

# Annual Monitoring Report 2013

Covering the period 1 April 2012 - 31 March 2013

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Covering the period 1<sup>st</sup> April 2012 - 31<sup>st</sup> March 2013

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# 1. INTRODUCTION

- 1.1 This is the eighth Annual Monitoring Report (AMR), covering the monitoring period of 1<sup>st</sup> April 2012 to 31<sup>st</sup> March 2013.
- 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 what they set out to do, or whether they need to be changed to work better towards achieving council priorities.

## **Monitoring Framework**

- 1.4 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, informative and useful. 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 future development.

## **Structure of the monitoring report**

- 1.5 The first part of this report considers the council's current progress on and future programme for producing policy documents.
- 1.6 The second part 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
- 1.7 The last part of the monitoring report contains overall conclusions and recommendations to ensure that performance in some policy areas is improved.

## **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, 243,000m<sup>2</sup> of new employment floor space and 50,000m<sup>2</sup> 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

**The city council continues to build on its up-to-date planning framework, by adding detail to the adopted Portsmouth Plan in the form of site allocations, masterplans and supplementary planning documents.**

**The joint Hampshire Minerals and Waste Plan has been completed.**

**Adopting its Charging Schedule as one of the first authorities in the country, the city council has been collecting developer contributions through its Community Infrastructure Levy for a whole year.**

- 2.1 The city council adopted the Portsmouth Plan in January 2012. This sets the direction of development planning for the city until the year 2027 meaning that the city now has in place an up to date framework for planning in the city.
- 2.2 Building on this strong basis, we have been focussing during this monitoring period on allocating smaller non-strategic sites for development in order to implement the strategic plan for the city. The first round of consultation on the site allocations plan took place at the end of this monitoring period, and work continues to bring forward the next version of this plan.
- 2.3 The council is also keen to ensure that development is of the highest quality and contributes to the regeneration of the city. For this reason, policy work has focussed on a number of supplementary planning documents and masterplans in this monitoring period. We have adopted:
  - City Centre masterplan
  - Sustainable design and construction SDP
  - Seafront masterplan
  - Housing Standards SPD
- 2.4 Shortly after the end of this monitoring period, a positive inspector's report was received following the examination of the Minerals & Waste. The plan was prepared jointly by Hampshire County Council, Portsmouth and Southampton City Councils and the New Forest and the South Downs National Park Authorities, and at the time of writing (October 2013), the plan has been adopted by all partners as part of their development plan. A separate AMR for the Minerals and Waste Plan is produced jointly by the partner authorities and will be available from <http://www.hants.gov.uk/>
- 2.5 The city council's Community Infrastructure Levy (CIL) Charging Schedule came into effect on 1 April 2012. This AMR reviews the first year of CIL collection (see Infrastructure & Community Benefit section 3.6)

### **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 is used to assess policy effectiveness. In the interest of keeping this document short and useful, 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

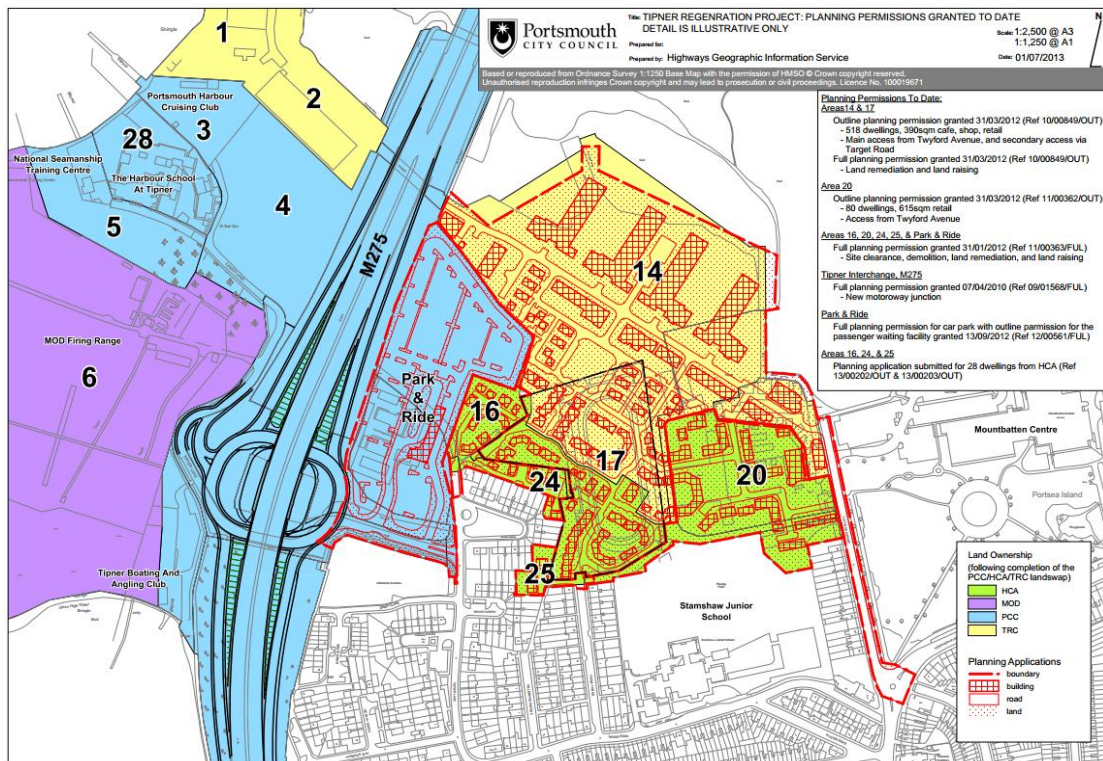
- Work is progressing in the clean-up of the Tipner site prior to development commencing on the east side of the M275
- Work is well underway on a new junction on the M275, which will enable a Park & Ride site at Tipner, and opens up the possibility of development on the west side
- A planning application is expected for development at Port Solent
- The city council has adopted a masterplan to guide investment in Portsmouth City Centre
- The city council continues to liaise with Centros, the prospective developer of the Northern Quarter site. It is expected that a new outline planning application for the site will be submitted in 2014
- The city council is finalising the detailed road design and layout for an improved city centre road scheme and a planning application will be submitted in early 2014
- Development is progressing at Lakeside, North Harbour and the site continues to be marketed to potential office occupiers by the owners
- A planning application is expected for a Tesco superstore on land adjacent to Fratton Park, which is intended to fund improvements to the stadium
- Works is progressing well on the 'Somerstown Central' community hub, which is due to open in the summer of 2014
- A masterplan to guide investment in the Seafront has been adopted

#### Tipner (Policy PCS1)

- 3.1.1 Plans to transform Tipner with new homes, jobs and green space have taken further steps forward in this monitoring period.
- 3.1.2 Three initial planning applications for the area were approved in the previous monitoring period for developing the land east of the M275 (see plan below): The HCA owns some of the land here and has conditional outline permission to build up to 80 homes and 615 square metres of commercial space. Work began in June 2012 when the HCA's contractor Tamdown began preparing the site for future development. The biggest part of this work is cleaning the land on the former PD Fuels site which was contaminated through various past industrial uses, the clean-up



has been completed and house building is planned to start in autumn 2014. The Tipner Regeneration Company (TRC) has permission for up to 518 homes after cleaning up their Tipner East site which includes the greyhound stadium. The clean-up work is expected to begin in the latter half of 2014.



3.1.3 In December 2011 (the previous monitoring period) 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 663-space park and ride facility. The Portsmouth park-and-ride is vital to the city's ongoing regeneration, as it will provide sustainable transport, catering for increasing numbers of visitors generated by a redeveloped city centre and seafront, as well as for commuters and major events in the city. Work began in January 2013 and is on time and on budget, it is due to be completed by May 2014.

3.1.4 As well as providing access to the park & ride, the motorway junction opens up the possibility of developing land on the western side of the motorway referred to as Tipner West. The council is working to secure funding to address the barriers to development that include; land contamination, flood risk and the provision of public utilities.

3.1.5 A web page has been set up for up-to-date information on progress with this development: <http://www.portsmouth.gov.uk/living/8781.html>

### Port Solent & Horsea Island (policies PCS2 and PCS3)

3.1.6 Policies for this area were agreed as part of the adoption of the Portsmouth Plan in 2012. 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.

The city council is expecting a planning application from the land owners in the near future.

- 3.1.7 Veolia are working closely with the Environment Agency on their Closure Plan for the landfill site. Veolia have yet to complete the landscaping that will provide the structure planting for the Country Park and includes over 50,000 trees, wild flower meadows, footpaths and a cycle route.

#### **Portsmouth City Centre (policy PCS4)**

- 3.1.8 In January 2013, the city council adopted a City Centre Masterplan. The goal of the masterplan is to boost the prosperity of the city centre and the overall regeneration of the city. It identifies a number of opportunity sites for development and key public realm opportunities for the Commercial Road, North of Market Way, Station Square and Station Street and Guildhall localities, as set out in the Portsmouth Plan. The masterplan will now guide future investment in the city centre, particularly by private sector developers and landowners, as well as steer the allocation of public-sector funds. It will give developers a clear framework to work with and help the city council determine planning applications. The whole masterplan can be found here: <http://www.portsmouth.gov.uk/living/28409.html>
- 3.1.9 The city council continues to liaise with Centros, the prospective developer of the Northern Quarter site. It is expected that a new outline planning application for the site will be submitted in 2014, for a maximum amount of floorspace, a range of land uses and some detail on how the floorspace and uses must be laid out in the detailed scheme. This will be followed by a reserved matters application on the detail of the scheme. At present, Centros expect to begin construction in 2017, with the scheme opening in 2018. Further information from Centros can be found at <http://northernquarter.info/index.html>
- 3.1.10 Improvements to Portsmouth's city centre road network are necessary to ensure it operates efficiently and can cope with the level of future development and growth that is planned throughout the whole of the city over the next 20 years. The current road layout is already nearing capacity, causing delays to drivers and the improvements to the road would incorporate a new public transport route on Marketway which would link to the new park-and-ride on the M275.
- 3.1.11 The city council itself continues to work on the proposed new city centre highway network, which is set out in policies PCS4 and PCS17 of the Portsmouth Plan. Residents were consulted on proposals as part of the preparation for the Portsmouth Plan and City Centre Masterplan. We are now finalising the detailed road design and layout and a planning application will be submitted in early 2014. A decision on the planning application is expected later that year. If the development is granted planning permission, construction work is likely to commence in 2016 and will be completed by end of 2018, lining up with the timescales for the Northern Quarter Development.
- 3.1.12 Details on these proposals can be found at [http://www.portsmouth.gov.uk/media/PCCRoadsLeaflet\\_web.pdf](http://www.portsmouth.gov.uk/media/PCCRoadsLeaflet_web.pdf)

### **Lakeside Business Park (Policy PCS5)**

- 3.1.13 Permission was granted in an earlier monitoring period for the redevelopment of this site to a B1a office campus with 69,000sqm of B1a Office and associated shops and services. Highway works and development of Phase A began in 2011/12. To date, a Porsche car dealership (3846sqm), two retail units (840sqm) and a crèche (250sqm) have been completed. The hotel site has been sold to De Vere Village Hotels, and the site owners continue to market opportunities for the remainder of the site:  
<http://www.lakesidenorthharbour.com/>

### **Southsea Town Centre (Area Action Plan)**

- 3.1.14 Southsea Town Centre continues to function well, with high levels of A1 shops, low vacancy rates and busy markets and events throughout the year.
- 3.1.15 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. Another 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 (Policy PCS7)**

- 3.1.16 The Portsmouth Plan includes a policy for Fratton Park, to guide development should Portsmouth Football club make further plans for a new stadium. The Pompey Supporters Trust took over ownership of the club during the monitoring period and property developer Point Estates owns surrounding land. At the time of writing the city council is expecting a planning application for a 5,500 sqm Tesco superstore on Fratton Way, which developers say will help fund improvement works to the stadium.

### **Somerstown & North Southsea (Policy PCS6 & Area Action Plan)**

- 3.1.17 During 2012/13 a number of projects within the Somerstown and North Southsea Regeneration Area advanced:
- 3.1.18 A number of new affordable housing schemes have been built and occupied in the area in the past few years. The latest, at Wellington Street, opened in January 2013,

making available 10 three-bedroom houses and 12 two-bedroom flats with two ground floor retail units

- 3.1.19 The centrepiece, named 'Somersetown Central' in a community competition, which will house a community centre, health centre, youth centre and area housing office to replace ageing facilities in Somersetown received planning permission on 9 November 2011. The development has progressed well during the monitoring period. It is due to open in the summer of 2014. A time lapse construction video is available at: <http://vimeo.com/77511572>

### **The Seafront**

- 3.1.20 In order to maximise the potential of the Seafront, the city council has drawn up a masterplan for this area, which sets out how the area could be improved, enhanced and protected over the next 15 years. This plan was adopted as an SPD on 10th April 2013.
- 3.1.21 The Seafront masterplan will provide landowners and developers with guidance about what type of development is appropriate and how planning applications will be assessed. It will also act as a guide for future council investment in the area and provide a framework for funding bids.
- 3.1.22 The full masterplan is available here: <http://www.portsmouth.gov.uk/living/25964.html>

## 3.2 Design and Heritage

### KEY MONITORING NEWS IN THIS SECTION

- **Two Supplementary Planning Documents have been adopted, which set out standards for new development in the city, ensuring that new housing and other development is sustainable**
- **Commercial developments have largely met the requirement for BREEAM Excellent**
- **There has been some difficulty in residential development meeting the sustainable design standards, but negotiations have generally led to developments including the maximum feasible on their sites**

### Sustainable Design and Construction

- 3.2.1 The NPPF (paragraph 93) is clear that “planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development”
- 3.2.2 The Portsmouth Plan contains a policy (PCS15) on sustainable design and construction. In order to provide further guidance and make the process more effective, a detailed SPD was produced and adopted on 28<sup>th</sup> January 2013.
- 3.2.3 The SPD explains the council's standards for sustainable design and construction, how they can be complied with and sets out what information will need to be submitted with planning applications.
- 3.2.4 In putting together the guidance, the city council worked closely with Radian Housing, PMC Construction & Development Services Ltd, SRE Ltd and MH Architects, ensuring that the lessons these partners learned in recent schemes have been considered, to make the standards more deliverable in the future.
- 3.2.5 Since the adoption of the policy, all residential permissions and all commercial permissions which involve the construction of more than 500m<sup>2</sup> of floorspace have had to reach specific sustainability standards. A large number of developments which are currently under construction are being built to these standards, however none are yet completed. As schemes become complete, the AMR will highlight the number of homes built to specific Code levels and the amount of commercial floorspace built to specific BREEAM levels.
- 3.2.6 Commercial developments have largely met the requirement for BREEAM Excellent or achieved scores which are just below the threshold at design stage. The

Portsmouth Plan's sustainable design and construction policy will ensure that the first Premier Inn to achieve BREEAM Excellent will be in Portsmouth's City Centre.

- 3.2.7 Nonetheless, there has been more difficulty in residential development being able to meet the sustainable design standards. Whilst the requirement to meet Code for Sustainable Homes Level 4 is generally met with relative ease, the requirement to achieve the equivalent of level 5 in energy is often not feasible in developments. This is likely to be due to the fact that a large number of sites in the city are smaller brownfield sites which are inherently more difficult to achieve the standards on. As a result, the focus has been on negotiating a position whereby the scheme achieves the maximum possible sustainable design standards feasible, even where the full policy requirement cannot be met.

### **Housing Standards**

- 3.2.8 With changing demographics and a large demand for housing, the Portsmouth Plan has set a delivery target of around 450 new homes each year until 2027, with many of these being affordable.
- 3.2.9 The Housing Standards SPD provides guidance on how to implement the housing policies in the Portsmouth Plan, ensuring that the homes which are delivered are of an adequate size and mix to support our residents' diverse requirements. It gives details on topics such as the size which new housing should be, the mix of houses and flats on development sites and the open space provision which will be required from larger schemes.
- 3.2.10 The SPD was adopted on 28 January 2013. It will support developers and the city council in working together to achieve the National Planning Policy Framework's objective to 'deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.'

### 3.3 Homes for Everyone

#### KEY MONITORING NEWS IN THIS SECTION

- During the 2012/13 monitoring period, 379 net additional dwellings were delivered, which is a sizeable increase on the previous year and is the highest level of completions in the city since the downturn in the market.
- Although the completion figure is still short of the average 584 net additional dwellings which are required per year over the 21 year plan period, the city council is confident that as the economy continues to recover, further sites will come forward and be built out.
- Portsmouth can demonstrate a five year housing land supply from 1 April 2014. It can also show the additional 5% buffer required by the NPPF.
- 32% of the net number of dwellings completed during the monitoring period were affordable.
- The delivery of large family homes is falling short of the city's needs and of the target of 40% set in the Portsmouth Plan.
- The density of development remains very high in the city
- All applications for mixed use C3/C4 in existing C4 HMOs were permitted by the council, allowing landlords the flexibility to switch between renting to families or unrelated individuals.
- By contrast only a little more than half of all applications to introduce C4 use to existing single dwelling houses were allowed. The policy and SPD give a strong basis for decision making, with only one appeal being allowed.

#### Housing Delivery

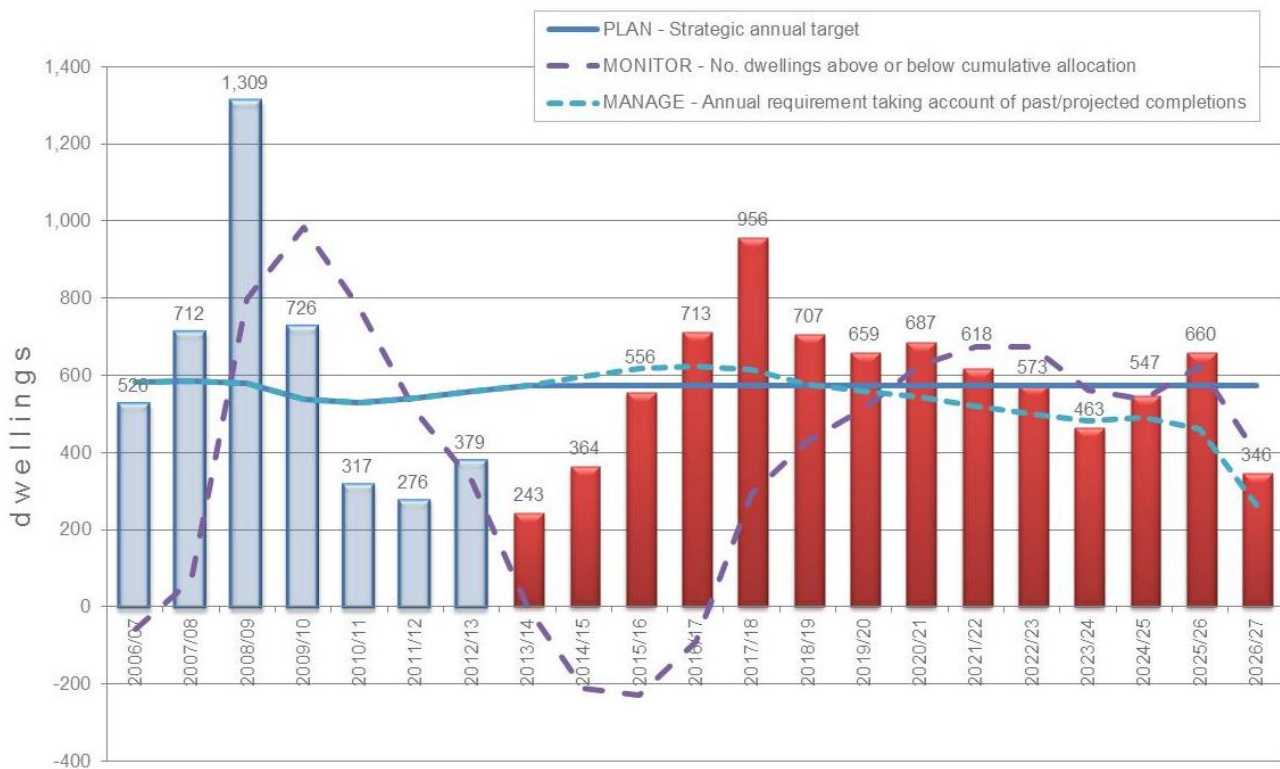
- 3.3.1 The Portsmouth Plan was adopted on 24<sup>th</sup> January 2012. As a result, it now forms the most robust and up to date housing target for the city. The plan states that 12,254 net additional dwellings could be provided between 2006/7 and 2026/7. This equates to an average of 584 homes per 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 annual target, based on recent completion levels, will be 573 net additional dwellings a year as shown in figure 8 of the SHLAA 2013 update, which is reproduced below.

<b>previous completions</b>	
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
2012/13 completions	379
<b>Total completions between 2006/07 and 2012/13</b>	<b>4,245</b>
Total requirement	12,254
Remaining requirement (2013/14 - 2026/27)	8,009
Resultant annual target for remaining 14 years	573
<b>requirement for each period of delivery</b>	
Year 0 2013/14	573
1-5 years 2014/15 - 2018/19	2,865
6-10 years 2019/20 - 2023/24	2,865
11-13 years 2024/25 - 2026/27	1,719

- 3.3.3 During the 2012/13 monitoring period, 379 net additional dwellings were delivered, which is a sizeable increase on the previous year and is the highest level of completions in the city since the downturn. Nonetheless, it is still some way short of the overall average 584 net additional dwellings which are required per year over the 21 year plan period. This is a reflection of the challenging current economic conditions and availability of development finance.
- 3.3.4 The city council remains confident that as the economy continues to recover, further sites will come forward and be built out. At the end of the monitoring period, a total of 2,154 net additional dwellings had planning permission but had not yet been completed, which in itself represents over 3.5 years' worth of housing supply.
- 3.3.5 The Strategic Housing Land Availability Assessment has been reviewed to ensure that the city has a sufficient supply of housing land moving forward. The results of the study show that Portsmouth is able to fulfil its housing requirements for the first 10 years of delivery. In total the city will likely provide 566 dwellings more than required. Taking into account the 11-13 year supply, there will be a surplus of 400 net additional dwellings.
- 3.3.6 The study also demonstrates that Portsmouth has a five year housing land supply from 01 April 2014. There is a surplus of 431 dwellings in the first five years. These results are summarised in figure 14 of the study and the housing trajectory which are reproduced below.



Phase of delivery	Net delivery of dwellings	Portsmouth Plan target	Difference to Portsmouth Plan target	Running difference to Portsmouth Plan target
1-5 years	3,296	2,865	431	431
6-10 years	3,000	2,865	135	566
11-15 years	1,553	1,719	-166	400
<b>TOTAL: 7,849</b>				



3.3.7 Whilst the city has a five year housing land supply, the NPPF also requires that local planning authorities identify an additional buffer of 5% of the target. This increases the five year target to 3,008 dwellings. As 3,296 homes are likely to be delivered in this period, the city has a surplus of 288 homes compared to the 5 year target with the 5% buffer.

3.3.8 For all the details of the sites that have been assumed to come forward in the future, please see the 2013 SHLAA update on the city council's website.

### Affordable Housing Provision

3.3.9 A total of 123 net affordable units were completed over the monitoring period. This equates to 32% of the net number of dwellings completed during the monitoring period. It is a similar number to previous monitoring periods (130 in 2010/11 and 111

in 2011/12).

3.3.10 The policy on affordable housing provision in new developments appears to be working fine, with 95% of developments meeting the requirements of the policy.

### **Supply of Family Homes & Internal Size of Dwellings**

3.3.11 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 2012/13, there was a net gain of only 15 dwellings of 3 bedrooms or more, representing less than 4% of the overall net gain of dwellings. In the previous monitoring period there were slightly more, both in absolute numbers as well as as a percentage of overall housing completions (21 dwellings or 8% of the completions).

3.3.12 As an emerging Housing Needs Assessment is showing that need for larger dwellings remains high, this is a trend that is cause for some concern.

3.3.13 Looking at permission (rather than completion) figures for the monitoring period gives a more positive picture, with around a quarter of net permissions were for houses of 3 bedrooms or more. This compares well with the completion figures, and may be partly due to the policy beginning to take effect, but it must also be noted that in a city such as Portsmouth, where many developments take place on small constrained sites, the figures are prone to vary significantly each year, depending on which sites come forward. For, example, this year's permission figures are boosted significantly by one particular development, the former Westfield Junior School on Jubilee Avenue, which contained 52 units of the 81 net additional family units.

3.3.14 Going forwards, the city council will have to assess carefully the ability of each site that comes forward to accommodate family dwellings. This applies to discussions with individual developers at pre-application and application stage, but also is extremely relevant to the site allocations work, which is ongoing. A review of sites should establish which are the most likely sites to be able to accommodate family size dwellings, and it may be advisable to clearly signpost this in the allocation for those sites.

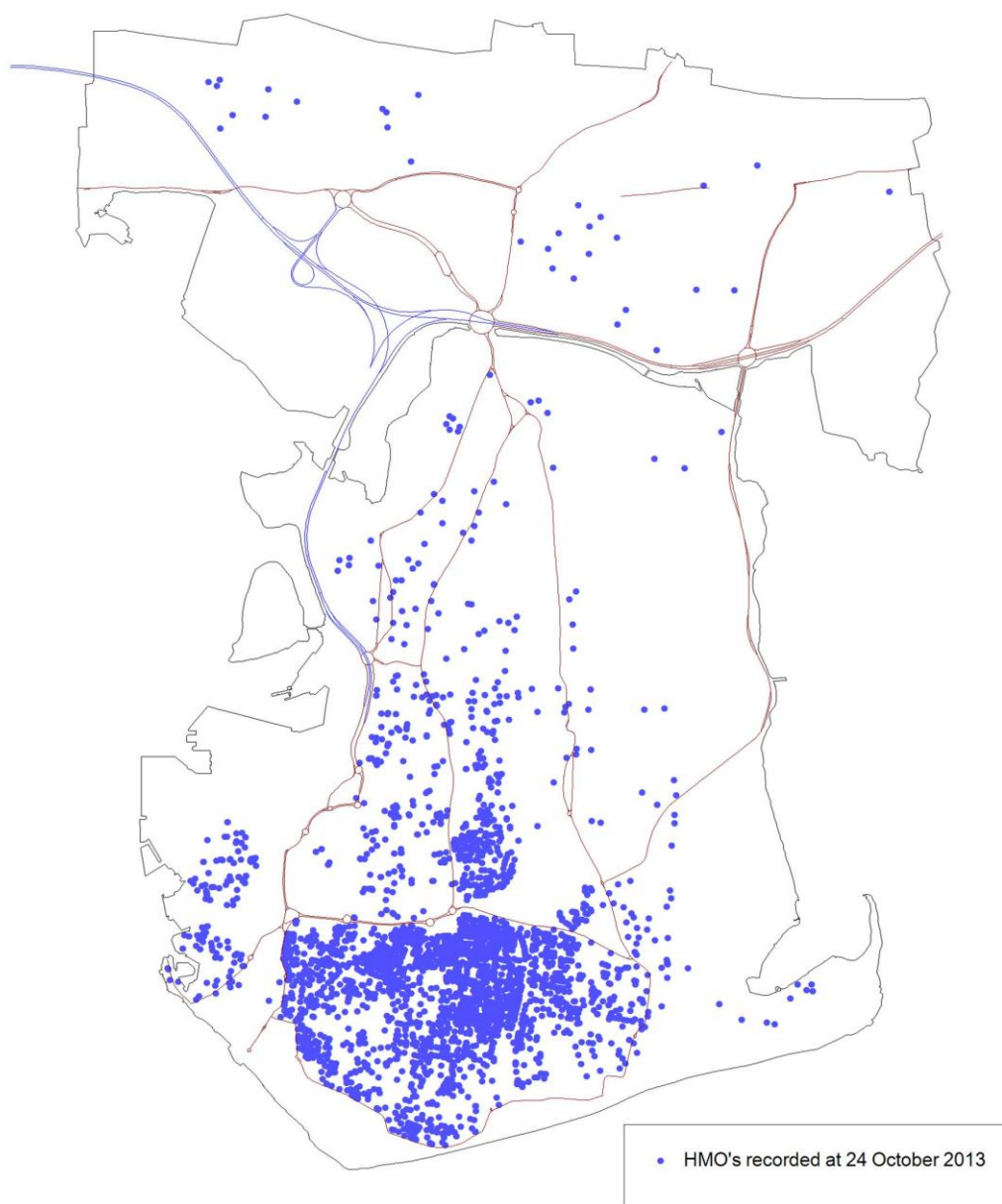
3.3.15 The housing standards SPD was adopted in January 2013, therefore in the coming years it will be important to monitor not only the number of bedrooms, but also whether development is meeting the size standards expected.

### **Density of new residential development**

3.3.16 While lower than in previous years, density of development remains very high in Portsmouth, with density averaging 88dph 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 average densities in new development in these areas were 107dph.

## Houses in Multiple Occupation

- 3.3.17 The city council introduced Policy PCS20 (HMOs: ensuring mixed and balanced communities) as part of the 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).
- 3.3.18 Planning permission is required in Portsmouth for changes of use from Class C3 dwelling houses to Class C4 HMOs for 3-6 unrelated people, following the making of an Article 4 direction.
- 3.3.19 In order to determine such applications effectively and fairly, the council has produced a Supplementary Planning Document, which sets out the approach that will be taken. The council also keeps a database of existing HMOs to help determine how many are already in a given area.
- 3.3.20 In the last monitoring report a figure of over 4300 HMOs was quoted, and it was assumed at the time that this represented an underestimate of the true figure, as HMOs continued to be identified. However, at November 2013, the figure on the database has reduced by more than 500 to 3771. This is because the council has been working to refine the database by checking the accuracy of the entries. So while during the monitoring period, 201 additional HMOs were registered, a far larger number has been removed through this checking process.
- 3.3.21 The map overleaf shows the distribution of the registered HMOs as at October 2013. Although the numbers of the database have changed, the pattern of distribution remains the same as previously: A significant proportion of these properties are in Southsea (in the wards of Central Southsea, St Jude and St Thomas), with a cluster 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 are smaller numbers 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 are less attractive to prospective landlords.
- 3.3.22 A review of applications for C4 HMOs 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 let to families or unrelated people alternately, without the need to apply for planning permission each time the property's use changes from Class C3 to C4. All applications of this type were approved in the monitoring period, reflecting the fact that these units were already in HMO use when they applied, and a mixed use would not have any greater impact.
- 3.3.23 By contrast, 47% of applications for new C3/C4 HMO uses in existing single family dwellings were refused by the council, referring to the council's adopted policy and SPD. Only one of the 8 refusals appealed was allowed by the Planning Inspectorate, indicating that the policy is working effectively.



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3.3.24 The following table shows the pattern of applications in this monitoring period:

Use before application made	Application for change of use to	Applications determined	No. permitted by PCC	No. refused by PCC
C3 dwellinghouse	Mixed C3/C4	97	51	46*
C4 HMO	Mixed C3/C4	154	154	0
<b>ALL:</b>		<b>251</b>	<b>205</b>	<b>46</b>

\* 8 of these refusals were appealed, only 1 of which was allowed by the Planning Inspectorate.

**HMO Applications received 1.4.2012 to 31.3.2013**

## 3.4 The Natural Environment

### KEY MONITORING NEWS IN THIS SECTION

- **Together with other authorities and nature conservation bodies, an extensive study into the effect on birds of additional people using the coast for recreation has been completed. It was found that new development will exacerbate the negative impacts. In order to ensure that development can continue to go ahead, the partners are working on an interim planning and legal framework and detailed mitigation plan.**
- **No planning permissions were granted on protected open spaces during the monitoring period.**
- **Developments have provided public open space on their site when required to do so.**

### 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.
- 3.4.2 The Habitats Regulations legally require local planning authorities to ensure that new development will not cause a decline in the bird populations of the SPAs along the Solent. New development leads to increased human activity on the coast. Dog walking in particular can disturb birds, meaning that they expend more energy and can be unable to feed enough to return their summer breeding grounds. As a result of concern over the possible impact additional development could have on the birds in the harbours, the Solent Disturbance and Mitigation Project (SDMP)<sup>1</sup> was initiated in 2007 to research the issue of recreational disturbance locally. The study reached its conclusions during the monitoring period and a way forward is now being agreed.
- 3.4.3 The study involved desktop and local, primary research into bird disturbance and recreational activity together with computer modelling. It has shown that recreational pressure has a negative impact on the bird populations of these SPAs and this will be exacerbated by new development.
- 3.4.4 Natural England issued a position statement on 31<sup>st</sup> May 2013 confirming that the results of the SDMP are the best available evidence on the issue and demonstrate that there will be an impact on the bird populations as a result of recreation caused by new development. Mitigation measures will be needed to remove this impact. The

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<sup>1</sup>[http://www.solentforum.org/forum/sub\\_groups/Natural\\_Environment\\_Group/Disturbance\\_and\\_Mitigation\\_Project/](http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/)

suggested measures are a team of wardens and a variety of access management measures. New parks and green spaces have far higher capital and revenue costs involved and Natural England have advised that they may not be necessary.

- 3.4.5 Natural England has suggested that a simple, interim planning framework be set up in the short term whilst a full legal framework and detailed mitigation plan are established over the next year. This would ensure development can lawfully continue to go ahead and avoid having to refuse any schemes purely because of recreational impact on SPAs.
- 3.4.6 The city council accepts that mitigation measures are required in order for development in the city to comply with the Habitats Regulations and to enable the growth and development set out in the Portsmouth Plan to take place. As such, the city council is committed to working in collaboration with its neighbours along the Solent to set up a pragmatic and cost-effective framework for developer contributions which can give the development industry the certainty they need to move forward with schemes.

## **Open Space**

### **Areas of protected open space**

- 3.4.7 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. No planning permissions were granted on protected open spaces during the monitoring period.
- 3.4.8 Policy PCS13 sets the expectation that developments of 50 units or more will provide opens space as part of their development. Two applications were expected to do this during this monitoring period - these were at the former Westfield Junior School at Jubilee Avenue (12/00329/FUL and 12/00417/FUL) and at the former Hilsea Bus Depot (12/01310/FUL), albeit that the bus depot development includes significantly less space than the policy requires.

## 3.5 The Economy & Access to Shops, Jobs and Services

### KEY MONITORING NEWS IN THIS SECTION

- There have been some losses of employment land, but the figures are much lower than in previous years.
- Vacancy rates on the city's industrial estates appear to be down
- Vacancy rates in the City Centre and in Southsea are low, especially compared to the national average, and the mix of uses remains relatively stable
- Vacancy rates are low in the city's district centres, with the exception of Fratton, where rates have been higher than the national average for a number of years.
- The level of A1 shop uses in all the district centres is also relatively stable around the level envisaged by the policy in the Portsmouth Plan.

## Employment land

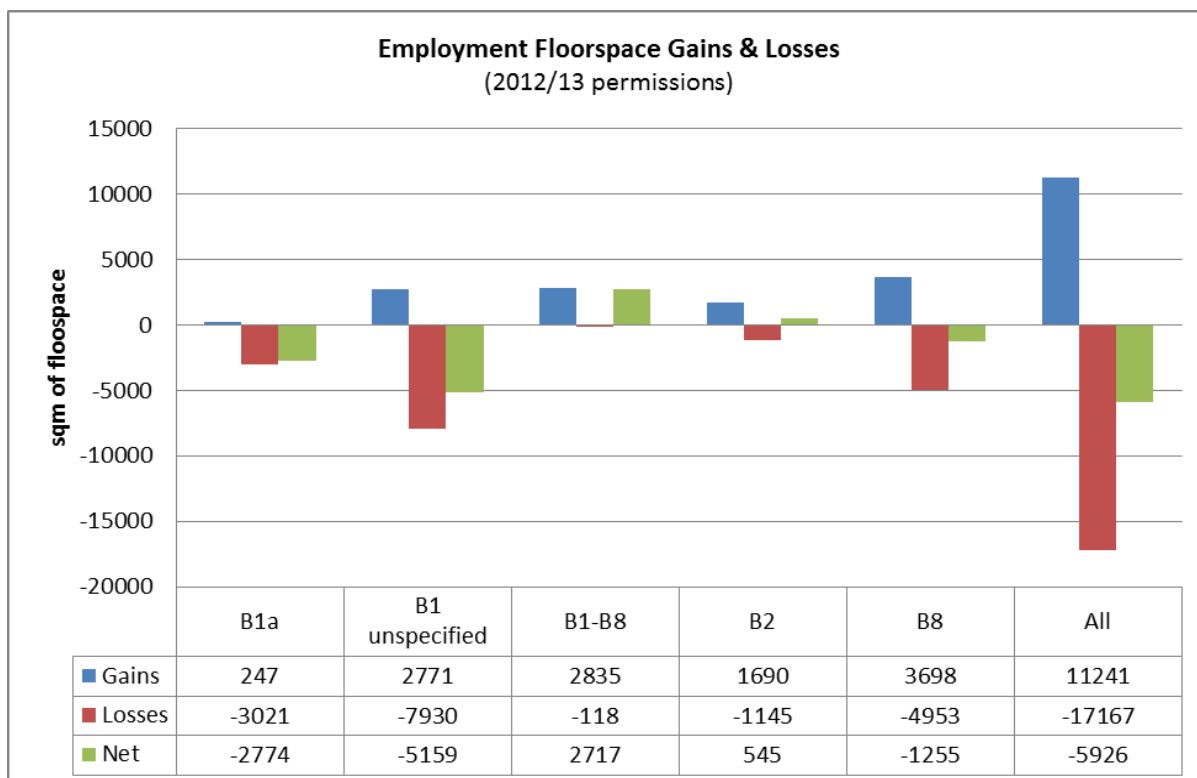
### Employment floorspace gains and losses

3.5.1 The graph below shows total floorspace gains and losses for employment uses permitted in Portsmouth during the 2012/13 monitoring period.

3.5.2 In this monitoring period, there has been a net loss of around 6000 square metres of employment floorspace. Losses are particularly notable in the B1a office and B1 unspecified categories. However, reviewing the figures more closely shows that a large proportion of this floorspace was lost in two schemes to change the use to a school and a hotel, both contributing to local infrastructure needs.

3.5.3 There have been net gains in permissions for new B1-B8 employment floorspace, though around half of the figure is from an existing B8 site.

3.5.4 As in previous years, the employment floorspace gains and losses show a large extent of changes of use between types of employment uses.



3.5.5 In the last monitoring period, the loss of employment floorspace was highlighted as a cause for concern. This year's figures show a more positive picture, with overall losses down and notable losses being explained by a few significant buildings changing to other uses that meet specific local needs.

3.5.6 In addition, a review of the city's industrial estates has shown that occupancy rates appear to have gone up, with far fewer vacancies being evident. The full results of this review will be set out in an update to the city's Employment Land Review (ELR), which is due to be published in 2014.

## Portsmouth City Centre

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

3.5.7 The Portsmouth Plan envisages major improvements to Portsmouth City Centre and the city council continues to work with its development partner to achieve this (see section 3.1).

3.5.8 In the meantime, very few permissions have been granted for development or changes of use in this area, as the table overleaf shows:



Use	Amount	Details of Applications
<b>A1 shops</b>	262 sqm	12/00382/FUL - Catherine Booth House, 32 Queen Street, CoU of ground floors from office to retail.
<b>A3, A4, A5 Food &amp; Drink</b>	344sqm	12/00386/FUL - 148 Commercial Road, CoU from retail (a1) to coffee shop (mixed A1/A3).
<b>Hotel</b>	185 beds	12/01301/FUL - 15-16 The Hard, Conversion to Form Hotel - 15 beds; 12/00405/FUL- Europa House - change of use from office (Class B1) to hotel (Class C1) of levels 6 to 18 - 170 beds

3.5.9 Notable are the hotel permissions, as they follow 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.

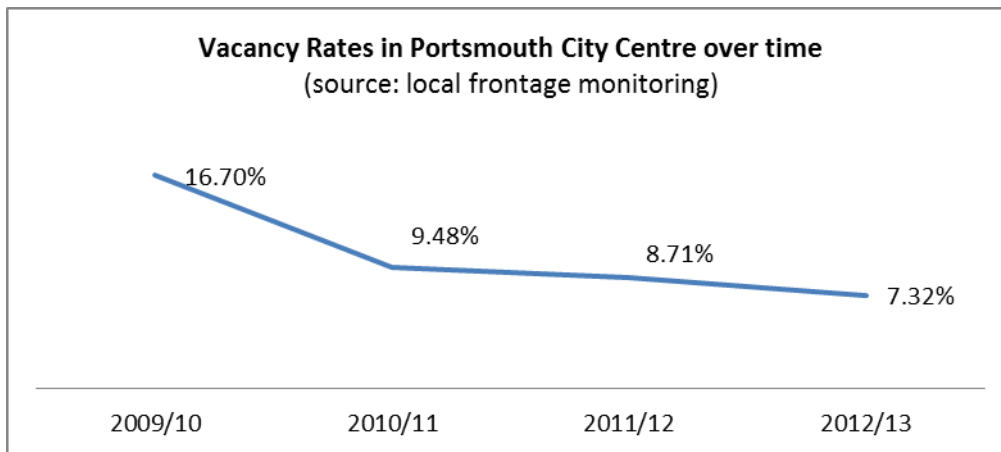
### Shopping and vacant frontage in the Commercial Road shopping area

3.5.10 Policy PCS4 of the Portsmouth Plan requires that at least 75% of the frontage of the Commercial Road shopping area remains in A1 (shopping) use. 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)	1789.68m	73.17%
Additional non-A1 frontage which can be accommodated	-44.85m	-1.83%

3.5.11 In the monitoring period the A1 frontage in Commercial Road made a gain of 0.6% from 72.57% although, the amount of A1 retail frontage remains below the target level of 75%. 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.

3.5.12 Since 2009 the vacancy rate in Commercial Road has been reducing, with a continuing downwards trend in 2013 to 7.32%. This is well below the national town centre vacancy rate of 14.1% (Local Data Company, June 2013), which although not a directly comparable figure, is positive for the centre. Vacant units are concentrated on the periphery, with the main shopping frontage in the central section of Commercial Road showing almost complete occupancy.



## Southsea Town Centre

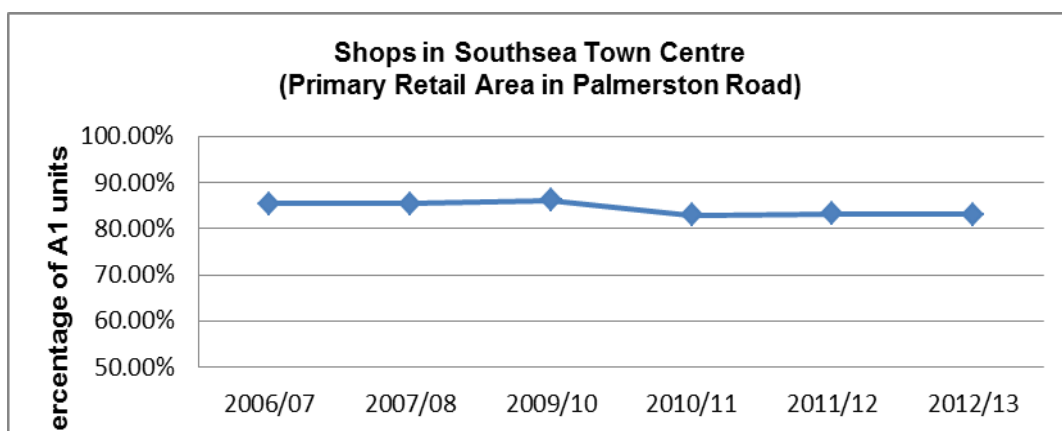
3.5.13 There are two strands to the policy framework for Southsea Town Centre: one is a focus on maintaining a healthy level of retail shops in the primary shopping area around Palmerston Road, the other is to create a restaurant / café quarter in the southern part of Palmerston Road and Osborne Road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

### Protection of Shops in Southsea

3.5.14 The below figures shows frontage uses within the Southsea Town Centre Primary Area. During the monitoring period, the level of A1 uses in the Southsea Town Centre Primary Area fell by 1.23% from 83.26%.

Current mix of uses in Southsea Town Centre Primary Area (Ground Floor Level)			
Land use class	Frontage (m)	Percentage	
A1	Shops	647.035	82.03%
A2	Financial Institutions	83.6	10.60%
A3	Restaurants and Cafés	28.145	3.57%
A4	Drinking Establishments	10.69	1.36%
A5	Hot Food Takeaways	0	0.00%
B1a	Office	0	0.00%
C1	Hotels	0	0.00%
C3	Residential	0	0.00%
D1	Non-residential institutions	12.42	1.57%
D2	Assembly & Leisure	0	0.00%
SG	Uses without use classes	6.87	0.87%
Current Vacancy Rate		17.76	2.25%

3.5.15 Over the last five years, there has been a slight reduction in the level of A1 frontage, however that figure has largely stabilised in the last few years and is still well above the 75% threshold set in policy STC3 of the Southsea Town Centre Area Action Plan.

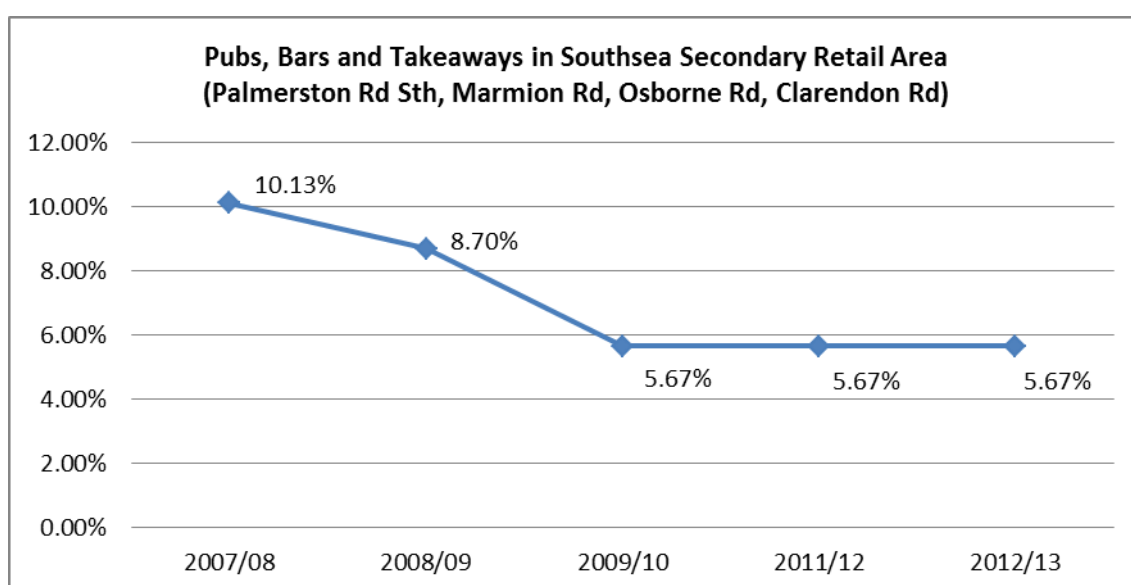


3.5.16 Vacancy rates are very low in Southsea, only at 2.25% in the primary area, and 5.75% in the secondary area, meaning very low levels across the centre as whole, especially when compared to a national average of 14.1%, indicate a strong centre.

#### Percentage of A4/A5 in the Southsea secondary frontage

3.5.17 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.

3.5.18 The graph below shows the current level of A4/A5 uses in the secondary frontage over time to 2013. 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.



### Number of A3 units in the Southsea secondary frontage

3.5.19 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.

3.5.20 As shown in the table below, restaurants and cafés (A3) frontage in the secondary area of Southsea has been roughly stable, with a very light upwards trend over the last five years, including in this monitoring period.

Percentage of A3 frontage					
Southsea secondary frontage	2008/09	2009/10	2010/11	2011/12	2012/13
	19.65%	19.65%	20.11%	20.11%	20.60%

### Markets and Events

3.5.21 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.

3.5.22 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

3.5.23 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, in June 2012 the south end of Palmerston Road was pedestrianised to improve the experience of those visiting the area.

3.5.24 Concern has been raised by local residents and traders about increased levels of noise and anti-social behaviour and on the impacts of the pedestrianisation on retail businesses. The city council will continue to monitor the outcomes of the works, to assess whether it has been successful in achieving its aims.

### District centres

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

### Vacancies

3.5.26 The table below compares vacancy rates for two years only, as the data is for boundaries of the centres defined in the Portsmouth Plan adopted in 2012.

Vacancy Rates in the District Centres		
	2011/12	2012/13
Albert Road & Elm Grove	7.16%	5.43%
Cosham	8.84%	6.71%
North End	6.07%	3.76%
Fratton	17.25%	17.41%

3.5.27 The national vacancy rate at the end of the monitoring period was 14.1%, 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. They have also all gone down since the last monitoring period. This is with the exception of Fratton, which for some time has been struggling to keep its shop units occupied.

### Albert Road & Elm Grove

3.5.28 This is a long, linear centre which runs east-west through Southsea. The centre is listed very low in the national retail centre rankings. 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.

3.5.29 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	Policy percentage
How much of the Albert Rd primary frontage is A1?	672.77m	48.76%	50.00%
How much of the Elm Grove primary frontage is A1?	209.88m	54.21%	50.00%
What is the total A3, A4 and A5 in the centre?	616.40m	23.65%	23.00%
What is the total A3, A4 and A5 in the west of Albert Road?	303.49m	35.26%	35.00%

3.5.30 Three of the four policy requirements are currently breached. Most have remained unchanged since the previous monitoring period, but the level of A3, A4 and A5 uses in the centre as a whole has reduced slightly, heading towards the level envisaged by the policy.

### Cosham

3.5.31 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	557.85	55.00%
Current level of A1 (incl vacant units)	573.80	56.57%
Additional non-A1 frontage which can be accommodated	15.95	1.57%

3.5.32 Cosham is currently performing well, has a healthy level of shops and a relatively low vacancy rate. There has been a very small reduction in A1 frontage (down from 56.95% in 2011/12), but there have been no notable developments in Cosham during the monitoring period.

### Fratton

3.5.33 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.

3.5.34 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 of the 15 vacant units are A1 shops. As a result, only around half of the primary frontage comprises shops that 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.

Level of A1 shops in Fratton district centre at the end of the monitoring period		
55% of the frontage is	424.36	55.00%
Current level of A1 (incl vacant units)	539.97	69.98%
Additional non-A1 frontage which can be accommodated	115.60	14.98%

## North End

3.5.35 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	478.86	65.00%
Current level of A1 (incl vacant units)	474.76	64.44%
Additional non-A1 frontage which can be accommodated	-4.11	-0.56%

3.5.36 The current level of A1 is just below the level expected by the policy (an increase of a few A1 units since last year's monitoring report). The centre also has a vacancy rate of only 6.07%. Overall, it is considered that North End is performing well.

## Access to Local Shops and Services

3.5.37 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.

3.5.38 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.

3.5.39 Local Centres have been designated at:

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

3.5.40 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.



## 3.6 Infrastructure & Community Benefit

### KEY MONITORING NEWS IN THIS SECTION

- **The Community Infrastructure Levy was introduced at the beginning of this monitoring period and around half a million pounds were collected in its first year.**
- **Many of the required infrastructure projects are progressing well. Others have seen little or no progress. The Infrastructure Delivery Plan is now some years old and needs to be updated, and ongoing monitoring and integration with the planning process need to be improved.**

### 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 progressed well during 2012/13, and is due to be completed in the summer of 2014.
Education	Primary School Places	PCS1 & 9	ongoing - when needed for development	The city council continues to carefully monitor the need for school places. It is very likely that additional places will be needed and the council is working up options for delivery.
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.
	Portsea Island Coastal Defence Strategy	PCS12	2011 - 2016	Scheme development for flood cells 1 & 4 is progressing and grant funding will be sought.

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	The Environment Agency have signed off the Strategy, and work is moving on to the project design phase.
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)	The Seafront Masterplan was adopted during the monitoring period and will now guide investment in this area.
	Paulsgrove Country Park	PCS3 & 13	2011 - 2016	Veolia have yet to complete the landscaping.
	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	Permission was granted for a health centre as part of the former Hilsea Bus Depot development.
Transport and Access	Bridge Link Tipner - Port Solent	PCS1, 3 & 17	2016 - 2021	The city council continues to explore funding opportunities
	M275 junction and P& R at Tipner	PCS1	2011 - 2016	Works for the M275 junctions are progressing on time and on budget, which enables the P&R and opens up the possibility of development west of the motorway.
	City Centre North Road Improvements	PCS4 & 6	2016 - 2021	A planning application is expected in 2014.
	Highway and access improvements to link Lakeside to Cosham	PCS5	2011 - 2016	Development and highway improvements are underway
	The Hard Interchange	PCS4 & 17	2011 - 2016	nothing 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	The city council continues to explore funding opportunities for development at Tipner West, as well as the required infrastructure
Waste Management	Waste Water at Lakeside	PCS5	2011 - 2016	Development has commenced

3.6.2 While many of the required infrastructure projects are progressing well, no progress has been made on others. More careful monitoring of progress and better integration with the planning process are needed. The Infrastructure Delivery Plan is now some years old and needs to be updated.

### **Developer contributions towards infrastructure**

3.6.3 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.

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

3.6.5 The introduction of the Community Infrastructure Levy (CIL) on 1 April 2012 changed the way developer contributions are collected. CIL takes the form of a charge per square metre. The monies raised are collected into a central pot, which the city council must use to bring forward infrastructure projects to support the development of the area.

3.6.6 In the monitoring period, the first year of operation of the levy, £517,500 was collected. While the two are very different collection and spending systems, which cannot be directly paralleled, the question is often asked how the levels of contributions compare. Interestingly, in the first year of CIL, the total amount collected is very similar to the amount collected on average of the seven year tariff style S106 contributions were in place (£516,000).

3.6.7 At the end of the monitoring period, none of the CIL collected had been spent. Going forward, the capital programme for 2013/14 budgets all the CIL contributions collected towards the Tipner Motorway Junction & Park & Ride.

## 4. CONCLUSIONS AND RECOMMENDATIONS

4.1 This is the ninth Annual Monitoring Report charting the city's progress against its planning policy framework and wider regeneration aims.

4.2 Overall, there have been a number of positive developments during this monitoring period, and only a few areas for concern:

4.3 Elements that can be highlighted as particularly positive are:

- Following the adoption of the Portsmouth Plan, the city council has made further progress towards updating its policy framework, with the adoption of a number of topic and area based SPDs designed to guide development.
- Significant progress has also made on a number of the key regeneration sites during this monitoring period. Most notably the clean-up operation at Tipner has begun and work is progressing well on the M275 junction.
- We can demonstrate a five year housing land supply from 1 April 2014, as well as the additional 5% buffer required by the NPPF.
- Local policies on C4 HMOs are working well, providing a robust basis for decision making, and standing up well at appeal.
- Vacancy rates in the City Centre and in Southsea Town Centre are low and the level of A1 shopping uses remains relatively stable
- The Community Infrastructure Levy was introduced at the beginning of this monitoring period and around half a million pounds were collected in its first year.

4.4 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 the city council is confident that as the economy continues to recover, further sites will come forward and be built out.
- Commercial developments have largely met the requirement for BREEAM Excellent. There has been some difficulty in residential development meeting the sustainable design standards, but negotiations have generally led to developments including the maximum feasible on their sites.
- A study had found that new development have an impact on protected bird populations on the coast. While this presents a significant challenge, the council and its partners are working on an interim planning and legal framework and detailed mitigation plan, in order to ensure that development can continue to go ahead.
- There have been some losses of employment land, but the figures are much lower than in previous years.

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

- The delivery of large family homes is falling short of the city's needs and of the target of 40% set in the Portsmouth Plan. Particular care will be needed in decisions on individual planning applications, but also in policy making. Negotiations with developers must be firm in ensuring that wherever possible family homes are delivered. In addition, in allocating sites for development, the city council will have to consider whether it would be appropriate to allocate some sites specifically for family dwellings.
- Many of the required infrastructure projects are progressing well. Others have seen little or no progress. The Infrastructure Delivery Plan is now some years old. The city council will need to update its IDP to inform its site allocations work, and also ensure that ongoing monitoring and integration with the planning process is improved.

## 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"> <li>• Progress towards delivery of the site (information on funding for the transport interchange, provision of infrastructure and progress of any planning applications)</li> <li>• Amount of new housing delivered at Tipner (480 - 1,250 by 2027)</li> <li>• Amount of new employment floorspace delivered at Tipner (25,000m<sup>2</sup> employment)</li> </ul> <p>Port Solent &amp; Horsea Island</p> <ul style="list-style-type: none"> <li>• Progress towards delivery of the site (information on funding for the bridge, provision of infrastructure, transport improvements and progress of any planning applications)</li> <li>• Amount of new housing delivered at Port Solent &amp; Horsea Island (500 - 1000 by 2027)</li> </ul> <p>Lakeside</p> <ul style="list-style-type: none"> <li>• Progress towards development at Lakeside (assess against timescales set out in planning application)</li> <li>• Amount of new employment floorspace delivered at Lakeside Business Park (69,000m<sup>2</sup> by 2027)</li> </ul> <p>Fratton Park</p> <ul style="list-style-type: none"> <li>• Progress towards delivery of the site (information on funding for the stadium, provision of employment space, transport improvements and progress of any planning applications).</li> </ul> <p>Portsmouth City Centre</p> <ul style="list-style-type: none"> <li>• Visitor footfall to the city centre</li> <li>• Amount of hotel (C1) development in the city centre</li> <li>• Progress on public realm improvement projects</li> <li>• Retail ranking of the city centre</li> <li>• Progress towards delivery of key sites identified in SPDs</li> <li>• Funding for the road</li> </ul> <p>Somerstown &amp; North Southsea</p> <ul style="list-style-type: none"> <li>• Adoption of the area action plan</li> <li>• Funding sources identified and secured</li> <li>• Amount of housing delivered (539 up to 2027)</li> <li>• Provision of a new community hub</li> </ul>

		<p>Seafront</p> <ul style="list-style-type: none"> <li>▪ Adoption of the seafront masterplan</li> <li>▪ Number of new developments coming forward in the seafront area</li> <li>▪ Development at the key opportunity areas - South Parade Pier, Clarence Pier, Canoe Lake and Southsea Castle Area.</li> <li>▪ Visitor numbers to the seafront</li> </ul>
Homes for everyone	<p>PCS10 Housing Delivery</p> <p>PCS19 Housing mix, size &amp; the provision of affordable housing</p> <p>PCS20 HMOs – mixed and balanced communities</p> <p>PCS21 Housing density</p> <p>PCS22 Gypsy, traveller &amp; travelling showpeople accommodation</p>	<p>Housing Delivery</p> <ul style="list-style-type: none"> <li>▪ Net additional dwellings (420 per annum)</li> <li>▪ Progress towards the overall housing requirement</li> <li>▪ Update of housing trajectory</li> </ul> <p>Housing Mix</p> <ul style="list-style-type: none"> <li>▪ Gross affordable housing delivered per year</li> <li>▪ Number of new 3 bedroom family homes (on average 40% of total dwellings delivered per year)</li> <li>▪ Average internal size of new dwellings</li> <li>▪ Percentage of qualifying applications providing affordable housing</li> </ul> <p>HMOs</p> <ul style="list-style-type: none"> <li>▪ 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)</li> <li>▪ Changes in the concentration of HMOs across the city</li> <li>▪ Number of planning applications received for HMOs and whether approved or refused</li> <li>▪ Any appeal decision relating to HMOs</li> </ul> <p>Housing density</p> <ul style="list-style-type: none"> <li>▪ Average density of housing (at least 40dph)</li> <li>▪ Average density of housing developments in high density areas</li> </ul> <p>Gypsy, traveller &amp; travelling showpeople accommodation</p> <ul style="list-style-type: none"> <li>• Number of applications for gypsy, traveller and travelling showpeople accommodation</li> </ul>
Design & Heritage	<p>PCS23 Design &amp; Conservation</p> <p>PCS24 Tall Buildings</p> <p>PCS15 Sustainable Design &amp; Construction</p>	<p>Design &amp; Conservation</p> <ul style="list-style-type: none"> <li>▪ Percentage of people satisfied with their local area as a place to live</li> <li>▪ Improvements in design quality of new development</li> <li>▪ New developments meeting Buildings for Life standards</li> <li>▪ Area of the city designated as conservation areas</li> </ul>

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



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"> <li>▪ Percentage of new residential development within 10 minutes walk / public transport of a school and major retail centre</li> <li>▪ Progress towards transport proposals</li> </ul>
Infrastructure & Community Benefit	PCS16 Infrastructure & Community Benefit PCS17 Transport	<p>Transport</p> <ul style="list-style-type: none"> <li>▪ 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.</li> <li>▪ 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</li> </ul> <p>Infrastructure &amp; Community Benefit</p> <ul style="list-style-type: none"> <li>▪ Provision of critical infrastructure as set out in Appendix 2 of the Portsmouth Plan</li> <li>▪ Level of CIL collected towards critical infrastructure projects</li> <li>▪ Funding identified and secured for infrastructure projects</li> </ul>



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