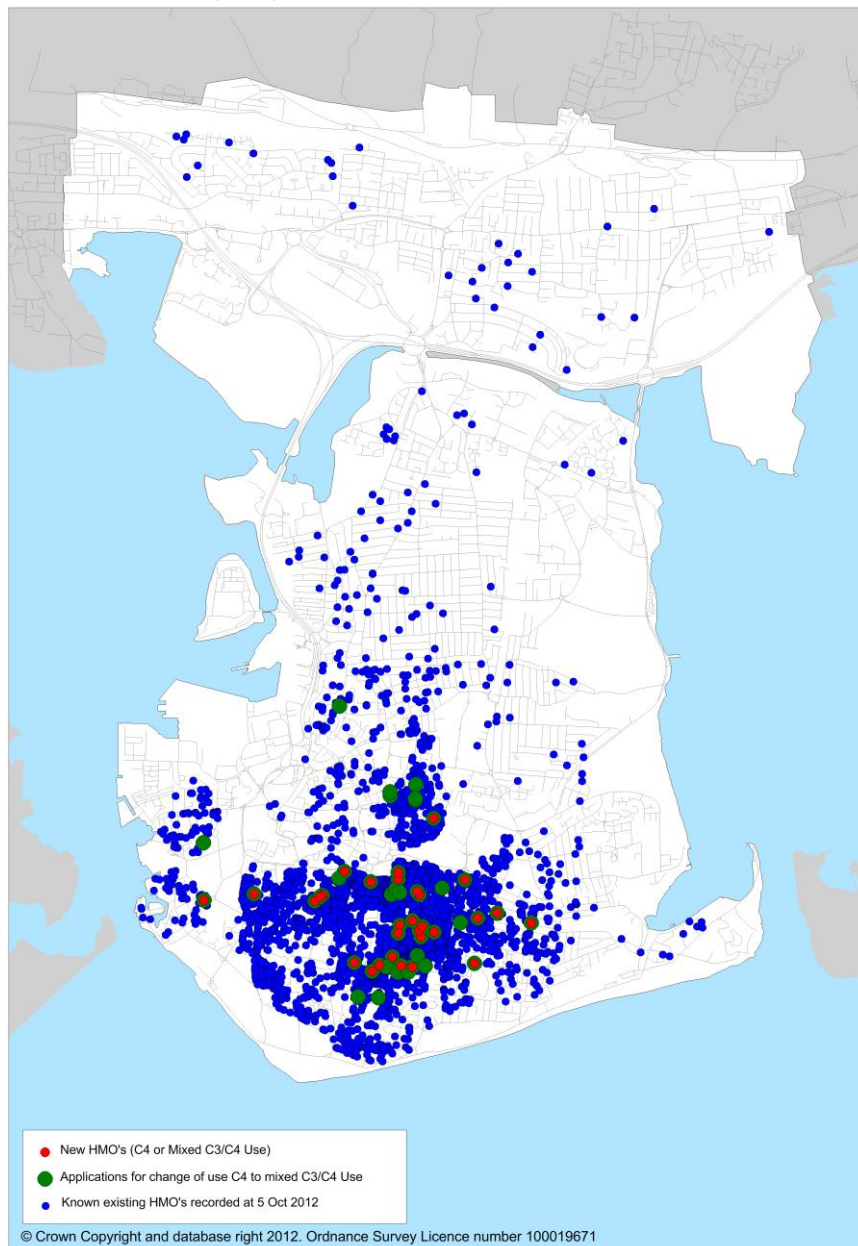
3.3.11 On 1st November 2011, following a period of 12 months' notice of its intention to make such a Direction, Portsmouth City Council made Article 4 Direction ART 4/HMO/01. From this date, all changes of use in the city from Class C3 to Class C4 have required planning permission.

3.3.12 As this is a new requirement, introduced in this monitoring period, this report reviews baseline data relating to HMOs in the city.

3.3.13 In order to support the approach taken in the SPD: Houses in multiple occupation: ensuring mixed and balanced communities (which sets out how Policy PCS20 will be implemented), the city council carried out research into the demand for, and supply of, HMOs in the city. The research report, published in March 2012, estimated that in 2011, just over 4,300 of the 72,700 dwellings in the city were in Class C4 or *sui generis* HMO use. It should be noted, however, that this estimate derived from records contained in the council's HMO database at December 2011. Given that properties in Class C4 use prior to November 2011 continue to be identified, it is likely that this number (4312) represented an underestimate of the true figure.

3.3.14 The plan clearly shows the concentrations of HMOs (as held on the council's HMO database at December 2011):

3.3.15 A significant proportion of these properties are in Southsea (in the wards of Central Southsea, St Jude and St Thomas) to the south and east of city centre, with a cluster to the north in Fratton. They are within close proximity to the university, local shops and nightlife, both within the city centre and other centres such as Albert Road / Elm Grove. A much sparser concentration runs northwards following the line of the A2407 (Fratton Road / London Road) and the location of local centres at Kingston Road, London Road (North and South) and Cosham (district centre). There is less supply to the west of the university around the areas of Portsea, where the number of council owned properties constrain supply, and Old Portsmouth where house prices may prove less attractive to prospective landlords.



Distribution of HMOs on city council's database, based on information available at 1.11.2011

3.3.16 The city council introduced Policy PCS20 (HMOs: ensuring mixed and balanced communities) as part of the adopted Portsmouth Plan. It seeks to avoid situations where existing communities become unbalanced by the narrowing of household types towards domination by a particular type, such as shared housing (HMOs). In future years the effects of this policy will be monitored through this report.

3.3.17 For this monitoring period, it is only possible to review 5 months' worth of data: the table below summarises the applications received between 1 November 2011 (the date of the introduction of the Article 4 Direction) to the end of March 2012 (the end of the monitoring period):

Use before application made	Application for change of use to	Applications received	No. permitted by PCC	No. refused by PCC
C3 dwellinghouse	C4 HMO	3	3	0
C3 dwellinghouse	Mixed C3/C4	31	19	12
C4 HMO	Mixed C3/C4	59	59	0
ALL:		93	81	12*
* 5 of these refusals were appealed, 4 of which were allowed by the Planning Inspectorate, and one was withdrawn.				

HMO Applications received 1.11.2011 to 31.3.2012

3.3.18 This data shows that the majority of these applications were for existing C4 HMOs to become mixed C3/C4. Landlords are applying for this type of mixed use, as it means that a property can be used in either way, without the need to apply for planning permission each time the property's use changes from Class C3 to C4.

3.3.19 Reviewing the location of these applications sites (see map of existing HMOs and applications), shows that they are largely in the areas with already heavy concentrations of HMOs.

3.3.20 Four of the twelve refusals by the council for change of use from C3 to mixed C3/C4 were later allowed by a planning inspector. This is perhaps due to the lack of clarity over implementation in the earlier stages. Since the end of the monitoring period a Supplementary Planning Document (SPD) has been adopted setting out clear guidelines for the determination of planning applications, which the city council hopes will reduce the number of successful appeals.

Gypsy, traveller and travelling showpeople accommodation

3.3.21 There were no applications for accommodation for gypsies, travellers or travelling showpeople during the monitoring period.

3.4 The Natural Environment

KEY MONITORING NEWS IN THIS SECTION

During this monitoring period, two further sites have been identified as being worthy of having local protection, and were designated as candidate sites in February 2012.

No planning permissions were granted on protected open spaces during the monitoring period.

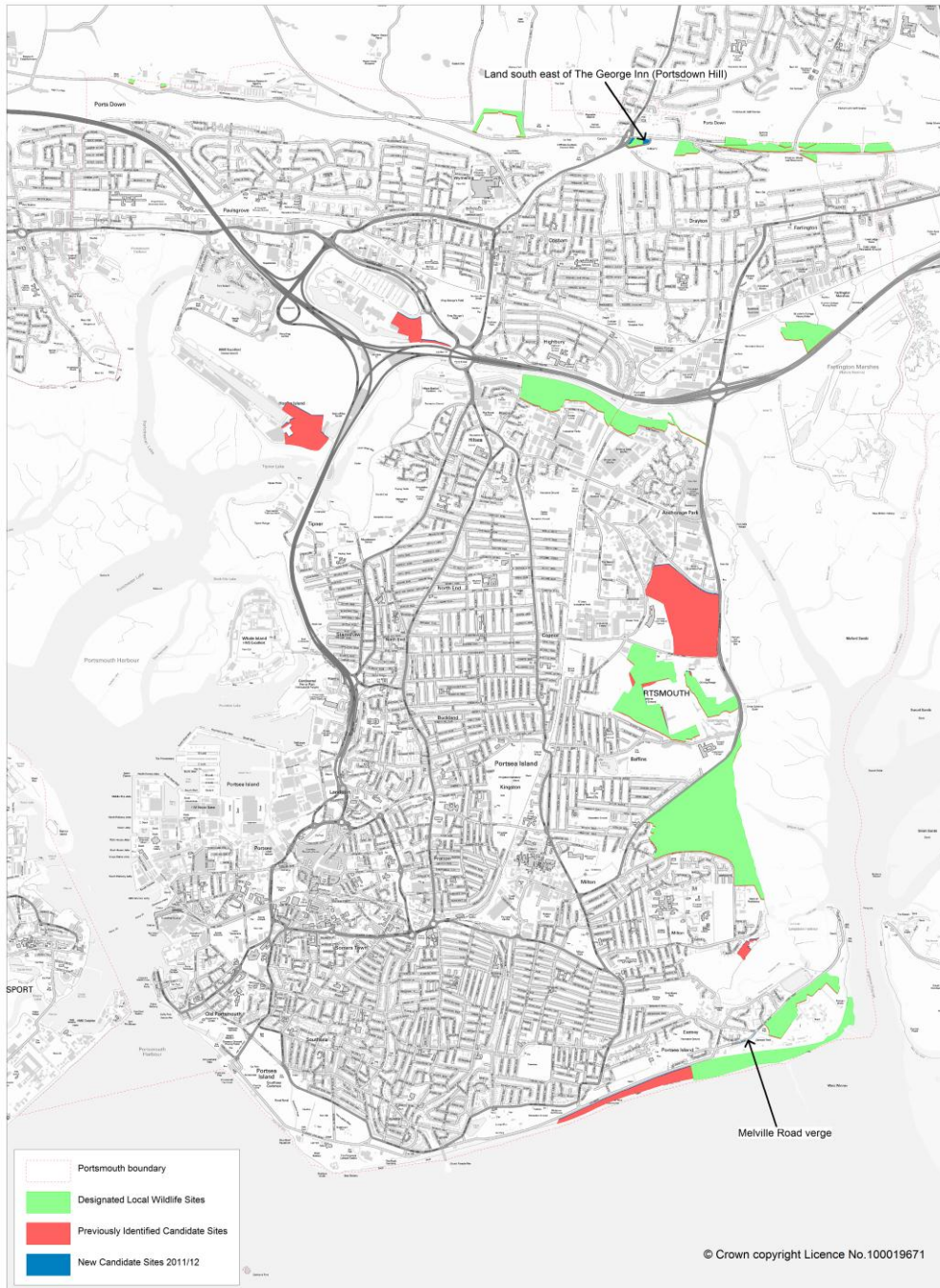
Planning permissions for two large residential sites will provide almost 20,000m² of new public open space for use residents

Sites of nature conservation value

- 3.4.1 The network of nationally and internationally significant nature conservation sites makes up 30% of Portsmouth's administrative area. Langstone and Portsmouth Harbours are Sites of Special Scientific Interest (SSSIs), Ramsar Sites and Special Protection Areas. In addition, Langstone Harbour forms part of the Solent Maritime Special Area of Conservation and sections of Portsdown Hill are a designated SSSI. There was a national target for 95% of SSSI's to be in favourable or recovering condition by 2010. This target was met in Portsmouth. The city council will continue to report on the condition of the nationally and internationally designated sites in future monitoring reports if significant issues arise, but there is nothing significant to report for the 2011/12 monitoring period.
- 3.4.2 Many sites that are of significant value for both the conservation of wildlife and its enjoyment by the city's residents and visitors are not actually covered by national or international designations. As a result, Portsmouth also has a network of locally valued, non-statutory nature conservation sites. In the past these were referred to as 'sites of importance for nature conservation or SINCs' and 12 were designated as part of the Local Plan.
- 3.4.3 The new Portsmouth Plan acknowledges the importance of up to date ecological data on local wildlife sites. Through policy PCS13, the city council pledges to "*resurvey designated sites periodically as well as others which could meet the criteria for selection*". Since 2007 the Hampshire Biodiversity Information Centre (HBIC) has been conducting such surveys on behalf of the city council.
- 3.4.4 During this monitoring period, two further sites have been identified as being worthy of having local protection, and were designated as candidate sites in February 2012: an extension to the site at Land South of the George Inn on Portsdown Hill, and a new candidate designation of the verges at Melville Road.

Site name	Site area (ha)
Land southeast of The George Inn (Portsdown Hill)	Extension of 0.53 ha to 0.81ha
Melville Road Verge	0.01
TOTAL additional:	0.54

- 3.4.5 Together, these add just over half a hectare of land to the network of recognised important local wildlife sites in the city, bringing the total area to 297.1 hectares.
- 3.4.6 The current network of fully designated (i.e. having a designation in an adopted plan) and candidate sites is shown on the plan below.



- 3.4.7 While the difference between full and candidate designation is recognised, the council will treat the provisions of policy PCS13 of the Portsmouth Plan as a material consideration in determining planning applications that would affect the candidate sites. The impact of this approach will continue to be monitored.

Open Space

Areas of protected open space

- 3.4.8 Protecting the city's parks and open spaces from development has been a longstanding policy in Portsmouth. Policy PCS13 of the Portsmouth Plan maintains this approach by stating clearly that planning permission should be refused for proposals which would result in the net loss of existing open space.
- 3.4.9 No planning permissions were granted on protected open spaces during the monitoring period.
- 3.4.10 The Parks and Open Spaces strategy was adopted by the Cabinet on 5th March 2012¹. This will implement a significant part of Policy PCS13 by considering how the open spaces are planned, managed, protected, designed and maintained in Portsmouth to ensure that the city's parks and open spaces are of a consistent high standard, fit for purpose and multifunctional. As part of the preparation of the strategy, a comprehensive audit and assessment was done for each individual open space in the city, which included mapping the space. This audit will inform any future review of the city's protected open spaces.
- 3.4.11 Two applications were permitted which included on-site open space during the monitoring period in line with Policy PCS13. These were at Tipner (10/00851/OUT) and at St Mary's West (11/00250/OUT).
- 3.4.12 At Tipner, public open space will be provided in the form of a central park, an equipped play site, landscaped public spaces between the waterfront apartment blocks and a coastal path. This will result in 14,750m² of new public open space, including views into Tipner Lake which currently cannot be accessed. According to the supplied accommodation schedule, there would be a requirement for 11,775m² of public open space, so the development is providing in excess of what would be required under the policy.
- 3.4.13 At St Mary's West, a total of 4,600m² of new public open space is proposed, although this is only two thirds of the 6,885m² which should be provided under PCS13. However at the time the application was submitted, the Portsmouth Plan was still in its Examination and Local Plan policy DC46 and the Planning Obligations SPD were in effect. These required a standard of 1ha/1000 population in contrast to the 1.5ha/1000 population which is required by the Portsmouth Plan, so under the Local Plan standard, the application at St Mary's West would have been policy compliant.
- 3.4.14 Overall, these two developments will create almost 20,000m² of new public open space, which is almost the size of Kingston Recreation Ground, and will be publicly available once the developments are complete.

¹ <http://www.portsmouth.gov.uk/living/20574.html>

3.5 The Economy & Access to Shops, Jobs and Services

KEY MONITORING NEWS IN THIS SECTION

In this monitoring period, there has been a significant loss of employment floorspace.

The only net gains in employment floorspace were seen in the B8 storage and distribution use class.

There have been losses in employment and shopping floorspace in the city centre. However, some of these are helping to support the character of the locality they are in.

Vacancy rates in the city centre are relatively low, compared to the national picture.

The level of A1 in the Commercial Road area has fallen below the minimum threshold envisaged in the Portsmouth Plan.

The percentage of A1 shop uses within Southsea's primary frontage continues to be above the target, and there are very few vacancies, demonstrating the centre has a strong retail shopping core.

The percentage of A4/A5 uses within Southsea's the secondary retail area remains below the maximum level set in policy.

The number of restaurants and cafés (A3 use) in the secondary area of Southsea centre has remained constant in the last few monitoring years

Markets continue to be held in Palmerston Road indicating their continued popularity despite the wider economic downturn

Vacancy rates are low in Albert Road / Elm Grove, North End and Cosham District Centres, but as in previous years, continue to be very high in Fratton.

Whilst three of the four policy requirements are currently breached in Albert Road / Elm Grove district centre, the policy is being used successfully in preventing further changes of use.

Cosham is currently performing well, has a healthy level of shops and a relatively low vacancy rate. There have been no notable developments in Cosham during the monitoring period.

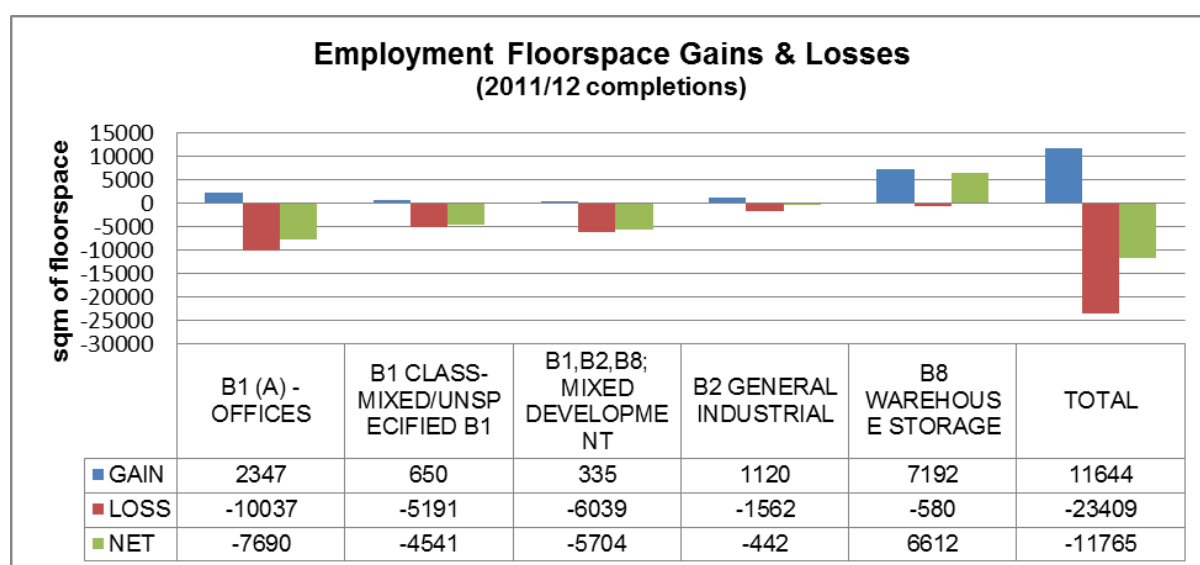
North End has slipped in the retail rankings over the years. Ideally, this centre should have a higher level of A1 shops, but overall it is performing well.

Employment land

3.5.1 The graph below shows total floorspace gains and losses for employment uses in Portsmouth during the 2011/12 monitoring period.

3.5.2 In this monitoring period, there has been a net loss of more than 11,000sqm of employment floorspace. Figures show particularly notable losses from B1, although it should be noted that gains are still expected from the same applications, which will leave a lesser net loss. Nevertheless, these significant losses are cause for concern for the future economic development of the city.

3.5.3 The only net gains in employment floorspace were seen in the B8 storage and distribution use class.



Portsmouth City Centre

Amount of key town centre use floorspace (new shopping (A1), employment and hotel) provided in the city centre

3.5.4 The table below sets out all developments which have been permitted in the monitoring period that have resulted in a gain or loss of shopping, employment or hotel floorspace in the different city centre localities, where the Portsmouth Plan envisage supporting different characters within the city centre.

3.5.5 In addition to the uses highlighted in the table, on 3rd June 2011, planning permission was granted for an extensive development of the former Victoria Baths site. The development will contain a 33 storey student hall of residence with 598 study bedrooms together with a six storey teaching block. This application demonstrates confidence in the continued success of the city as a university destination. The new academic building will provide another high quality bespoke facility and the halls of residence an equally high specification residential accommodation that will enhance the attractiveness of the University to students and staff. The development is within PCS4's University Quarter and so is fully in line with the vision of this part of the city

centre as a Higher Education cluster.

- 3.5.6 The table shows that there has been an overall loss of 4,349m² of employment floorspace throughout the city centre during the monitoring period. Of these losses, 3,931m² was office floorspace. However the vast majority of this loss was the result of one application, the change of use of St Andrews Court to University teaching facilities. This is located in the University Quarter where PCS4 encourages the clustering of Higher Education uses to continue. As a result, the building has been reused in a way which contributes towards the objectives of PCS4.
- 3.5.7 Hotel development has also followed the aims of PCS4 and the Hard Supplementary Planning Document, which both direct hotels to The Hard to take advantage of its waterfront location and accessibility.
- 3.5.8 The Portsmouth Plan shows a need for 50,000m² of retail development up to 2026. Taking into account the net loss of approximately 1,000m², this increases the overall need in the city centre to 51,000m². Given the delay in the City Centre North Development (see below) this further increases the need to improve the shopping experience in the Commercial Road area and prevent the loss of further shop units to non-shopping functions. There has also been permission granted for 1,500m² of food and drink development against a target of 9,500m² in Policy PCS4.
- 3.5.9 There have been losses in employment and shopping floorspace in the city centre. However, some of these are helping to support the character of the locality they are in, as envisaged in the Portsmouth Plan city centre policy. This is particularly true for the University Quarter and for the area North of Market Way.

City centre shopping (A1), employment (B1(A), B1, B2 or B8 and hotel (C1) development

Application ref	Location	Proposal	Decision date	Change in shopping (m ²)	Change in employment (m2)	Change in food & drink (m ²)	Change in hotel (rooms)
Commercial Road shopping area							
11/00513/FUL	Units 110 & 111 Cascades Commercial Rd Spring Walk	Change of use from Shop (A1) to Restaurant/café (A3) to include external seating area to Spring Walk	19/07/2011	-247		247	
11/01292/FUL	229-231 Commercial Road	Change of use from shop (A1) to restaurant (A3).	23/02/2012	-216		216	
12/00073/FUL	Units 112A & 113A Cascades	Incorporation of part of mall walkway into retail units to form shop kiosks	20/03/2012	48			
11/00157/FUL	Masonic Lodge, 28-40 Lake Road	Constr of ¾ storey building to form language school, ancillary office accommodation & restaurant; provision of café.	25/08/2011			666	
Sub-total for the Commercial Road shopping area:				-415		1,129	
North of Market Way							
11/00453/FUL	Victory Retail Park, Flathouse Road	Alternations to existing car park after demolition of existing retail unit.	24/01/2012	-470			
11/00668/FUL	1-5 Victory Retail Park, Flathouse Road	Construction of single storey front elevation to form new entrance and external alternations.	02/09/2011	80			
Sub-total for North of Market Way:				-390			
Station Square and Station Street							
11/01080/FULR	8 Surrey Street	Renewal of 08/01723/FUL for construction of 19/25 storey hotel (C1) and detached coffee bar (A3)	23/12/2011			-3,096 [†] B1/B2/B8 mix	369 [†]
Total for Station Square and Station Street:						0	0
Guildhall area							
11/00757/FUL	1 Guildhall Walk	Change of use of ground floor & basement from office (B1) to pharmacy (A1).	18/10/2011	418		-418 Ba(A)	
Sub-total for Guildhall Area:				418		-418	

University Quarter							
11/00208/FUL	St Andres Court, St Michaels Road	Change of use from offices (B1) to mixed use of offices and University teaching (D1)	14/04/2011		-2,702 B1(A)		
Total for University Quarter:						-2,702	
Portsea							
11/00053/FUL	1-5 Queen Street	Construction of part 4 and part 5 storey building to form 41 flats.	29/11/2011	-729	-1,089 B1(A)		
11/01201/FUL	60 Queen Street	Change of use from shop (A1) to hot food takeaway (A5) & installation of flue to side elevation.	16/02/2012	59		59	
11/00378/FUL	Mitre Court House, 1A Bishop Street	Conversion to form single dwellinghouse.	14/06/2011		-140 B1(A)		
11/00656/FULR	Warehouse, Cross Street	Const of 6 2-storey houses and 159 flats / maisonettes with parking, cycle stores and landscaping.	30/03/2012		-3,501 [†] B8		
Sub-total for Portsea:				-670	-1,229	59	
The Hard							
11/00729/OUT	19-20 The Hard Keppels Head car park	Outline application for the construction of 6 storey building to form hotel with café at ground floor	13/10/2011			130	24
Sub-total for The Hard:						130	24
Gunwharf Quays							
11/00122/FUL	S92 to S93 Market Square Gunwharf Quays	Change of use to external seating area & installation of fixed seating, planting and pergolas	14/04/2011			220	
Sub-total for Gunwharf Quays:						220	
Total for all city centre localities:				-1,057	-4,349	1,538	24
[†] Please note that as these are renewals of planning permission the floorspace gains and losses have already been considered as part of the original application.							

Shopping and vacant frontage in the Commercial Road shopping area

3.5.10 The Portsmouth Shopping study update, which was published during the downturn in 2009 shows that the Commercial Road shopping area has slipped outside the top 100 centres in the country, most likely for the first time. Given Commercial Road's slide in the national retail centre rankings and the significant need for new shopping development in this locality, PCS4 requires that at least 75% of the frontage of the Commercial Road shopping area remains in A1 (shopping) use. This is broadly the level of A1 when the Portsmouth Plan was submitted to the Secretary of State for Examination.

3.5.11 Whilst the previous Local Plan policy for the city centre (CD5) had a similar requirement, the boundary of the Commercial Road shopping area is different to the CD5 boundary and so it is not possible to compare the previously reported figures with the monitoring of PCS4. The level of A1 in the city centre at the end of the monitoring period is set out in the table below.

Level of A1 shops in Portsmouth City Centre at the end of the monitoring period		
75% of the frontage is	1834.47m	75.00%
Current level of A1 (incl vacant units)	1775.06m	72.57%
Additional non-A1 frontage which can be accommodated	-59.42m	-2.43%

3.5.12 Since the policy was formulated and submitted to the Secretary of State, the city council has granted planning permission for two applications (11/00513/FUL & 11/01292/FUL) which led to a loss of A1 frontage in the Commercial Road shopping area (see above for further details on these applications). The units had both been vacant for many years. Both of the applications were also accompanied by detailed marketing and feasibility reports which looked at the level of marketing which had taken place, the interest shown in the units and any perceived issues with marketing the unit in question as a shop. As a result, the city council considered it was clearly beneficial to have the units in use as restaurants rather than remaining vacant, as they were clearly not viable as shops.

3.5.13 Nonetheless, this means that the level of A1 in the Commercial Road locality has fallen since the policy was formulated. As a result, further loss of A1 frontage would generally not be supported by the city council. The city council keeps a 'live' record of gains and losses of A1 frontage in the city centre and so applicants are encouraged to enquire as to what the current level is prior to making an application.

3.5.14 Whilst the level of shopping uses is below the desired level, the vacancy level in the city centre is particularly low at 8.71%. This compares to the national vacancy rate of 14.6%. These two figures measure vacancy rates in slightly different ways and so are not directly comparable, although they strongly suggest that Commercial Road has a

low vacancy rate. Furthermore, the majority of the vacancies in the city centre are located towards the north of Commercial Road, on Charlotte Street and Lake Road. These areas were subject to a Compulsory Purchase Order for the City Centre North development, which is likely to continue to impact on the ability to let the units.

3.5.15 Vacancy levels along the central stretches of Commercial Road and in the Cascades Centre are particularly low with only a handful of units in this stretch being vacant. This is a marked change from the last monitoring period as the former Woolworths store, which stood empty for almost three years, is now part of an enlarged Primark store. This has brought 3,000m² of retail floorspace in the middle of the city centre back into use.

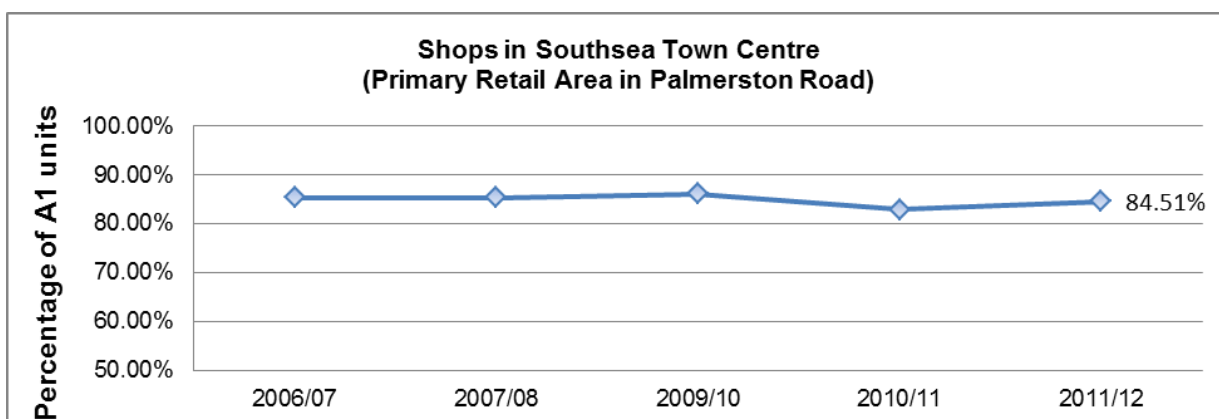
Southsea Town Centre

3.5.16 There are two strands to the policy framework for Southsea Town Centre: one is a focus on maintaining a healthy level of retail shops in the primary shopping area around Palmerston Road, the other is to create a restaurant / café quarter in the southern part of Palmerston Road and Osborne Road and also limit the number of drinking establishments and hot food takeaways in this area.

Protection of Shops in Southsea

Current mix of uses in Southsea Town Centre Primary Area (Ground Floor Level)			
	Land use class	Frontage (m)	Percentage
A1	Shops	656.745	83.26%
A2	Financial Institutions	83.6	10.60%
A3	Restaurants and Cafés	27.935	3.54%
A4	Drinking Establishments	10.69	1.36%
A5	Hot Food Takeaways		0.00%
B1a	Office		0.00%
B2	General Industrial		0.00%
C1	Hotels		0.00%
C3	Residential		0.00%
D1	Non-residential institutions	12.42	1.57%
D2	Assembly & Leisure		0.00%
SG	Uses without use classes		0.00%
Current mix policy context			
	Current level of A1	656.745	83.26%
	Current Vacancy Rate	12.02	1.52%

3.5.17 Permission for other town centre uses within the primary frontage will only be permitted if at least 75% of units are in A1 use. This is to ensure variety and choice for visitors to Southsea and to protect Palmerston Road's retail core. Monitoring reports in previous years have shown a high percentage of A1 uses in the town centre, staying around the 85% consistently for the past few years, dropping to under 83% in 2010/11 and rising again to over 83% in this monitoring period (83.26%). These figures are well above the 75% policy threshold, indicating a strong centre.

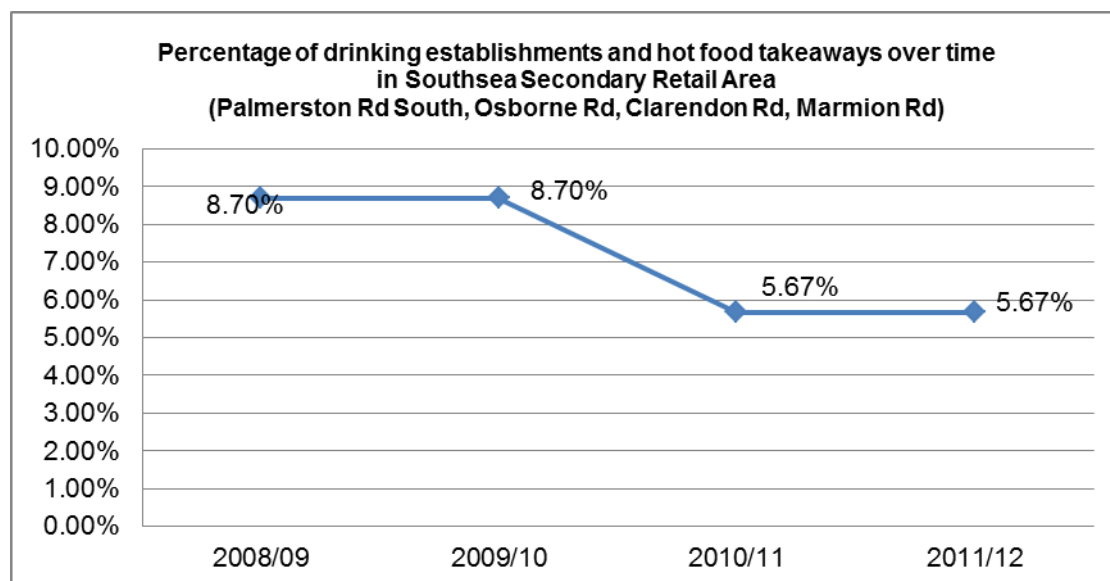


3.5.18 Vacancy rates are also very low in Southsea, only at 1.52% in the primary area, and 5.44% in the secondary area, meaning very low levels across the centre as whole, especially when compared to a national average of 14.5%.

Percentage of A4/A5 in the secondary frontage

3.5.19 Policy STC5 states that no more than 8% of secondary frontage can be in A4/A5 use to ensure bars and takeaways do not adversely affect residential amenity through increased noise, disturbance and anti-social behaviour.

3.5.20 The graph below shows the current level of A4/A5 uses in the secondary frontage over time to 2012. There was a decrease in the percentage of A4/A5 uses to below the target in 2010/11 and the percentage has remained at this same low level in this monitoring period, indicating that the policy has been effective in achieving its aims.



Current mix of uses in Southsea Town Centre Secondary Area (Ground Floor Level)			
	Land use class	Frontage (m)	Percentage
A1	Shops	352.53	30.10%
A2	Financial Institutions	176.36	15.06%
A3	Restaurants and Cafés	235.45	20.11%
A4	Drinking Establishments	51.74	4.42%
A5	Hot Food Takeaways	14.63	1.25%
B1a	Office	8.01	0.68%
C1	Hotels	32.17	2.75%
C3	Residential	217.95	18.61%
D1	Non-residential institutions	33.55	2.86%
D2	Assembly & Leisure	36.66	3.13%
SG	Uses without use classes	12.03	1.03%
Current mix policy context			
	Current level of A4/A5	66.37	5.67%
	Current Vacancy Rate	56.75	4.85%

Number of A3 units in the secondary frontage

3.5.21 Cafés and restaurants are encouraged to locate within Osborne Road and Palmerston Road South through implementation of policy STC4. The council aims to improve the vitality of the centre and to create a restaurant quarter that utilises the existing concentration of restaurants and cafés in the area.

3.5.22 The number of restaurants and cafés (A3 use) in the secondary area of Southsea has remained almost constant in the last few monitoring years, at around one fifth of the frontage of this area.

Percentage of A3 frontage					
Southsea secondary frontage	2007/2008	2008/09	2009/10	2010/11	2011/12
	21.5%	19.65%	19.65%	20.11%*	20.11%

*this figure was mistakenly reported as 24.26% in the 2011 AMR – this is because only the frontage of the restaurant quarter was measured, while in other years, the whole secondary frontage was used. While this gave a false impression of a large increase last year, it does serve to highlight that that around a quarter of all units in the restaurants quarter are in A3 use.

Markets and Events

3.5.23 Policy STC6 of the Southsea Town Centre Area Action Plan promotes the existing Farmers' Markets and encourages proposals for any additional markets and events in the Palmerston Road precinct.

3.5.24 The pedestrian precinct, which has been subject to an environmental improvement programme over the past years, now hosts a variety of markets and festivals throughout the year. Most notably the monthly Hampshire Farmers Market, the annual Southsea Food Festival, and numerous international and craft markets attract shoppers and visitors.

Programme of improvements to the precinct

3.5.25 Policies STC12 & 13 commit the council to an improvement programme for the precinct and the wider centre. Building on successful work that has been done so far to Palmerston Road and the pedestrian precinct in Southsea and with the view to regenerating the Southsea retail offer and to improve the experience for those visiting the area, further improvements have been made to enhance the south end of Palmerston Road.

3.5.26 The design for the scheme and associated Traffic Regulation Order was approved at Cabinet on 5 December 2011. A pedestrian zone has been created in Palmerston Road between the junctions of Clarendon Road and Villiers Road, thereby changing the emphasis on its use.

3.5.27 The works were completed in June 2012, shortly after the end of this monitoring period, with the aim of regenerating the areas by improving the pedestrian and trading environment, and increasing connectivity for pedestrians between the seafront and Southsea Town Centre

District centres

3.5.28 The Portsmouth Plan designates four areas as district centres: Albert Road & Elm Grove, Cosham, Fratton and North End.

Vacancies

3.5.29 It is not possible to compare the vacancy rates in the district centres with previous years as the boundaries have changed due to the adoption of the Portsmouth Plan.

Vacancy Rates in the District Centres	
Albert Road & Elm Grove	7.16%
Cosham	8.84%
North End	6.07%
Fratton	17.25%

3.5.30 The national vacancy rate at the end of the monitoring period was 14.6%, although this is measured using a slightly different methodology. Nevertheless, this figure serves as an indicator to show that most of the city's district centres have relatively low vacancy rates. This is with the exception of Fratton, which for some time has been struggling to keep its shop units occupied.

Albert Road & Elm Grove

3.5.31 This is a long, linear centre which runs east-west through Southsea. The centre is ranked at around 1,500th, which is very low. However the retail centre ranking methodology does not take into account some of the big draws to the centre. In particular, one of the criteria which boosts a centre's rank is the presence of multiple retailers whereas here it is the variety of independent, niche retailers and food and drink outlets which draws people to the centre, and makes it a popular and successful destination locally.

3.5.32 The policy contains a number of requirements which guide the mix of uses in the centre to balance its complementary roles and its proximity to people's homes.

Policy proposal	Current frontage	Current percentage	Required percentage	Surplus/ deficit	Surplus/ deficit
How much of the Albert Rd primary frontage is A1?	672.77m	48.76%	50.00%	-17.16m	-1.24%
How much of the Elm Grove primary frontage is A1?	209.88m	54.21%	50.00%	16.30m	4.21%
What is the total A3, A4 and A5 in the centre?	622.50m	23.89%	23.00%	-23.15m	-0.89%
What is the total A3, A4 and A5 in the west of Albert Road?	303.49m	35.26%	35.00%	-2.27m	-0.26%

3.5.33 Three of the four policy requirements are currently breached. During the monitoring period, one planning permission has been granted, despite a breach of the percentage thresholds taking place, at 46 Albert Road (12/00184/FUL). However policy PCS8

allows for such changes of use if the A2 use is “retail’ in nature and form(s) and established part of the high street”, which was considered to be the case here.

3.5.34 The policy has been used successfully to refuse the three applications during the monitoring period which would have been contrary to policy in seeking a change of use breaching the policy thresholds. In two of these cases, the applicant appealed the decision and the appeals were dismissed, one of the inspectors noting that there would be harm caused to the vitality and viability of the district centre. The Inspector noted that the individual harm of this development would be small, but that *“such incremental changes over time would give rise to a greater conflict with Policy and be to the greater detriment of the vitality and viability of this Centre.”*

3.5.35 Whilst three of the four policy requirements are currently breached, the council has been able to successfully ensure that further breaches of the policy, and thus harm to the district centre, have been prevented. Overall, the policy is being successfully implemented, allowing Albert Road & Elm Grove to retain its twin character of specialist independent shopping and a buoyant night time economy.

Cosham

3.5.36 Cosham is the only district centre in Portsmouth on the mainland and is partly pedestrianised. Over the longer term, Cosham has largely retained a retail centre ranking of around 500, which represents a credible, healthy district centre. PCS4 requires at least 55% of the primary frontage to be used as shops to preserve the centre’s role.

Level of A1 shops in Cosham district centre at the end of the monitoring period		
55% of the frontage is	557.85m	55.00%
Current level of A1 (incl vacant units)	577.67m	56.95%
Additional non-A1 frontage which can be accommodated	19.82m	1.95%

3.5.37 Cosham is currently performing well, has a healthy level of shops and a relatively low vacancy rate. There have been no notable developments in Cosham during the monitoring period.

Fratton

3.5.38 Fratton is only 1km to the east of the city centre and consists of a shopping centre with a large supermarket and a number of smaller shops on Fratton Road. The centre does not have a ranking which shows it is outside the top 1,500 centres in the country. To ensure that the centre does not continue to slip further, Policy PCS8 requires that at least 55% of the primary frontage remain as shops.

Level of A1 shops in Fratton district centre at the end of the monitoring period		
55% of the frontage is	424.36m	55.00%
Current level of A1 (incl vacant units)	530.29m	68.73%
Additional non-A1 frontage which can be accommodated	105.93m	13.73%

3.5.39 The level of shops in Fratton is above the policy threshold and relatively high, compared to North End and Albert Road & Elm Grove. However the vacancy rate is the highest of any of the district centres. Furthermore, all but one of the 14 vacant units are A1 shops. As a result, only 53.45% of the primary frontage comprises shops which are trading. There have not been any notable developments in Fratton during the monitoring period. Applications to change the use of vacant shop units to non-shopping uses will continue to be looked on favourably in Fratton to try and reduce the vacancy rate, bring empty shops back into use and improve the vitality and viability of the centre.

North End

3.5.40 North End is a fairly linear centre, focussed on London Road. It serves the immediate area with a supermarket and a variety of comparison goods stores. North End's retail rank has fallen somewhat in recent years from c500 to c800. Policy PCS4 requires that 65% of the primary frontage be used as shops to help to address this issue.

Level of A1 shops in North End district centre at the end of the monitoring period		
65% of the frontage is	464.92	65.00%
Current level of A1 (incl vacant units)	453.94	63.46%
Additional non-A1 frontage which can be accommodated	-10.98	-1.54%

3.5.41 There is currently a deficit of 10.98m of A1, which is equivalent to two to three standard shop units in this centre. However the centre has a vacancy rate of only 6.07%. The former Odeon cinema and the two vacant retail units either side of it are currently being converted into a Sainsbury's supermarket (application 11/00657/FUL), which will reduce the vacancy rate still further by approximately half. Overall, it is considered that despite a breach in policy, North End is performing well.

Access to Local Shops and Services

3.5.42 As well as protecting our the vitality and viability of the designated town and district centres, the council is also keen to ensure that people have access to shops and services near to where they live.

3.5.43 The council has designated a number of local centres across the city. These are small parades of shops, often including a small convenience store, some takeaways and a collection of other small businesses.

3.5.44 Local Centres have been designated at:

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

3.5.45 Monitoring of these centres show very little change over the past few years. It is therefore not considered a priority to monitor the make up of these centres closely, although if any noteworthy change emerges in the future, this will be reported in future monitoring reports.

3.5.46 The Portsmouth Plan also introduced a policy to allow small scale (<280sqm) town centre development such as shops and offices across the city. National policy makes this difficult, but the city council considers that it is important to allow these uses in all areas, so that people have access close to where they live. This policy was only introduced in January 2012, so it is not yet possible to determine the impact of the new policy in this monitoring period. However, as a baseline, it should be noted that in 2011/12, eleven applications were permitted for small town centre uses outside of designated town centres. None of these were additional town centre uses, however, but changes of use from town centre uses already in existence.

Access to shops and services from new development

3.5.47 The table below shows the percentage of residential developments permitted during the monitoring period lying within a 10 minute walk of key services.

Accessibility of new residential development		
	Number	% of all residential units permitted
Permitted housing within 10 min walk of public transport	589	35.16%
Permitted housing within 10 min walk of school	1625	97.00%
Permitted housing within 10 min walk of major retail centre	576	34.39%

3.5.48 In this monitoring period, the percentage of new permissions for housing which are within an easy walking distance of shops and transport services is very low. However, this is showing in this way, as the large development site at Tipner does not currently have good access. But the development itself includes local shopping facilities and park and ride facilities.

3.6 Infrastructure & Community Benefit

KEY MONITORING NEWS IN THIS SECTION

Progress has been made towards some of the infrastructure projects highlighted as essential to the delivery of the Portsmouth Plan

Tariff style contributions have been successfully collected and some key projects have been delivered with the funds collected.

The Community Infrastructure Levy was introduced during this monitoring period and this will change the way that developer contributions to infrastructure are collected and spent.

Provision of infrastructure

3.6.1 Through Policy PCS16 of the new Portsmouth Plan, the council has committed to working with its partners to bring forward infrastructure projects that are required as a result of its development strategy. The table below is taken from Appendix 2 of the Portsmouth Plan, and sets out the key infrastructure projects that are needed to support development in the city.

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
Community and Cultural Infrastructure	Community Hub in Somerstown	PCS5	2011 - 2016	Planning Permission granted; Construction has started at the time of writing (after end of monitoring period)
Education	Primary School Places	PCS1 & 9	ongoing - when needed for development	Not yet needed
Flood Risk Management	Surface and Foul water separation	PCS12	2011 - 2016	PCC is providing ongoing support to Southern Water's team delivering schemes (ongoing to 2015)
	New pumping station and out-fall along the south-coast of the city	PCS12	2016 - 2021	nothing to report
	Link from western to eastern interceptor sewer	PCS2, 3 & 12	2011 - 2016	Preferred options have been investigated, but schemes have not been progressed during this monitoring period. Needed for the Tipner development.
	Portsea Island Coastal Defence Strategy	PCS12	2011 - 2016	Scheme development for flood cells 1 & 4 is progressing

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy	PCS12	2016 - 2021	No final decisions have been made on the strategy but it is in the final stages and nearing completion.
Green infrastructure (GI)	Southsea Common & the Seafront	PCS9 & 13	Seafront strategy action plan splits actions into short term (1yr), medium term (2-5 yrs), long term (6-16yrs)	Work began on a Seafront Masterplan
	Paulsgrove Country Park	PCS3 & 13	2011 - 2016	nothing to report
	Pocket parks for Portsmouth	PCS13	ongoing - when needed for development	See open space section
	New and improved green infrastructure in Somerstown	PCS5 & 13	2011 - 2016	Phase 1 of the regeneration project is underway – this will include the reconfiguration of some of the open space around the Community Hub and the provision of a multi-use games area.
	Open Space enhancements at Port Solent	PCS2 & 13	2016 - 2021	not yet needed
Health	Additional GPs	PCS1 & 14	2011 - 2016	nothing to report
Transport and Access	Bridge Link Tipner - Port Solent	PCS1, 3 & 17	2016 - 2021	nothing to report
	M275 junction and P&R at Tipner	PCS1	2011 - 2016	In December 2011, the government announced almost £20m of funding for a council project to build a new junction for Tipner off the M275 motorway, along with a park-and-ride scheme.
	City Centre North Road Improvements	PCS4 & 6	2016 - 2021	The city council is exploring a number of funding options to deliver the new road alignment
	Highway and access improvements to link Lakeside to Cosham	PCS5	2011 - 2016	Development and highway improvements have commenced
	The Hard Interchange	PCS4 & 17	2011 - 2016	The SPD has been updated to reflect the Portsmouth Plan policy position; nothing further to report
	Station Square Interchange	PCS7 & 17	2016 - 2021	nothing to report
Utilities	Electricity Sub-station for Tipner & Port	PCS1, 2 & 3	2016 - 2021	not yet needed

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	Solent			
	Water Supply Pipeline for Tipner West	PCS1	at same time as Tipner junction	not yet needed
Waste Management	Waste Water at Lakeside	PCS5	2011 - 2016	Development has commenced

Developer contributions towards infrastructure

3.6.2 The council is clear that new development should only be permitted where appropriate and timely provision has been made or can be made for the necessary infrastructure to serve the development, and to not put undue pressure on existing infrastructure.

3.6.3 As well as direct provision as part of development schemes where this is considered necessary and practical, since 2005 this has taken the form of tariff style contributions towards open space, sustainable transport, education and environmental improvements in the city centre.

3.6.4 The introduction of the Community Infrastructure Levy (CIL) on 1 April 2012 changes the way developer contributions are collected. For this reason, it is interesting at this juncture to review the collected S106 contributions from their introduction in 2005 to the end of March 2012. In total, over three and a half million pounds has been collected.

	05/06	06/07	07/08	08/09	09/10	10/11	11/12	2005-12
Open Space	74,104.75	587,970.16	485,657.78	299,029.41	208,868.25	239,338.15	350,478.55	2,245,447.05
Sustainable Transport	175.00	166,536.00	187,588.84	155,965.72	81,628.56	106,079.79	163,391.15	861,365.06
Education	0.00	0.00	0.00	0.00	75,000.00	0.00	40,568.91	115,568.91
Environmental Improvements	0.00	0.00	1,105.00	0.00	7,396.80	0.00	381,557.06	390,058.86
Total:	74,279.75	754,506.16	674,351.62	454,995.13	372,893.61	345,417.94	935,995.67	3,612,439.88

3.6.12 During the 2011/12 monitoring period, the following schemes benefited from spending of collected S106 contributions:

3.6.13 Total Spend 2011/12 on open space schemes: £376,874

Schemes	
Sustainable Planting	29,706.23
Tamworth Ball Park	47,163.98
Portsea Venture Playgrounds	5,309.92

Bransbury Park	39,759.80
Adventure Play Equipment	5,309.92
Acquisition of Eastney Playing Fields	3,450.00
Hilsea Splashpool	246,174.20
TOTAL Open Space Spend	376,874.05

3.6.14 Total Spend 2011/12 on sustainable transport schemes: £86,666

Schemes	
Seafront Cycle Route	45,448
Access to stations (Hilsea)	7,807
Raised kerbs at bus stops city wide	33,411
TOTAL Sustainable Transport Spend	86,666

3.6.15 In future years, monitoring will focus on collection and spend of the Community Infrastructure Levy, which from 1 April 2012 has become the main source of developer funding for infrastructure.

4. CONCLUSIONS AND RECOMMENDATIONS

- 4.1 This is the eighth Annual Monitoring Report charting the city's progress against its planning policy framework.
- 4.2 There have been significant changes to that framework during this monitoring period, with the adoption of the Portsmouth Plan. Many of the policies which will form the basis of future monitoring reports are therefore new and we are only beginning to see the effects of having these policies. Others are continuing the policy approach of the previous plan and clear trends can be seen.
- 4.3 Overall, there have been a number of positive developments during this monitoring period, and only a few areas for concern:
- 4.4 Elements that can be highlighted as particularly positive are:
- Significant progress has been made in bringing the Portsmouth policy framework up to date, with the adoption of the Portsmouth Plan, and work commencing on the site allocations
 - Portsmouth is one of the first authorities in the country to approve its Community Infrastructure Levy Charging Schedule.
 - Significant progress has been made on a number of the key regeneration sites during this monitoring period. Most notably planning permission has been granted for the redevelopment of Tipner and the clean-up operation has begun, and in Somerstown, Phase 1 of the regeneration plan is well underway.
- 4.5 There are some policy areas, where indicators show a difficult picture, but where there are strong indications that the situation will improve:
- The number of housing *completions* is significantly below the annual target, but a very large number of housing *permissions* were granted during the same period; It is expected that development targets will once again be met as economic conditions improve nationally.
 - The city is able to demonstrate an adequate housing land supply for the first five years (the most important period) of the projections. The national requirement of an additional 5% buffer cannot be shown, but this is clearly due to the complexity of the site at Tipner, which will take longer to deliver, although planning permissions have now been granted for almost 600 homes there.
 - One third of city council refusals for new HMO uses were successfully appealed by applicants during the monitoring period. It is anticipated that the adoption of an SPD, setting out how Policy PCS20 of the Portsmouth Plan will be implemented, will reduce the number of successful appeals as the document will now be afforded significant weight as a material consideration in the determination of planning applications for new HMO uses.
 - Whilst three of the four policy requirements are currently breached in Albert Road / Elm Grove district centre, the policy is being used successfully in preventing further changes of use.

4.6 Some indicators will need to be monitored carefully in future to ensure they improve. The city council should consider the following:

- Family dwellings (3 bedrooms or more) made up only 8% of the net gain of all dwellings during the monitoring.
- There has been a significant loss of employment floorspace during the monitoring period
- The level of A1 shopping frontage in the Commercial Road area has fallen below the minimum threshold envisaged in the Portsmouth Plan.
- As in previous years, vacancy rates on Fratton District Centre remain very high.

4.7 In order to ensure that these indicators do not continue down this trajectory, particular care will need to be taken in development management decisions to take account of the threshold and target and use the protection mechanisms in the Portsmouth Plan.

Appendix 1: Monitoring Framework

Heading in AMR	Policy	Indicators
Progress on Planning Policy	All	
Regeneration sites & areas	PCS1 Tipner PCS2 Port Solent & PCS3 Horsea Island PCS4 Portsmouth City Centre PCS5 Lakeside Business Park PCS6 Somerstown & North Southsea PCS7 Fratton Park & the South Side of Rodney Road PCS9 The seafront	<p>Tipner</p> <ul style="list-style-type: none"> • Progress towards delivery of the site (information on funding for the transport interchange, provision of infrastructure and progress of any planning applications) • Amount of new housing delivered at Tipner (480 - 1,250 by 2027) • Amount of new employment floorspace delivered at Tipner (25,000m² employment) <p>Port Solent & Horsea Island</p> <ul style="list-style-type: none"> • Progress towards delivery of the site (information on funding for the bridge, provision of infrastructure, transport improvements and progress of any planning applications) • Amount of new housing delivered at Port Solent & Horsea Island (500 - 1000 by 2027) <p>Lakeside</p> <ul style="list-style-type: none"> • Progress towards development at Lakeside (assess against timescales set out in planning application) • Amount of new employment floorspace delivered at Lakeside Business Park (69,000m² by 2027) <p>Fratton Park</p> <ul style="list-style-type: none"> • Progress towards delivery of the site (information on funding for the stadium, provision of employment space, transport improvements and progress of any planning applications). <p>Portsmouth City Centre</p> <ul style="list-style-type: none"> • Visitor footfall to the city centre • Amount of hotel (C1) development in the city centre • Progress on public realm improvement projects • Retail ranking of the city centre • Progress towards delivery of key sites identified in SPDs • Funding for the road <p>Somerstown & North Southsea</p> <ul style="list-style-type: none"> • Adoption of the area action plan • Funding sources identified and secured • Amount of housing delivered (539 up to 2027) • Provision of a new community hub

		<p>Seafront</p> <ul style="list-style-type: none"> ▪ Adoption of the seafront masterplan ▪ Number of new developments coming forward in the seafront area ▪ Development at the key opportunity areas - South Parade Pier, Clarence Pier, Canoe Lake and Southsea Castle Area. ▪ Visitor numbers to the seafront
Homes for everyone	<p>PCS10 Housing Delivery</p> <p>PCS19 Housing mix, size & the provision of affordable housing</p> <p>PCS20 HMOs – mixed and balanced communities</p> <p>PCS21 Housing density</p> <p>PCS22 Gypsy, traveller & travelling showpeople accommodation</p>	<p>Housing Delivery</p> <ul style="list-style-type: none"> ▪ Net additional dwellings (420 per annum) ▪ Progress towards the overall housing requirement ▪ Update of housing trajectory <p>Housing Mix</p> <ul style="list-style-type: none"> ▪ Gross affordable housing delivered per year ▪ Number of new 3 bedroom family homes (on average 40% of total dwellings delivered per year) ▪ Average internal size of new dwellings ▪ Percentage of qualifying applications providing affordable housing <p>HMOs</p> <ul style="list-style-type: none"> ▪ Change in number of homeless (particularly the 25 - 34 year old age group who will be affected by changes to the Local Housing Allowance which will mean they can no longer afford to rent whole properties and will increasingly turn to HMOs) ▪ Changes in the concentration of HMOs across the city ▪ Number of planning applications received for HMOs and whether approved or refused ▪ Any appeal decision relating to HMOs <p>Housing density</p> <ul style="list-style-type: none"> ▪ Average density of housing (at least 40dph) ▪ Average density of housing developments in high density areas <p>Gypsy, traveller & travelling showpeople accommodation</p> <ul style="list-style-type: none"> • Number of applications for gypsy, traveller and travelling showpeople accommodation
Design & Heritage	<p>PCS23 Design & Conservation</p> <p>PCS24 Tall Buildings</p> <p>PCS15 Sustainable Design & Construction</p>	<p>Design & Conservation</p> <ul style="list-style-type: none"> ▪ Percentage of people satisfied with their local area as a place to live ▪ Improvements in design quality of new development ▪ New developments meeting Buildings for Life standards ▪ Area of the city designated as conservation areas

		<p>Tall Buildings</p> <ul style="list-style-type: none"> ▪ Number of tall buildings developed in identified areas of opportunity ▪ Design awards for tall buildings <p>Sustainable Design & Construction</p> <ul style="list-style-type: none"> ▪ Number of new homes meeting Code for Sustainable Homes and / or BREEAM standards ▪ Number of new non-domestic developments meeting BREEAM standards ▪ 30% reduction in the carbon footprint of the city council from 2010/2011 by 2016/2017
The Natural Environment	<p>PCS12 Flood Risk</p> <p>PCS13 A Greener Portsmouth</p>	<p>Flood Risk</p> <ul style="list-style-type: none"> ▪ Number of dwellings at risk from flooding ▪ Percentage of the city's coastline protected to a 1 in 200 and 1 in 1000 flood year event standard ▪ New flood risk management measures installed ▪ Number of sustainable urban drainage schemes <p>Greener Portsmouth</p> <ul style="list-style-type: none"> ▪ Amount of open space in the city ▪ Condition of SSSIs ▪ Access to open space ▪ Area of the city covered by local nature conservation designations ▪ Progress towards delivery of the country park ▪ Open space provision complied with on sites of more than 50 dwellings
The Economy & Access to shops, jobs and services	<p>PCS4 Portsmouth City Centre</p> <p>Southsea Town Centre AAP</p> <p>PCS8 District Centres</p> <p>PCS18 Local Shops & Services</p> <p>PCS11 Employment Land</p> <p>PCS14 A Healthy City</p> <p>PCS17 Transport</p>	<p>Portsmouth City Centre</p> <ul style="list-style-type: none"> • Amount of new shopping (A1) floorspace provided in the Commercial Road shopping area • Amount of new employment floorspace provided in the city centre • Percentage of A1, A3-A5 and vacant frontage in the Commercial Road shopping area • Amount of food and drink (A3, A4 and A5) development in the city centre • Quantitative and qualitative assessment of development in each locality <p>Southsea Town Centre</p> <ul style="list-style-type: none"> • Percentage of A1 frontage in the centre • Percentage A4/A5 frontage in the centre (more specifically in the secondary frontage as per STC5) • Percentage of vacant units in the centre (detail as percentage of primary and secondary frontages) • Number of A3 units in the secondary frontage (Osborne Road and Palmerston Road South

as per STC4)

- Number of markets, festivals and similar events held in the
- the Palmerston Road precinct
- Implementation of improvements to the precinct in accordance with the adopted programme
- Progress towards the development of opportunity sites (Knight and Lee, Grosvenor Casino, 14-18 Osborne Road)

District Centres

- Total amount of A1 frontage in each town centre
- Retail ranking of each centre
- Total amount of A3, A4 and A5 frontage within each centre
- Total number of vacant frontage in each centre
- Total floorspace for town centre uses (A1, A2, B1a and D2) across town centres
- Number of complaints received regarding antisocial behaviour

Local Centres

- Total amount of A1 frontage in each local centre
- Total amount of A3, A4 and A5 frontage in each local centre
- Total amount of vacant shop frontage in each local centre
- Mix of uses within each local centre

Employment Land

- Total amount of additional employment floorspace by type
- Employment land available by type
- Development of the key sites
- Number of existing employment sites lost

A Healthy city

- Gap in life expectancy between worst quintile and rest of PCT
- Obesity in reception year children
- Proportion of households within 10 minutes by walking / public transport of health services
- Number of new healthcare facilities provided

Transport

- Peak Period Traffic Flow
- Proportion of trips made by non car modes
- Non residential development in high accessibility zones

		<ul style="list-style-type: none"> ▪ Percentage of new residential development within 10 minutes walk / public transport of a school and major retail centre ▪ Progress towards transport proposals
<p>Infrastructure & Community Benefit</p>	<p>PCS16 Infrastructure & Community Benefit PCS17 Transport</p>	<p>Transport</p> <ul style="list-style-type: none"> ▪ Short term (within 5 years) - junction improvements at Tipner and Port Solent, all elements of the Tipner major scheme bid, pedestrian and cycle schemes between QA Hospital and the City Centre. ▪ Medium - long term (5 years and beyond) - provision of the Tipner - Horsea bridge, provision of 2 new 'Zip' bus routes, local bus service improvement, new bus only link road between Port Solent and Horsea Island, improvements specifically for Lakeside, improvements for the wider Western Corridor, smarter choices to support the preferred strategy <p>Infrastructure & Community Benefit</p> <ul style="list-style-type: none"> ▪ Provision of critical infrastructure as set out in Appendix 2 of the Portsmouth Plan ▪ Level of CIL collected towards critical infrastructure projects ▪ Funding identified and secured for infrastructure projects



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