

Local Plan evidence base:

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# Strategic Housing Land Availability Assessment

2013 update

November 2013



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## Disclaimer

The Strategic Housing Land Availability Assessment (SHLAA) contributes towards the evidence base of the Local Plan. **Policy decisions will be shown in the Local Plan**, not in the SHLAA.

In relation to the information contained within this report, its appendices and any other report relating to the findings of Portsmouth's SHLAA, the city council makes the following disclaimer, without prejudice:

- i. The identification of potential housing sites, buildings or areas in the SHLAA **does not state or imply that the city council would necessarily grant planning permission for residential development**. Nor does identification in the SHLAA automatically qualify the site for allocation for residential or any other type of development. All planning applications will continue to be determined against the development plan and other relevant material considerations.
- ii. The SHLAA has identified suggested yields for each site which have been included in the report. In arriving at these conclusions, officers have used general layouts and mathematical algorithms to arrive at a crude estimation of a site's potential yield based on the information available to officers at the time. Consequently, the yields that have been identified in this report **do not mean that an exact or similar yield would necessarily be appropriate in a planning application**. Any application will continue to be assessed on its own merits, through the normal planning process.
- iii. The conclusions in the SHLAA are based on information that was available at the time of the study. The city council does not accept liability for any factual inaccuracies. Users of the study's findings should know that there may be additional constraints on some sites that were not identified at the time of the survey. Consequently, **planning applications will continue to be treated on their own merits** at the time of the planning application and not on the information contained in the SHLAA. Likewise, some of the identified constraints may have been removed since the information was compiled. Issues may also arise during the course of a detailed planning application that were not identified at the time of the study. For example, the ground conditions of a site are not always fully known without intensive on site investigations. Applicants will therefore have to carry out their own analysis of a site in order to identify any constraints **and should not rely on any part of the findings in the SHLAA to support an application**.
- iv. Economic conditions are susceptible to short and long term fluctuation, which can impact on the housing market. Consequently, the availability of sites and the delivery of housing are subject to short and long term variations in the economy and the housing market which it is not possible to accurately predict in this study. The SHLAA will be updated on an annual basis and the most accurate economic predictions will inform these updates.
- v. The categorisation of sites in terms of when they may come forward is based on the views of officers and insight from the development industry at the time of the study's preparation. Circumstances or assumptions may change which could impact on a site's development. **The SHLAA does not prevent planning applications being submitted on any sites identified in or excluded from the report at any time.**

- vi. The inclusion of potential housing sites, buildings or areas in the study does not preclude them from being developed for any other purpose(s).
- vii. The boundaries that are attached to sites, buildings and areas are based on the information available at the time. The SHLAA does not limit any extension or contraction of these boundaries for the purposes of a planning application.
- viii. The exclusion of sites, buildings or areas from the study (either because they never formed part of the SHLAA or because they have been discounted) does not preclude the possibility of planning permission for residential development being granted on them. It is acknowledged that sites will continue to come forward, particularly those below the threshold of five units (this threshold is explained later in the report). Their exclusion from this study does not preclude the possibility of residential development on those sites.
- ix. The study has a base date of 01 April 2014 and the findings are only a 'snapshot' of information held at the time the report was compiled. Therefore some of the information contained in the study will be the subject of change over time. The SHLAA will be updated annually.

Overall, sites identified in this report and its appendices have **no additional planning status** and inclusion in the SHLAA does not imply a presumption of, and should not be inferred to give, planning approval for residential development on any site.

## Executive Summary

A Strategic Housing Land Availability Assessment is a requirement of the National Planning Policy Framework (NPPF) and is designed to assess whether the city has a flexible supply of land for housing. The study will form a key component of the evidence base for the Local Plan.

The methodology for the study followed the standard guidance from Communities and Local Government with minor amendments made to reflect the city's unique geography. The study has a base date of 01 April 2014, reflecting the Annual Monitoring Report's five year supply period and the start of the next financial year. The study is divided into three phases of delivery. The housing which will form each phase is made up of sites in the planning system, small potential housing sites and larger strategic sites with a small allowance made for unidentified sites of less than 5 dwellings.

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, with the full level of development at Tipner, 12,254 net additional dwellings could be provided. Accounting for past completions, completions of 573 net additional dwellings per annum are required to meet this target.

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
11-14 years	1,553	1,719	-166	400
<b>TOTAL: 7,849</b>				

**Figure i**  
A summary of the results of the Portsmouth SHLAA 2011 update.

The results of the study (a summary of which is in figure i) show that Portsmouth is able to fulfil its requirements for the first 10 years of delivery under the Portsmouth Plan. 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.

The study also demonstrates that Portsmouth has a five year housing land supply with a surplus of 431 dwellings. 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 surplus of 288.

Over the 21 year period from 2006/07 to 2026/27 there would be a delivery of 12,337 net additional dwellings. This would result in an overall surplus over the 21 year period of 83 dwellings.

# 1. Introduction

- 1.1 The Portsmouth Strategic Housing Land Availability Assessment (SHLAA) forms a key component of the evidence base for the city's Local Plan and will support the delivery of sufficient land for housing in order to meet the needs of the city's population.
- 1.2 Section 159 of the National Planning Policy Framework (published in March 2012), requires local planning authorities to *"prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period"*.
- 1.3 In Portsmouth's case, the SHLAA looks at the city's supply of housing land to cover the period of 01 April 2006 to 31 March 2027 as this will be the lifetime of the Portsmouth Plan<sup>1</sup>. The Portsmouth Plan sets a housing target for the city to provide 12,254 net additional homes between 2006/07 and 2026/27 (see table 2 on p81).
- 1.4 The city council published a SHLAA in September 2009 and updated it in 2010, 2011 and 2012. This SHLAA updates the data in that study following further survey work and the progression of sites through the planning system. The base date is 01 April 2014 as this constitutes the five year period in the Annual Monitoring Report.
- 1.5 To supplement national policy, Communities and Local Government (CLG) released a Practice Guidance on SHLAA preparation in July 2007<sup>2</sup>. The guidance gives practical advice on how to carry out the assessment, including identifying sites, assessing their potential to deliver housing and establishing when sites are likely to be delivered.
- 1.6 It should be noted that the SHLAA constitutes one part of the evidence base for Portsmouth's Local Plan and that the inclusion of sites in this assessment **does not** allocate them for housing development. The Site Allocations Plan is currently being progressed and this will allocate sufficient sites for the city to meet its development needs.

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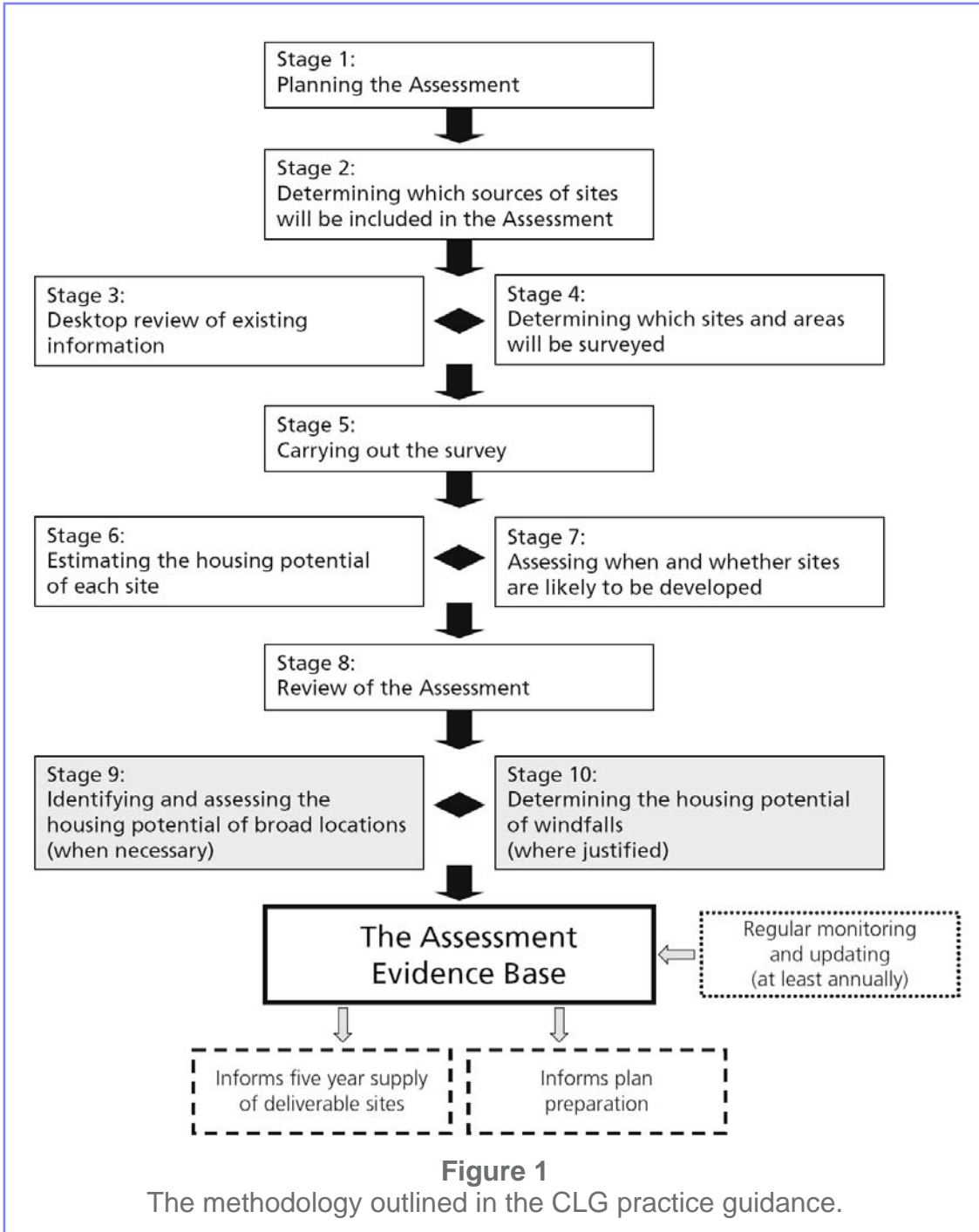
<sup>1</sup> <http://www.portsmouth.gov.uk/living/7923.html>

<sup>2</sup> The guidance can be found on the [Communities and Local Government website](http://www.communities.gov.uk/publications/planningandbuilding/landavailabilityassessment) (<http://www.communities.gov.uk/publications/planningandbuilding/landavailabilityassessment>)



## 2. Methodology

2.1 Portsmouth’s SHLAA has followed the methodology as set out in the CLG practice guidance, with some minor alterations to reflect local circumstances. CLG’s practice guidance advocates a ten stage methodology, as detailed on page 9 of the practice guidance and reproduced here in figure 1 for ease of reference.



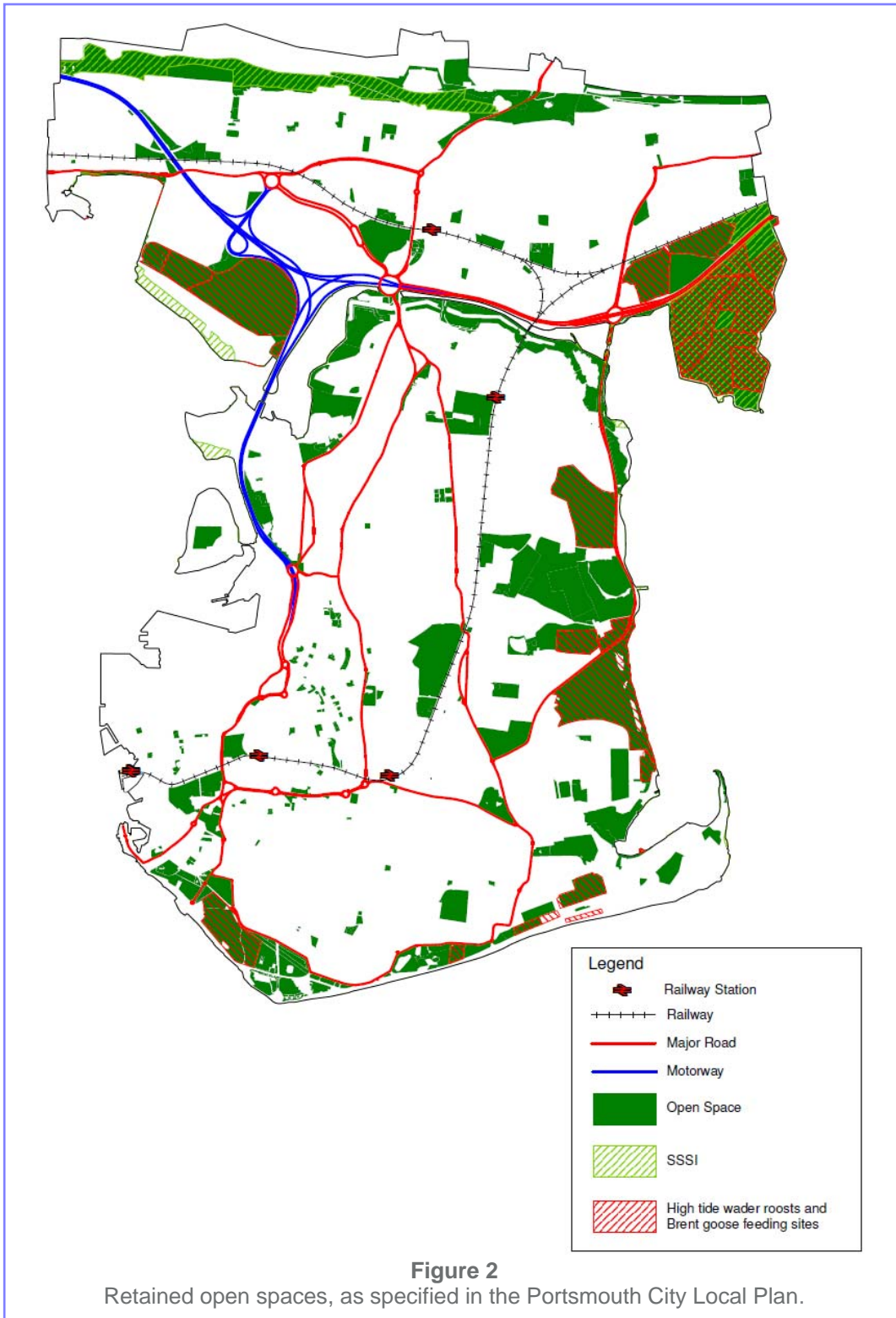
2.2 The following subsections set out the methodology for Portsmouth’s SHLAA in relation to these ten stages, specifically highlighting where this study deviates from the proposed methodology.

## **2.3 Planning the assessment**

- 2.3.1 When putting together the original SHLAA, consideration was given to combining expertise with neighbouring LPAs and producing a joint SHLAA report. However, given Portsmouth's well defined urban area, it was felt that there were limited advantages to joint working. Additionally, given the differing timescales of each authority's work on their SHLAA, it was not deemed appropriate to work with other LPAs.
- 2.3.2 A working group of officers responsible for SHLAAs across Hampshire was set up to develop a coordinated approach. Discussions with the working group led to a site size threshold of five units (gross) being proposed for Portsmouth. A lower threshold than this risked too many sites being put forward for assessment, as all large dwellings would offer the potential for subdivision. An analysis of past trends showed that if a higher threshold than five units was used a significant proportion of the city's housing land supply would be overlooked. Consequently, a threshold of five units was deemed to be most appropriate.
- 2.3.3 Officers from across the city council have been involved in the selection of sites and in the production of the report. These were from teams responsible for:
- i. Asset Management;
  - ii. Contaminated Land;
  - iii. Housing management; and
  - iv. Planning.
- 2.3.4 The SHLAA has been undertaken in house by city council planners. The production of the study using internal resources was also an opportunity to allow the knowledge base of officers to be developed. This will enable those tasked with working on future iterations of the SHLAA to track the sites as they progress through the stages of development and to have an awareness of their history in previous versions of the study.

## **2.4 Determining which sources of sites will be included in the assessment and desktop review of existing information**

- 2.4.1 Stages 2 and 3 from the practice guidance were taken together as one stage where all the various sources of data on potential housing sites were collated. The selection of the parts of the city which would be assessed in the study was straightforward given the city's setting. Portsmouth is an entirely urban area with no greenbelt or large greenfield sites and as such no specific areas of the city were excluded from being assessed.
- 2.4.2 The study excludes all areas of protected open space, Sites of Special Scientific Interest (SSSIs) and local wildlife sites. The city council's stance towards protected open space has remained unaltered for some time now and Portsmouth Plan policy PCS13 (A Greener Portsmouth) maintains this stance. Good quality open space is already at a premium in the city and given the likely increase in population over the next twenty years, the protection of all open spaces is deemed the only pragmatic approach to the issue. A map of open space, SSSIs and local wildlife sites can be seen in figure 2. The areas of protected open space and their boundaries are currently being reviewed. Future iterations of the SHLAA will have to accommodate this review.



2.4.3 The production of the SHLAA benefited from access to the Hampshire County Council Land Availability Management System (LAMS), which is used to monitor planning applications. The LAMS software is also used to monitor the implementation of planning permissions. This data has allowed the study to accurately assess the status of applications once they have been permitted and was therefore an extremely useful tool for assessing the status of sites across the city.

2.4.4 The following data sources were used as a basis for selecting sites to take forward as part of the SHLAA:

Sites in the planning system:

- i. Sites with planning permission or outline approval for residential (or mixed use development with a residential element) that are under construction
- ii. Sites with planning permission or outline approval for residential (or mixed use development with a residential element) at or before 31.03.2013 where development has not commenced<sup>3</sup>

Potential housing sites:

- i. Planning applications received from 01.04.2012 for residential development
- ii. Existing housing and mixed use allocations other land uses in the Portsmouth City Local Plan which are no longer required for those uses
- iii. Sites where planning permission for residential has been refused<sup>4</sup>.
- iv. Strategic sites in the Portsmouth Plan<sup>5</sup>;
- v. Sites submitted by developers and agents in the 'call for sites';
- vi. National Land Use Database sites;
- vii. Surplus public sector land (using the Register of Surplus Public Sector Land and Portsmouth City Council sites);
- viii. Sites from the city council's 2002 Urban Capacity study;
- ix. Pre-application discussions regarding residential development
- x. Sites where planning permission has been granted but the application has subsequently expired;
- xi. Land allocated (or with permission) for employment/industrial/retail or
- xii. Sites from the city council's eyesore group.

2.4.4 Sites with planning permission for residential development were included in the assessment in accordance with the practice guidance as they form an integral part of the city's future housing land supply.

2.4.5 A small number of suggested sources of sites from the practice guidance were not applicable given Portsmouth's constrained urban character. These are:

- i. Urban extensions;
- ii. New free standing settlements; and
- iii. Sites in rural settlements and rural exception sites.

2.4.6 All of the above sources of information were brought together and plotted using GIS to identify any duplication. A review of land currently in non-residential use with the potential to be developed for housing then took place using information from the existing sources of supply, overlaid with aerial photography of the city. This provided the means to find sites which had not previously been identified as possible sites for housing, yet where residential development could be possible.

2.4.7 These 'visually identified sites', along with sites from the sources in section 2.4.4 were then taken forward for surveying.

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<sup>3</sup> Please note that a resolution to grant planning permission by the Planning Committee does not constitute planning permission.

<sup>4</sup> Including such sites enabled officers to evaluate whether the reasons for refusal could be overcome in a future application.

<sup>5</sup> The Portsmouth Plan is available on the [Portsmouth City Council website](http://www.portsmouth.gov.uk/living/7923.html) (<http://www.portsmouth.gov.uk/living/7923.html>)

## **2.5 Determining which sites and areas will be surveyed**

2.5.1 The practice guidance states that all sites identified in the desktop review should be surveyed. However, all sites with planning permission are regularly monitored to record the development progress, with site visits undertaken annually. Therefore these annual site visits also informed the development of the SHLAA.

## **2.6 Carrying out the survey**

2.6.1 All officers involved in carrying out the surveys were briefed on the context against the wider purpose of the study. A site survey pro-forma was designed to record all relevant information.

2.6.2 The pro-forma was designed to:

- i. Quickly discount sites that could not feasibly accommodate five dwellings, either due to their size or another fundamental issue which meant that residential would not be an appropriate land use.
- ii. To record information about the context of the site, such as the character of the surrounding area and the height and type of buildings that would be feasible.
- iii. Multiple-choice fields were included to assess the suitability of the site for housing and any potential constraints to delivery.
- iv. Section D of the pro-forma was designed for completion upon return to the office to identify additional constraints on sites.

2.6.3 The site surveys were also used to identify additional sites which had not presented themselves during the desktop review of information. Alongside identifying new sites, the survey was also used to examine the boundaries of the existing sites to decide whether they should be extended or retracted to better reflect the area forming a 'natural site' on the ground.

2.6.4 Once the surveys were complete, the sites which surveyors judged to be able to accommodate five or more dwellings were entered on to a database set up to electronically record all information from the pro-formas. Aerial photography was used to verify any details which needed to be clarified after the surveys had been completed. A wide range of suitability criteria were considered to assess the suitability of each site. These were:

- i. Environment Agency flood zone
- ii. Predicted flood zone in 2115 using climate change projections<sup>6</sup>
- iii. Flood hazard level<sup>6</sup>
- iv. Proximity to an internationally important site for nature conservation
- v. Proximity to a site frequented by Brent Geese and the importance of this site<sup>7</sup>
- vi. The presence of a Tree Preservation Order on the site
- vii. The importance of any green space (which is not protected open space) on the site
- viii. Whether the site lies within a conservation area
- ix. The presence of any listed buildings on the site
- x. The proximity of the site to an air quality management area

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<sup>6</sup> As defined in the [PUSH Strategic Flood Risk Assessment](http://push.atkinsgeospatial.com) (<http://push.atkinsgeospatial.com>). For sites in flood zone 2, the flood zone 2 (undefended) map set was used, for sites in flood zone 3, the flood zone 3 (undefended) map set was used.

- xi. The distance from the site to the nearest railway station<sup>8</sup>
- xii. The distance from the site to the nearest bus stop<sup>8</sup>
- xiii. The distance from the site to the nearest local centre<sup>8</sup>
- xiv. The distance from the site to the city centre, Southsea town centre or a district centre<sup>8</sup>
- xv. The distance from the site to the nearest secondary school<sup>8</sup>
- xvi. The distance from the site to the nearest GP surgery<sup>8</sup>
- xvii. The potential to have an adverse impact on the Strategic Road Network (SRN) and its junctions.

2.6.5 It is possible to predict the likely traffic flow at junctions on the SRN as a result of the overall development in Portsmouth as well as elsewhere in the sub-region during the plan period. Hence, appendix 1 lists the closest access to the SRN and the likely increase in traffic flow at this access point/junction in 2026. However it is not possible to predict the likely impact that development on SHLAA sites would have on the highway network immediately around the potential housing site as this would depend on the exact quanta of units, whether these were houses or flats and the placing of accesses onto the highway network.

2.6.6 All data collected on a site during its survey as well as the suitability criteria listed above were recorded through the database in order to keep a full and comprehensive electronic record of each site.

2.6.7 Those sites that were discounted during the surveys were not entered onto the database. Such sites were deemed unviable options for residential development of at least five dwellings and as such did not meet the criteria of the study.

## 2.7 Estimating the housing potential of each site

2.7.1 If the site was deemed suitable for housing, a multi-stage desktop exercise was carried out to estimate the gross number of units that could be accommodated on the site. The first stage of this exercise used a quantitative methodology to further filter out those sites which were unlikely to be able to yield five dwellings.

Site size	Net developable area calculation
Up to 0.4ha	95%
0.4ha to 1.9ha	80%
Greater than 2ha	70%

**Figure 3**  
The formulae used to calculate net developable area.

2.7.2 Firstly, the gross area of each site was amended to reflect the fact that supporting infrastructure and services are necessary in any new development. For very small developments, very little physical infrastructure would be needed on the site. As the site size (and thus the dwelling yield) increases, roads, paths and open space will be needed to support new residents. The net developable area calculations reflected this and can be seen in figure 3.

2.7.3 The SHLAA database was set up to score sites based on the suitability criteria identified in paragraph 2.6.4. Certain criteria are seen as having more of an effect on the density of development that would be suitable in a location as well as highlighting those parts of the city where residential density could be maximised. For example, a site immediately

<sup>7</sup> Sites and their importance as defined by the 2010 Solent Waders and Brent Goose strategy

<sup>8</sup> These criteria collectively measure the accessibility of sites to transport nodes and local services.

adjacent to a railway station would be seen, all else being equal, to be suitable for a higher density than one adjacent to a bus stop. Therefore further weight was added to the scores from some accessibility criteria and the density of the surrounding area. This amended score was then used to calculate a suggested density for each site which, when multiplied by the net developable area, gave a suggested yield. If the resultant yield was less than five dwellings, the site was discounted, unless there was justification to disagree with the result.

2.7.4 However this methodology was not used to determine the suggested yield for those sites which were taken forward as part of the SHLAA. It was concluded that such a methodology was too crude and that a mock scheme, drawn up on a site-by-site basis, would be a more realistic estimation of the capacity of individual sites.

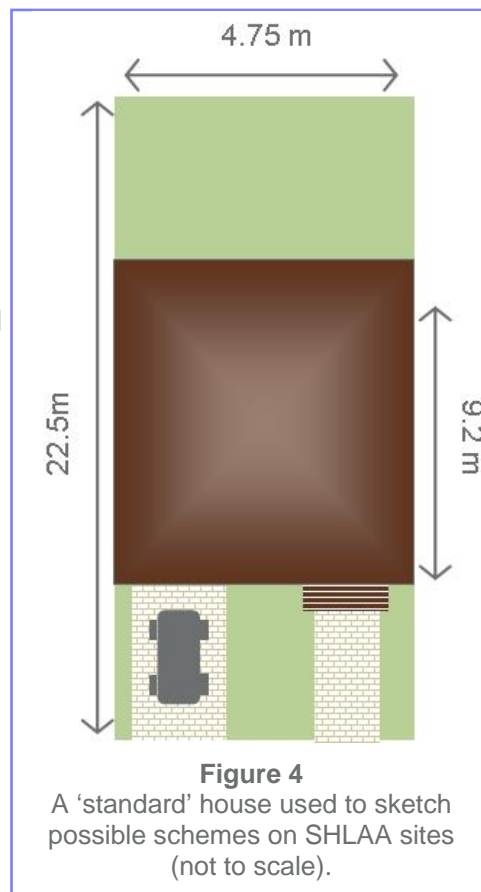
2.7.5 The remaining sites to be taken forward were examined in the context of their surrounding area in order to visualise the kind of development that should take place on the site. This was to answer two fundamental questions:

- i. Whether the site should be developed solely for housing or whether a mix of uses was needed, such as a ground floor retail unit.
- ii. Whether the site would be more suitable for flats, houses or a mix.

2.7.6 If the site was deemed more suitable for houses, a possible scheme was sketched based on a 'standard' house as illustrated in figure 4. This 'standard house' conforms to the space standards contained in policy PCS19 of the Portsmouth Plan. Typically, house schemes were sketched by using a 'U' formation of houses, by continuing existing terraces or in a 'back garden to back garden' formation on more constrained sites.

2.7.7 The standard house results in a building footprint that is similar use of space as when yields were based on a flatted scheme, highlighting the fact that housing can be developed at a similar density to flats.

2.7.8 If the site was deemed more suitable for flats, the yield was based on an algorithm. The footprint of the development was deemed to be an average of 40% of the plot size. The remaining space would be accommodated by landscaping, paths and parking as well as suitable space to ensure that the setting of the buildings is appropriate in terms of their bulk and size. The footprint size was then multiplied by the number of storeys of residential development it was deemed the site could accommodate. 75% of this total floorspace was then taken forward as space for dwellings. The remaining 25% would accommodate stairs, lifts, cycle and waste storage. The total floorspace for dwellings was then divided by 67 based on the minimum space standard<sup>9</sup> for a two bedroom flat in



<sup>9</sup> Space standards are on the [city council's website](#).

$$\frac{((A \times 0.4) \times S) \times 0.75}{67}$$

A = the net developable area of the site  
S = the number of storeys the site could accommodate

**Figure 5**  
The algorithm used to calculate the number of flats a development could yield.

Portsmouth of 67m<sup>2</sup>. This ensures that the scheme should comply with the space standards in policy PCS19 of the Portsmouth Plan. This process is summarised in figure 5.

- 2.7.9 However this algorithm was often altered to take account of the specifics of certain sites. Where it was thought that the site could potentially accommodate a mix of houses and flats, the algorithm in figure 5 was altered to suit the location, usually by increasing the footprint of the development in relation to the size of the site.
- 2.7.10 When assessing the yield from a conversion, 100% of the footprint of the building was used to base the calculation on, instead of 40% of the plot. Additionally, the resultant yield was usually reduced slightly as many conversions use non-residential buildings, which often means that that the internal layout of the building is not ideally designed for residential use.
- 2.7.11 Nonetheless, the yield that this process resulted in was subject to change based on, for example, the particular constraints facing a specific site or a nearby scheme which it was felt served as a model of good development in that particular area. In addition a great deal of survey work has been done to inform the Local Plan (see section 2.9 for more detail) and this has informed the yield of sites.
- 2.7.12 All sites were given a gross yield based on the number of new dwellings that could potentially be accommodated on the site. However the Portsmouth Plan's target is for a net increase in dwellings. Consequently, any existing units on the sites were accounted for and a potential net increase in dwellings calculated for all sites.
- 2.7.13 Both when formulating the methodology for deriving the yield of sites and when assessing the individual sites, the city council has been conservative in assessing yields. This is not intended to be a ceiling to the level of development which could be accommodated at sites. As is described in the disclaimer at the front of the study, this does not preclude proposals coming forward for a higher level of housing development. Instead, this seeks to ensure that the study is prudent when assessing if the city has sufficient housing land to meet its housing needs and to ensure that the risk of undersupply when sites come forward is minimised.
- 2.7.14 Overall, this process has ensured that potential yields can be suggested in the study. However this was only a desktop exercise and so cannot be relied upon to accurately predict the yield that each site could accommodate.



## **2.8 Assessing when and whether the sites are likely to be developed**

2.8.1 This stage of the study was carried out in tandem with that described in section 2.7. Sites were examined in order to determine whether, and when, they would be likely to come forward for housing over the timeframe of the Portsmouth Plan. This stage of the study is critical in determining compliance with the NPPF, specifically in relation to viability. The methodology assessed a site's suitability, availability and achievability to determine if they can be considered to be deliverable, developable or neither.

2.8.2 In order for sites to be included in the first five years supply, they must be considered to be deliverable. Paragraph 54 of PPS3 sets out that to be considered deliverable, sites should:

- i. Be *suitable* - the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities;
- ii. Be *available* - the site is available now; and
- iii. Be *achievable* - there is a reasonable prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.

2.8.3 Footnote 12 of the NPPF then sets out the criteria for developable sites, which are expected to come forward after the first five years:

- i. The site should be in a suitable location for housing development; and
- ii. There should be a reasonable prospect that the site is available for, and could be viably developed, at the point envisaged.

2.8.4 These definitions were used to assess whether, and when, sites would be coming forward so as to assemble Portsmouth's future housing land supply and ensure that sites are correctly phased.

### *Assessing suitability*

2.8.7 Workshops were set up with planning officers with experience at overseeing larger applications in order to assess whether a site was suitable for housing, when it could potentially come forward and the indicative yield that could be assigned to each site. Planning officers working on the Employment Land Review were also involved at this stage so as to ensure that sites seen as critical to meeting the city's future employment needs were not taken forward.

2.8.8 Workshops also took place with the city council's Highways team to examine the likely impact that the development anticipated through the SHLAA would have on the Strategic Road Network (SRN). This involved determining which access way onto the SRN residents would be most likely to use as well as the likely traffic flow that junction could experience in the future with the impact of development. This process used the Harbourside Evaluation of Transport Impacts study's findings. The result for each site has been highlighted in appendix 1.

2.8.9 Detailed discussions also took place with officers from the city council's contaminated land team in order to make sure that this critical issue was covered in the site evaluations. Each site was individually assessed to determine the likely extent of contamination and

the action that would be required by any developer both to assess the level of contamination and remediate any contamination which is present on the site. This has again been highlighted for each site in appendix 1.

- 2.8.10 Officers from the city council's housing and asset management services were also involved in evaluating sites. Information from the site surveys as well as local knowledge also highlighted any additional constraints to development. Overall this enabled an accurate and comprehensive picture of each site's constraints and opportunities to be built up.
- 2.8.11 As paragraph 35 of the CLG guidance states, assessing suitability is not necessarily a case of concluding that a site is either suitable or unsuitable for housing. Rather it looks at the degree of suitability. The constrained nature of Portsmouth means every effort must be made to maximise the city's finite land supply. Consequently, most sites that were identified as being capable of accommodating more than five units were deemed suitable for housing. However the study has highlighted those sites where sizeable suitability issues remain and has suggested ways that these could be overcome. When a number of constraints to development exist on a site, this has generally been seen to indicate that the site will take longer to develop and its phasing reflects this.
- 2.8.12 Nonetheless, in some cases, sites have been excluded at this stage for presenting what is seen as insurmountable hurdles to residential development. Such obstacles included:
- i. Extreme flood risk, where the site is located in flood zone 2 or 3 and has either a high or very high flood hazard level
  - ii. Where the site is located in an employment area, which is seen as essential to meeting the city's employment needs.

*Assessing availability*

- 2.8.13 The city council has not identified the owner of every site in the study as this would be costly, the information would be out of date relatively quickly and it was felt this would add little to the study.
- 2.8.14 Nevertheless, where the site owner is known to the city council, for instance through a recent planning application, this has been highlighted.
- 2.8.15 The other aspect that has been highlighted through the survey work was whether the site is currently in use. This helps to inform the phasing of sites as relocating an existing use will inevitably take time. This was assessed in conjunction with the suitability criteria.

*Assessing achievability*

- 2.8.16 In assessing achievability, the study seeks to identify when a site is likely to yield residential development, according to the best information available for the study. For sites benefiting from an extant permission on them, the site was generally assumed to come forward and was phased according to the size and complexity of the site.
- 2.8.17 The practice guidance also promotes the use of a preliminary residual appraisal to assess achievability. This is particularly pertinent as the NPPF requires that potential housing sites phased for the first five years of delivery must be shown to be viable. As such, all

sites which are considered to be deliverable have been shown to be viable using the HDH viability model.

- 2.8.18 For a full breakdown of the appraisal methodology and results, see appendix 2.
- 2.8.19 Nonetheless, it should be stressed that at this point, the appraisal can only be a rough indication and the exact mix of units, specification of units, phasing of construction and house price rises or falls could potentially have a significant impact on the viability of sites as they come forward. Nonetheless, it does show that the city has a robust five year supply that can be viably delivered.
- 2.8.20 The nature of the local housing market for each site was also established. This used Acorn data which provides precise and in-depth information on the demographics found in certain areas of the city. Acorn data sources include but are not limited to: income, borrowing, spending, savings, occupation, employment, age, ethnicity, health, housing type, tenure, amenities, internet access, population density and communal establishments. Further information can be found at [caci.co.uk/acorn](http://caci.co.uk/acorn).
- 2.8.21 These data sources are then compiled to produce a picture of the socio-economic character of specific areas. This can be used to demonstrate the type of local housing market area that the site is in and so helps to highlight the likely value of the site to a developer.
- 2.8.22 Acorn data presents this socio-economic picture through five categories. However to relate the data more to the housing market they have been renamed as follows:
- i. high strength housing market
  - ii. mid-high strength housing market
  - iii. mid strength housing market
  - iv. mid-low strength housing market
  - v. low strength housing market.
- 2.8.23 Presenting the Acorn data in this way can give a good impression of the characteristics of communities and the likely land value of a site. Sites in higher strength housing markets will be more achievable and more likely to be bought by developers and put forward for housing development. However it is only a snapshot and can only reflect the current situation, giving no account of how an area could change as a result of development.
- 2.8.24 It should also be noted of course that economic conditions and housing markets are inherently unpredictable and subject to short term change, which can have a dramatic impact on the housing market. It is accepted that some of these predictions will likely turn out to be unrealistic. Each site's achievability will be re-assessed as part of the SHLAA's annual updates.
- 2.8.25 The assessment of availability, along with conclusions on the site's suitability and achievability led to conclusions as to the likely phasing of each site.
- 2.8.26 The draft results of the SHLAA have enabled the city council to produce a more detailed assessment of the housing numbers that it is anticipated will be produced by specific

sites/areas annually up to 2027. This information has been used to produce the housing trajectory.

## **2.9 Review of the assessment**

2.9.1 This report is the fifth iteration of the Portsmouth SHLAA.

2.9.2 As part of this update, all of the sites which were included in the 2012 study have been re-assessed for their suitability, availability and achievability.

2.9.3 Following advice from CLG, purpose built student accommodation has now been included in completions and projected completions from the 2012/13 year onwards. This has been calculated on the basis of each cluster flat of student bedrooms forming one dwelling.

2.9.4 In addition to the reassessment above, each potential housing site which has been phased for delivery in the first five years has been subject to an initial residual appraisal to ensure that it can be delivered viably (see above).

## **2.10 Identifying and assessing the housing potential of broad locations**

2.10.1 Given the constrained geography of Portsmouth, it is not possible to outline broad locations in the way that is envisaged in the practice guidance.

2.10.2 In the case of Portsmouth, a level of site between a 'potential housing site' and a 'broad location' has been identified, that of the 'strategic site', as identified in the Portsmouth Plan. These sites have been assessed in broader terms than the potential housing sites as constraints and availability could vary across the individual plots that together form the site.

2.10.3 The strategic sites that have been identified in the study are:

- i. Port Solent
- ii. Horsea Island
- iii. Tipner
- iv. The city centre, and
- v. Somerstown and North Southsea

2.10.4 These sites will form the key development areas of the Portsmouth Plan. The suggested phasing of these sites (which can be seen in section 3.6) reflects their size and complexity.

2.10.5 The yield for Somerstown and North Southsea is based on the proposals in policy PCS6 of the Portsmouth Plan which states that a minimum of 539 additional dwellings would be provided. The comprehensive redevelopment of the area is being led by the Somerstown and North Southsea Area Action Plan, which was adopted on 17<sup>th</sup> July 2012.

3.6.1 The City Centre is made up of a large number of smaller sites. The total yield of the city centre was determined through an urban capacity assessment carried out as part of the 2008 draft Portsmouth Plan. This assessment used evidence from the Station Square and Station Street Supplementary Planning Document, the likely residential yield from the

Northern Quarter development based on the approved outline application (A\*39165/AA) and masterplanning work associated with the development of the Guildhall Square area. The assessment did not take into consideration schemes which were already permitted, completed or under construction. This work has been updated and built on in 2010, looking at individual development sites and taking account of how the market for city centre apartments has changed since the 2008 draft Portsmouth Plan was published. This has resulted in a revised yield of 1,600 dwellings in the adopted Portsmouth Plan.

2.10.6 Overall, the strategic sites are seen as being the focus of development in the city and capable of accommodating a substantial proportion of the city's housing and employment requirements. Bringing these sites forward underpins the city's future development.

## **2.11 Determining the housing potential of windfalls**

2.11.1 The NPPF and the CLG practice guidance recognise that a realistic approach must be taken towards windfalls. It is always preferable to have identifiable sites that will form the city's housing land supply. The certainty that such sites offer is beneficial in planning for infrastructure provision and ensuring that the most suitable parts of the city are prioritised for residential development.

2.11.2 Nonetheless, the NPPF does state that windfalls can be identified in the first five years of delivery, providing that local circumstances justify such an approach. It is believed that such circumstances exist in the Portsmouth area and that accommodating a windfall allowance is a realistic and robust approach to take. This section of the report will present a justification for an allowance for unidentified sites of fewer than five dwellings. It will then present evidence on the level of delivery that should be allowed for from unidentified sites.

### *Windfall justification*

2.11.3 This section draws heavily on the Infrastructure Delivery Plan (IDP)<sup>10</sup>

2.11.4 Portsmouth is very tightly constrained by its geography. Its tight boundaries ensure that there are no greenfield sites on which an urban extension can be planned for. In a very tightly constrained, including by the sea, and fully built up urban area, it is reasonable to assume that some currently unidentified sites are likely to continue to come forward over the timeframe of the Portsmouth Plan.

2.11.5 Effectively, outside of the strategic sites, there is no remaining undeveloped land within the city's boundaries. In these particular local circumstances, it is not possible for a SHLAA to identify every single opportunity that will become available over the next 14 years in its 'snapshot' picture of potential new housing land availability. In particular, Portsmouth has a history (see figure 6 below) of providing small developments through infill schemes and conversions of large Victorian houses into flats. By their nature, these small schemes take place on sites which are impossible to identify in advance.

2.11.6 Windfalls, particularly on smaller sites, are predicted to continue to contribute to Portsmouth's delivery of housing simply due to the city's geography. However, as the practice guidance states, the advantages of identifying specific deliverable and

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<sup>10</sup> The IDP is available on our website at [http://www.portsmouth.gov.uk/media/PLN\\_IDP.pdf](http://www.portsmouth.gov.uk/media/PLN_IDP.pdf)

developable sites for housing is that infrastructure providers in particular have some certainty about where development will take place.

- 2.11.7 Clearly the additional population which will come with development will lead to increased pressure on the city's infrastructure. The IDP shows that a significant amount of infrastructure investment will be needed to deliver the Portsmouth Plan. A great deal of this is directly linked to the development of the strategic sites. Section 5 of the IDP relates specifically to the strategic sites. The section sets out the specific infrastructure projects which are necessary in order to facilitate development on each site. This has fed into the yield and phasing of the sites in section 3.6 and the housing trajectory and the site specific projects have been identified in appendix 1.
- 2.11.8 Nonetheless, there are a number of other projects which will be needed to deliver the Portsmouth Plan. However the need for these projects, their location or their phasing would not be altered depending on where within Portsmouth's boundaries the development takes place. In contrast, in many other parts of the country, the location of developments within a district or borough, such as in different settlements, would significantly dictate the infrastructural requirements which that development would create.
- 2.11.9 Section 4 of the IDP looks at the infrastructure needs of the city as a whole as a result of the likely level of development over the next twenty years. It shows that infrastructure providers are considering the level of development in the city as a whole and it is therefore not of overriding importance where development sites are located. Provision of gas, water supply and waste disposal for example all follow such an approach. Taking water supply as an example, measures will need to be taken to increase supply to accommodate new development. Portsmouth Water have forecast demand in Portsmouth up to 2035 in their business plan. The company have concluded that the increase in water supply needed can be met within planned projects and at their own cost.
- 2.11.10 In some cases site specific considerations will be important but infrastructure providers are confident that these can be accommodated at the time when development comes forward. As an example, electricity in the city is provided from two main sites: one at Cows Lane in Wymering and the Mary Rose site in Old Portsmouth. To accommodate development, some further substations can be supplied from the Wymering site within Scottish and Southern Electric's own costs. Additionally, some larger development sites may also require a new substation as part of the scheme although the timing can be planned on a case by case basis as development proposals come forward.
- 2.11.11 Overall, it is clear from the evidence in the IDP that, whilst the amount of infrastructure required to deliver the Portsmouth Plan is significant, the exact location of development within the city, outside of the strategic sites, will have minimal implications for the amount, location or phasing of infrastructure. As a result, a limited allowance will be made for unidentified sites of fewer than five dwellings, based on a realistic analysis of the likely level of such sites which is likely to be delivered.

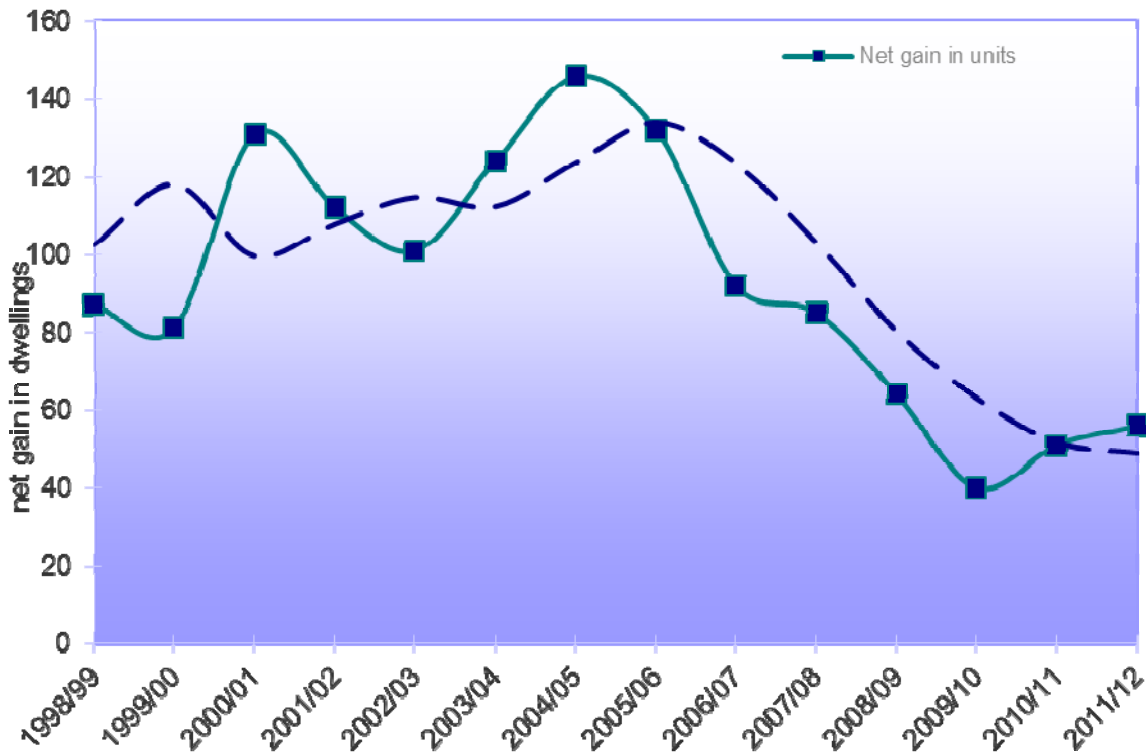


Figure 6

Net gain of dwellings on sites of 1-4 units between 1998/99 and 2011/12. The data is based on the actual yield in each year from sites of 1-4 net dwellings and a moving average of the delivery of housing on such sites over the preceding three years.

*Level of windfall*

2.11.12 The level of the windfall allowance will be based on the amount of completions from sites of 1-4 dwellings since 1998/99. In line with the advice in the NPPF, development on garden land has not been included, where data is available on this. It should be noted that this represents an extremely low proportion of overall housing delivery in Portsmouth: in the 2012/13 there were two completions on garden land out of 379 overall completions.

2.11.13 Figure 6 uses a three year moving average to show the level of completions from sites of 1-4 dwellings over this timeframe. Whilst in recent years the level of delivery has fallen in line with the overall level of housing delivery, historically it has been approximately 100 dwellings per year.

2.11.14 Consequently, a prediction of a yield of 100 units per annum from sites yielding 1-4 dwellings is seen to be a realistic and robust approach. A yield of 50 dwellings per year has been given to 2013/14 and 2014/15 to reflect the fact that a number of applications already exist which will contribute to the supply of homes from small sites over these two years.

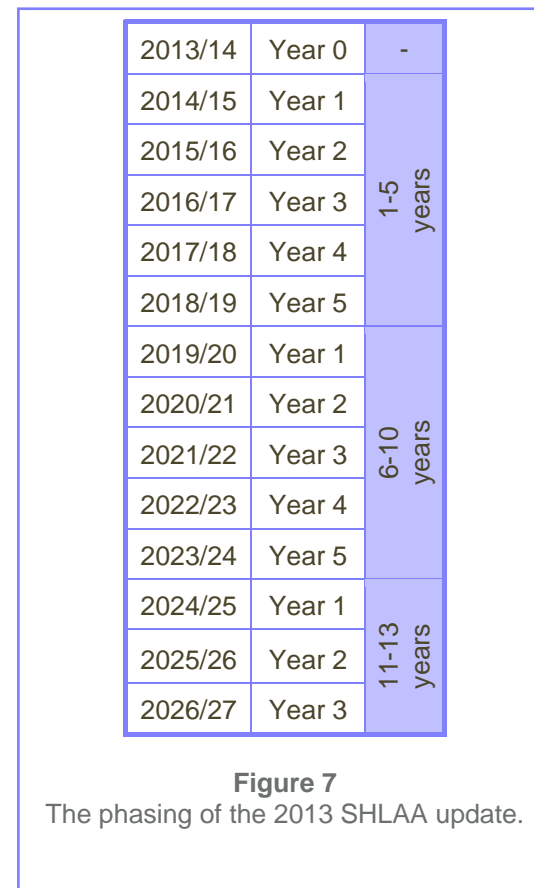




**Before continuing, readers are strongly advised to familiarise themselves with the disclaimer, which can be found on page i of this report. All information contained in the SHLAA and its appendices should be read in light of the disclaimer.**

### 3. Findings

- 3.1 This section sets out the results of the study, according to the source of supply and then sub-divided by the phase of delivery (see figure 7).
- 3.2 The base date of this study is 01 April 2014. The study’s phases of delivery follow from this base date and are outlined in figure 7 for reference.
- 3.3 Portsmouth’s housing target**
  - 3.3.1 The Portsmouth Plan was adopted on 24<sup>th</sup> January 2012. As a result, the Portsmouth Plan now forms the most robust and up to date housing target for the city.
  - 3.3.2 Table 2 of the plan<sup>11</sup> sets out the city’s housing supply from 2006/07 up to 2026/27 and states that between 11,484 and 12,754 net additional homes could be provided, depending on the provision of infrastructure. Funding has been confirmed for the Tipner motorway interchange and it is under construction. This piece of infrastructure will unlock the full potential of the site. As a result, the higher level of development (1,250 new homes) is now being planned for at Tipner.
  - 3.3.3 This brings the total housing target to 12,254 net additional homes in the city between 2006/07 and 2026/27. This equates to an average of 584 homes per year over the 21 years. The annual target will be 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.



<sup>11</sup> See page 81 of the Portsmouth Plan.

3.3.4 Completions from 2006/07 to 2011/12 are shown in figure 8. This shows that completions to 31 March 2013 are 4,245.

3.3.5 The sites which will form the city's future housing land supply, in conjunction with the windfall allowance (see section 2.11), are:

- i. sites in the planning system;
- ii. potential housing sites; and
- iii. strategic sites.

3.3.6 Sections 3.4-3.6 are divided up according to the type of supply as outlined above. Each of those subsections then outlines the contribution each source of supply will make towards each of the three phases of delivery. These results are then summarised in section 3.7 and analysed in sections 4 and 5.

Status of site	Code used
Residential development is complete	1
Residential development is under construction	2
Full planning permission, implementation not started	3
Outline planning approval has been granted	4
Potential housing site	5
Strategic site	6

**Figure 9**

The site status codes as used in sections 3.4-3.6.

3.3.7 All sites have been assigned a status, based on how well advanced the delivery of housing is on that site. The six site status codes are listed in figure 9.

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
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
requirement for each period of delivery	
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

**Figure 8**

The framework of Portsmouth's future housing delivery, calculated from the housing target in the Portsmouth Plan.

### 3.4 Sites in the planning system

- 3.4.1 Sites in the planning system are mostly comprised of status 1-3 sites. The city council monitors sites with planning permission on a regular basis to determine when a planning permission is being implemented. This enables the city council to accurately measure performance against its housing targets. Status codes for sites in section 3.4 are based on data collected in April 2013.
- 3.4.2 This category does not include sites with only a resolution to grant planning permission or outline approval as this does not constitute planning permission.
- 3.4.3 Sites which have planning permission but are listed as potential housing sites or are part of strategic sites are marked as ~~strikethrough~~. Please see either section 3.5 or 3.6 for further details on these applications.
- 3.4.4 Sites which have planning permission are generally considered deliverable, as set out in footnote 11 of the NPPF which states that "*Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.*" Any sites which are not deliverable for the above reasons are phased for later periods of delivery, this includes some of the permissions in strategic sites.
- 3.4.5 Please note that on a small number of sites the completions, projected completions and existing units do not equal the gross units permitted. This is due to completions that took place in previous years.

#### 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
24209/AC*A	LAND R/O THE LANYARD PH (FMR BAPTIST CHURCH) LONDON ROAD/HEATHFIELD ROAD	10	0	10	0	2
<del>20262/AB*C</del>	<del>102 FMR WIGHTLINK WORKSHOPS BROAD STREET</del>	14	See potential housing sites (section 3.5)			4
<del>06/00497/FUL</del>	<del>SAVOY BUILDINGS SOUTH PARADE</del>	92	See potential housing sites (section 3.5)			4
08/00344/FUL	8-10 THE OCEAN HOTEL AND APARTMENTS ST HELENS PARADE	6	0	0	6	2
09/00564/REM	218-222 SITE AT CORNER OF INHURST ROAD LONDON ROAD	9	0	9	0	2
08/02221/OUT	11-14 CLOCK STREET	1	0	0	1	3

## 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
09/01564/REM	116 NORTH END AVENUE	7	0	0	7	3
10/00047/FUL	REAR OF 58-60 HIGH STREET	9	0	0	9	3
08/01941/FUL	NIGHTCLUB QUEENS HOTEL OSBORNE ROAD	60	0	0	30	3
10/00291/FULR	TRAFALGAR AUTOS TRAFALGAR PLACE	2	0	0	2	3
10/00133/FUL	123 CLARENDON ROAD	3	0	3	0	2
10/00155/FUL	13 NIGHTINGALE ROAD	1	0	0	1	3
09/00336/FUL	138 ELM GROVE	5	0	0	5	3
10/00517/FULR	5 CLARENCE PARADE	3	0	0	3	3
<del>40/00421/OUT</del>	<del>LONGDEAN LODGE HILLSLEY ROAD</del>	40	See potential housing sites (section 3.5)			3
10/00641/FULR	STORAGE LAND ADJ 9 RIVERS STREET	5	0	0	5	3
10/00769/FUL	142 TWYFORD AVENUE	1	0	1	0	2
10/00980/FUL	27 FAWCETT ROAD	1	0	0	1	3
10/00414/FUL	PUBLIC HOUSE, 1 KENT ROAD	2	0	2	0	2
10/01114/FUL	3 LABURNUM GROVE	2	0	3	0	2
<del>40/00653/FUL</del>	<del>STANHOPE HOUSE 91-95 COMMERCIAL ROAD</del>	6	See strategic sites (section 3.6)			3
10/01239/FUL	LAND AT REAR OF 26 FIFTH AVENUE	1	0	1	0	2
<del>40/00935/FUL</del>	<del>ZURICH HOUSE STANHOPE ROAD</del>	55	See strategic sites (section 3.6)			3
10/01088/FUL	153 QUEENS ROAD	1	0	0	1	3
11/00035/FUL	190A ALBERT ROAD	-2	0	0	-2	2
11/00106/FULR	THE TOWN HOUSE PORTLAND ROAD	9	0	0	9	2
11/00174/REM	108 - 112 ELM GROVE	6	0	0	6	3
11/00010/FUL	3 OUTRAM ROAD	1	0	1	0	3

## 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
10/01263/FUL	38 - 42 SOUTH PARADE	6	0	6	0	2
11/00169/FUL	37 - 43 HIGH STREET	2	0	0	2	2
11/00308/FULR	11 - 12 CARBIS CLOSE	-1	0	0	-1	3
11/00319/FUL	253 ALBERT ROAD	1	0	0	1	3
11/00099/FUL	75 - 77 COPNOR ROAD	7	0	0	7	2
11/00147/FUL	DOYLE COURT 443 LONDON ROAD	9	0	0	9	3
10/01260/FUL	THE WILLOWS 255 TWYFORD AVENUE	2	0	2	0	2
11/00025/FUL	SOUTHSEA UNITED REFORM CHURCH VICTORIA ROAD SOUTH	8	0	0	8	3
11/00409/FUL	THE SWAN 100 COPNOR ROAD	12	0	0	12	3
11/00676/FUL	25-26 LAND TO REAR OF LANDPORT TERRACE	1	0	1	0	3
11/00833/FUL	CENTRAL STUDIO HOUSE RIVERS STREET	1	0	0	1	3
11/00967/FUL	80 CLARENDON ROAD	2	0	2	0	3
11/00903/FUL	256 CHATSWORTH AVENUE	0	0	0	0	3
11/00789/FUL	12 LAKE HOUSE ST HELENS PARADE	9	0	0	9	3
<del>11/00053/FUL</del>	<del>1 - 5 QUEEN STREET</del>	41	See strategic sites (section 3.6)			5
11/01011/FUL	99 WINTER ROAD	1	0	0	1	3
11/01077/CON	THE TOWN HOUSE PORTLAND ROAD	-1	0	0	0	3
11/00488/FUL	8 TO 10 OCEAN APARTMENTS ST HELENS PARADE	1	0	0	1	3
11/00620/FULR	143 HAVANT ROAD	2	0	0	2	3
11/00761/FUL	WHEELBARROW PH 1 LAND AT REAR OF KENT ROAD	1	0	1	0	2
11/00269/FUL	FORMER SIR ROBERT PEEL PH ASTLEY STREET	17	0	0	17	3
11/00832/REM	191 EASTNEY ROAD	9	0	0	9	3

## 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
11/01020/FUL	70 AND STORE REAR OF 80 DARLINGTON ROAD	2	0	0	2	3
11/01174/FUL	149 - 153 SOMERS ROAD	3	0	0	3	3
<del>44/01204/REM</del>	<del>205 WALKER CAR SALES GOLDSMITH AVENUE</del>	14	See potential housing sites (section 3.5)			4
11/00353/FUL	176 LONDON ROAD	38	0	0	38	3
11/00888/FUL	5 SOMERS ROAD	2	0	0	2	3
11/00970/FUL	1 - 41 BEAMOND COURT LINDISFARNE CLOSE	7	0	0	7	2
11/01250/FUL	511 PARK VIEW LONDON ROAD	3	0	3	0	2
<del>44/01232/FUL</del>	<del>FORMER CAROLINE LODGE BLOSSOM SQUARE</del>	43	See strategic sites (section 3.6)			5
11/01040/FUL	138 CLARENDON ROAD	3	0	0	3	3
11/00113/FUL	151 - 153 HAVANT ROAD	3	0	0	3	3
11/00988/FUL	CORONATION HOMES NORTHERN PARADE	4	0	4	0	2
12/00013/FUL	82A FINANCE HOUSE HIGH STREET	2	0	0	2	2
11/01070/FUL	46 - 48 FRATTON ROAD	4	0	0	4	3
12/00007/FUL	1C AMBERLEY ROAD	0	0	0	0	3
11/01246/FUL	ALEXANDRA LODGE WYLLIE ROAD	80	0	0	80	2
<del>40/01247/FUL</del>	<del>LAND ADJACENT TO HOMEHEIGHTS AND QUEENS HOTEL OSBORNE ROAD CLARENCE PARADE</del>	38	See potential housing sites (section 3.5)			4
12/00139/FUL	5 FLATS 1 - 11 VECTIS WAY	3	0	0	3	3
12/00055/FUL	65 OSBORNE ROAD	2	0	0	2	3
12/00204/FUL	44B HIGH STREET	2	0	0	2	3
<del>44/00250/OUT</del>	<del>ST MARYS HOSPITAL WEST MILTON ROAD</del>	191	See potential housing sites (section 3.5)			4
12/00146/FUL	LAND ADJACENT 1 CROFTON ROAD	1	0	0	1	3
12/00118/FUL	147 ALBERT ROAD	2	0	0	2	3

## 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
12/00141/FUL	143 - 147 REGAL PALACE KINGSTON ROAD	0	0	2	0	2
<del>11/00070/FUL</del>	<del>1 - 95 HALLIDAY CRESCENT</del>	48	See potential housing sites (section 3.5)			4
<del>10/00849/OUT</del>	<del>LAND OFF AND BETWEEN M275 SOUTH OF TIPNER LAKE INCLUDING GREYHOUND STADIUM TWYFORD AVENUE</del>	518	See strategic sites (section 3.6)			5
<del>11/00362/OUT</del>	<del>TIPNER EAST - PHASE 4 TWYFORD AVENUE</del>	80	See strategic sites (section 3.6)			5
12/00126/FUL	177 LONDON ROAD	1	0	1	0	2
11/00839/FUL	SITE OF FORMER 20 EAST COSHAM AVENUE	4	0	0	4	3
<del>11/00656/FULR</del>	<del>WAREHOUSE CROSS STREET</del>	165	See strategic sites (section 3.6)			5
12/00045/FUL	THE DAME JUDITH PROFESSIONAL CENTRE SUNDRIDGE CLOSE	46	0	26	20	2
12/00157/FUL	61B FESTING ROAD	1	0	0	1	3
12/00265/FUL	27 KINGSHAVEN REST HOME WHITWELL ROAD	1	0	1	0	2
11/00271/FUL	18 HELENA ROAD	1	0	0	1	3
12/00286/FUL	234 TWYFORD AVENUE	1	0	0	1	3
12/00197/FUL	202 CHICHESTER ROAD	1	0	0	1	3
11/00997/FUL	306 FRATTON ROAD	2	0	0	2	3
12/00233/FUL	2A LENNOX MANSIONS CLARENCE PARADE	1	0	1	0	3
12/00185/FUL	29 - 31 NEW ROAD	1	0	1	0	3
12/00272/FUL	FIRST FLOOR FLAT 16 HIGH STREET	1	0	0	1	3
12/00385/FUL	1 SHADWELL ROAD	1	0	0	1	3
12/00588/FUL	30 KENT STREET	0	0	0	0	3
12/00412/FUL	169 - 171 ALBERT ROAD	2	0	0	2	3
12/00329/FUL	EX WESTFIELD JUNIOR SCHOOL JUBILEE AVENUE	85	8	57	20	2

## 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
12/00644/FUL	PARK MANSIONS LAND AT REAR MAGDALA ROAD	4	0	4	0	2
12/00533/FUL	50 ANNEX JANE GILLET HOUSE ST EDWARDS ROAD	2	0	2	0	2
12/00568/FULR	50 MAGDALEN ROAD	1	0	0	1	3
12/00610/FUL	80 PUBLIC HOUSE CLARENDON ROAD	0	0	0	0	2
12/00753/FUL	196 WALMER ROAD	0	0	1	0	2
12/00349/FUL	FINCHDEAN HOUSE ST MARYS HOSPITAL MILTON ROAD	73	0	0	73	3
12/00760/FUL	9 DEERHURST CRESCENT	1	0	0	1	3
12/00481/FUL	158 - 160 LONDON ROAD	4	0	0	4	3
11/01328/FUL	38 PUBLIC HOUSE KENT ROAD	16	0	0	16	3
12/00858/FUL	5A - 8A LOWER BROOKFIELD ROAD	6	0	0	6	3
12/00952/FUL	71 KINGSTON ROAD	1	0	0	1	3
12/00933/FUL	55 ELKSTONE ROAD	0	0	0	0	3
12/01016/FUL	97 KING STREET	0	0	0	0	3
12/01101/FUL	12 AGINCOURT ROAD	0	0	0	0	3
12/01064/FUL	1 LAND ADJACENT BODMIN ROAD	1	0	0	1	3
12/01082/FUL	56 TREDEGAR ROAD	0	0	0	0	3
12/00880/FUL	65 LAWRENCE ROAD	1	0	0	1	3
12/01087/FUL	5 THICKET HOUSE 94 ELM GROVE	0	0	0	0	3
12/01119/FUL	47 - 49 KINGSTON ROAD	4	0	0	4	3
12/00455/FUL	260 - 262 FIRST & SECOND FLOORS HAVANT ROAD	6	0	0	6	3
12/01055/FUL	211 JERVIS ROAD	-4	0	0	-4	3
12/01148/FUL	FIRST FLOOR 6 SPUR ROAD	1	0	1	0	2



## 0-5 years (2013/14 - 2018/19)

Application reference	Site name	Net units permitted	Completions before 31.3.13	Predicted completions in 2013/14 (year 0)	Deliverable units in the 1-5 year period	Status at April 2013
12/01151/FUL	1 - 4 SOLENT COURT 20 SOLENT ROAD	2	0	0	2	3
12/00985/OUT	THE CROWS NEST PORTSDOWN HILL ROAD	4	0	0	4	3
12/01103/FUL	16 HELENA ROAD	0	0	0	0	3
12/01362/FUL	23 PURBROOK ROAD	0	0	1	0	2
12/01301/FUL	15 - 16 THE HARD	-2	See strategic sites (section 3.6)			5
12/00685/FUL	THE WHITE HOUSE PH EASTNEY ROAD	8	0	0	9	2
12/01185/FUL	76 Highbury Grove	1	0	0	1	3
13/00015/FUL	54 VERNON ROAD	0	0	0	0	3
13/00049/FUL	LAND ADJACENT TO 2 STANSTED ROAD	1	0	1	0	3
13/00027/FUL	10 CHICHESTER ROAD	1	0	0	1	3
12/01310/FUL	FORMER HILSEA BUS DEPOT LONDON ROAD	59	0	0	59	3
13/00075/FUL	38 GROUND FLOOR JUBILEE ROAD	2	0	2	0	3
13/00047/FUL	20 LANDPORT TERRACE	4	0	0	4	3
13/00039/FUL	21 BEEHIVE WALK	0	0	0	0	3
13/00053/FUL	27 HAVANT ROAD	3	0	0	3	3
12/01041/FUL	108 - 112 ELM GROVE	4	0	0	4	3
12/00155/OUT	2-4 ST GEORGES WAY	4	0	0	4	3
12/01041/FUL	CONSTRUCTION SITE 22 MIDDLE STREET	24	0	0	24	3
12/00522/OUT	LAND TO REAR OF ST JAMES HOSPITAL LOCKSWAY ROAD	13	0	0	13	3
<b>Total delivery from sites in the planning system in the 0-5 year phases:</b>				<b>150</b>	<b>608</b>	

## 11-13 years (2024/25 - 2026/27)

Application reference	Site name	Net units permitted	Deliverable units in the 11-13 year period	Status at April 2013
08/01941/FUL	NIGHTCLUB QUEENS HOTEL OSBORNE ROAD	60	30	3
<b>Total delivery from sites in the planning system in the 11-13 year period:</b>			<b>30</b>	
<b>Total delivery from sites in the planning system across the 0-13 year periods:</b>			<b>788</b>	

### 3.5 Potential Housing Sites

- 3.5.1 Potential housing sites are sites that have been identified as having the potential to yield residential development in the future. The sources of these sites are listed in section 2.4.4. All of these sites were surveyed and examined in order to assess their suitability for housing, their availability and their achievability. Each site was then assigned a suggested yield based on a crude mock scheme and its phasing was assigned based on professional judgement. Sites that were given a phasing of 1-5 years were all concluded to be deliverable as per footnote 11 of the NPPF.
- 3.5.2 Please note that the delivery of some sites has been phased over two periods of delivery. In such cases, the site will appear in two periods of delivery with the net yield for that period only shown in each instance.
- 3.5.3 Site numbers are not consecutive. This is because a number of sites that were featured in the 2009 SHLAA and/or the SHLAA updates since then and have been re-phased or deleted following further assessment. New sites that have emerged since previous SHLAAs have not been given the site numbers of deleted sites to ensure that any site which is mentioned in any SHLAA has a unique site number to avoid confusion.
- 3.5.4 A great deal of information was used to arrive at the conclusions which are listed below. A detailed breakdown of each site, an assessment of its planning history, suitability, availability and achievability as well as the justification for the yield and phasing can be found at appendix 1.
- 3.5.5 The uplift value and colour relates to the likely viability of the site. Each potential housing site which does not have planning permission has been subject to a residual appraisal (see section 2.8.18-19) and appendix 2.

1-5 years (2014/15 - 2018/19)							
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery	Uplift
10	Land west of Homeheights House	38	0	38	4	1-5 years	
44	Land north of Southampton Road	32	1	31	4	1-5 years	
47	Scottish and Southern Energy Depot	150	0	150	4	1-5 years	
48	Drayton Dairy	125	0	33	4	1-10 years	
50	St Mary's Hospital West Wing	191	0	191	3	1-5 years	
89	Alfa Romeo showroom, Havant Road	20	0	20	4	1-5 years	
136	Darby House	8	0	8	3	1-5 years	
137	Portland Hotel	10	0	10	4	1-5 years	
143	Land at Halliday Crescent	40	0	40	4	1-5 years	
146	Clinic south of Alexandra Lodge	12	0	12	4	1-5 years	
150	Southsea Police Station	23	0	23	4	1-5 years	
153	Parking area south of Sultan Road (east)	5	0	5	4	1-5 years	
154	Parking area south of Sultan Road (west)	5	0	5	4	1-5 years	
155	University of Portsmouth - St George's Building	30	0	30	4	1-5 years	
156	Seymour Close parking area	10	0	10	4	1-5 years	
158	Edinburgh House	30	0	30	4	1-5 years	
159	TA Centre at Tudor Crescent	23	0	23	4	1-5 years	
160	Acorn Lodge	8	0	8	4	1-5 years	
163	Site of Savoy Buildings	90	0	90	4	1-5 years	
164	TA centre at Peronne Close	25	0	25	4	1-5 years	
166	Hilsea Lodge	30	0	30	4	1-5 years	

1-5 years (2014/15 - 2018/19)							
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery	Uplift
167	Light Villa and Glebe Villa, St James' Hospital	38	0	38	4	1-5 years	
169	Child Development Centre/Harbour School at St James' Hospital	56	0	56	4	1-5 years	
170	Garages at Dursley Crescent	5	0	5	4	1-5 years	
171	Longdean Lodge	40	0	40	4	1-5 years	
176	Mayville Apartments	20	11	9	4	1-5 years	
177	Walker Car Sales	14	0	14	4	1-5 years	
179	Portsmouth Adoption Centre	10	0	10	4	1-5 years	
<b>Total delivery from potential housing sites in the 1-5 year phase:</b>				<b>984</b>			

6-10 years (2019/20 - 2023/24)						
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
48	Drayton Dairy	125	0	92	4	1-10 years
40	Museum Store	12	0	12	4	6-10 years
36	Garages at Kendal Avenue	6	0	6	4	6-10 years
101	Vauxhall showroom (London Road)	40	0	40	4	6-10 years
151	Trafalgar Wharf	160	0	160	4	6-10 years
172	Land at Point, east of Broad Street	32	0	32	4	6-10 years
<b>Total delivery from potential housing sites in the 6-10 year phase:</b>				<b>342</b>		

11-13 years (2024/25 - 2026/27)						
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
29	City Records Office	75	0	75	4	11-13 years
33	North End Kwiksave	20	0	20	4	11-13 years
53	Unity Hall and Deaf Centre	70	0	70	4	11-13 years
168	University of Portsmouth - Langstone Campus	110	36	74	4	11-13 years
178	University of Portsmouth - Burrell House	25	0	25	4	11-13 years
180	White Heather Garage	30	0	30	4	11-13 years
<b>Total delivery from potential housing sites in the 11-15 year phase:</b>				<b>294</b>		
<b>Total delivery from potential housing sites across the 1-13 year periods:</b>				<b>1,620</b>		

### Identified sites in town centres

- 3.5.6 A number of the potential housing sites are in designated town centres. These are set out below.
- 3.5.7 As with other potential housing sites, all of the sites in town centres were surveyed and examined in order to assess their suitability for housing, their availability and their achievability. Each site was then assigned a suggested yield based on a crude mock scheme and its phasing was assigned based on professional judgement. Sites that were given a phasing of 1-5 years were all concluded to be deliverable as per footnote 11 of the NPPF and have also been viability tested.
- 3.5.8 Please note that the delivery of some sites has been phased over two periods of delivery. In such cases, the site will appear in two periods of delivery with the net yield for that period only shown in each instance.
- 3.5.9 A great deal of information was used to arrive at the conclusions which are listed below. A detailed breakdown of each site, an assessment of its planning history, suitability, availability and achievability as well as the justification for the yield and phasing can be found at appendix 1.

Identified sites in town centres						
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
138	119 High Street, Cosham (former Railway public house)	20	0	20	3	1-5 years
5	Cosham Cinema, High street	50	0	50	4	1-5 years
<b>Total delivery from identified sites in town centres in the 1-5 year phase:</b>				<b>70</b>		
71	Corner of Spur Road and Northern Road, Cosham	28	0	28	4	6-10 years
23	22-30 Fratton Road	15	0	15	4	6-10 years
60	115-127 Fratton Road (Former Fratton Cinema)	24	0	24	4	6-10 years
85	Knight & Lee, Palmsterston Road, Southsea	15	0	15	4	6-10 years
102	Venture Tower, Fratton Road	19	0	19	4	6-10 years
49	Southsea Debenhams, Palmerston Road	50	0	20	4	6-13 years
<b>Total delivery from identified sites in town centres in the 6-10 year phase:</b>				<b>121</b>		
91	Northern corner of Medina Road and Northern Road	45	0	45	4	11-13 years
93	Portsmouth Trade Union Club, Wayte Street	18	0	18	4	11-13 years
97	Southern Corner of Northern Road and Medina Road	45	0	45	4	11-13 years
70	The corner of High Street (Cosham) and Havant Road	50	0	50	4	11-13 years
72	Cosham Bingo Hall, High Street	60	0	60	4	11-13 years
76	East of Northern Road	80	0	80	4	11-13 years
69	Corner of Derby Road and London Road, North End	18	0	18	4	11-13 years
49	Southsea Debenhams, Palmerston Road	50	0	30	4	11-13 years
127	7-17 Palmerston Road	10	0	10	4	11-13 years
<b>Total delivery from identified sites in town centres in the 11-13 year phase:</b>				<b>356</b>		
<b>Total delivery from identified sites in town centres:</b>				<b>547</b>		

### **3.6 Strategic sites**

3.6.2 These are large scale sites which involve the comprehensive regeneration of several parts of the city. Horsea Island and Tipner are capable of only limited or no development if only limited infrastructure investment, funded by the development itself, is available. However with public investment these sites could deliver a more comprehensive regeneration of these gateways to the city.

3.6.3 The Government confirmed in its 2011 Autumn Statement that funding for the Tipner interchange will be provided. As a result, the site's capacity has been assessed as having the potential to yield 1,250 net additional dwellings. As described in section 3.3 this has also had the effect of raising the city's overall housing delivery target. However it is far from certain whether central Government investment in the bridge from Tipner to Horsea Island will be forthcoming or when it may occur. As a result, for the purposes of assessing these sites, although Horsea Island has been included as a strategic site, its yield has been assessed as zero net additional dwellings.

3.6.4 Due to the large size of all of these sites and the many complex issues on each one, delivery of housing will not be in a single year or phase of delivery. The phasing of these sites has been calculated on this basis, often in conjunction with the likely developer of the site.

#### *Horsea Island and Port Solent*

3.6.5 These strategic sites will be delivered through a small amount of planning applications each of which will deliver a large number of dwellings. As such applications come forward, they will count towards the delivery of the strategic site.

#### *Somerstown and North Southsea*

3.6.6 Any planning application that is intended to implement the Somerstown and North Southsea Area Action Plan will count towards the delivery of the strategic site. Any application that is not intended to implement the Area Action Plan will not count towards the delivery of the strategic site.

3.6.7 Previous completions and unimplemented planning applications that have or will count towards the delivery of the Somerstown and North Southsea strategic site are shown below.

3.6.8 As a result of the completion of 53 units in Somerstown and North Southsea before the study's base date, the overall target for this strategic site will reduce from 539 to 486.

Somerstown and North Southsea strategic site delivery						
Application reference	Site name	Gross units permitted	Existing units on site	Predicted net completions before 31.3.2014	Predicted net gain in units during plan period	Status at April 2012
<b>Completions which are intended to implement the Somerstown and North Southsea Area Action Plan</b>						
07/02436/FUL	58-62 ST. JAMES ROAD SOUTHSEA PORTSMOUTH	24	0	24	0	1
10/00544/FUL	Land Adjacent To Tipton House	7	0	7	0	1
11/00038/FUL	WELLINGTON STREET, SOUTHSEA	22	0	22	0	1
				<b>TOTAL:</b>	<b>53</b>	<b>0</b>
<b>Outstanding planning applications intended to implement the Somerstown and North Southsea Area Action Plan at 1 April 2013</b>						
-	-	-	-	-	-	-
				<b>TOTAL:</b>	<b>0</b>	<b>0</b>

*The city centre.*

- 3.6.9 This site will use a 'cut off date' approach. The urban capacity assessment for the Portsmouth Plan was done in 2008. As a result, planning applications for an increase of more than five dwellings that were given planning permission after 01 April 2008 count towards the delivery of the strategic site. Applications that were given planning permission before 01 April 2008 do not count towards the delivery of the strategic site.
- 3.6.10 The urban capacity assessment has recently been re-examined. This showed that, particularly given the changes in the housing market since the previous work (see section 3.8) the capacity of the sites had reduced from 2,100 in the draft Portsmouth Plan to 1,589. This led to PCS10 setting a target of 1,600 net additional homes for the city centre. However as part of the 2010 update the same sites were reassessed as in 2008 and so it is not proposed to change the cut off date.
- 3.6.11 Previous completions and existing planning applications that have or will count towards the delivery of the city centre strategic site are shown below.



3.6.12 This shows that there has been a drop in the city centre due to the loss of a unit. As such, the target for the city centre has risen from 1,600 as set out in the Portsmouth Plan to 1,601

City Centre strategic site delivery						
Application reference	Site name	Gross units permitted	Existing units on site	Predicted net completions before 31.3.2014	Predicted net gain in units during plan period	Status at April 2012
<b>Completions which have taken place since 01 April 2008</b>						
09/01242/FUL	Flat 30/31 No1 Gunwharf Quay	-1	0	-1	0	1
				<b>TOTAL:</b>	<b>-1</b>	<b>0</b>
<b>Outstanding planning applications given permission after 01 April 2008</b>						
10/00935/FUL	Zurich House, Stanhope Road	55	0	0	55	3
11/00053/FUL	1-5 Queen Street	41	0	0	41	2
10/00653/FUL	Stanhope House, 91-95 Commercial Road	6	0	0	6	3
11/00656/FULR	Warehouse, Cross Street	165	0	0	165	3
11/01232/FUL	Former Caroline Lodge, Blossom Square	43	0	43	0	2
A*39165/AA	City Centre North Development Land	177	0	0	177	3
12/01301/FUL	15-16 The Hard	0	-2	0	-2	3
08/02221/OUT	1-14 Clock Street	8	0	0	8	3
10/00113/FUL	2-4 St George's Way	4	0	0	4	3
11/00071/FUL	Site Of Former Victoria Baths	157	0	0	157	3
				<b>TOTAL:</b>	<b>43</b>	<b>611</b>

*Tipner*

3.6.8 As described above, this site will be delivered by a small number of comprehensive developments. Planning permission for two phases of the development have now been permitted. However, as there is extensive land remediation, land raising and other up-front preparatory work which is required, the phasing for the delivery of these sites is largely in the 6-10 year period.

Tipner strategic site delivery						
Application reference	Site name	Gross units permitted	Existing units on site	Predicted net completions before 31.3.2013	Predicted net gain in units during plan period	Status at April 2012
<b>Previous completions</b>						
-	-	-	-	-	-	-
				<b>TOTAL: 0</b>	<b>0</b>	
<b>Outstanding planning applications</b>						
10/00849/OUT	LAND OFF AND BETWEEN M275 SOUTH OF TIPNER LAKE INCLUDING GREYHOUND STADIUM TWYFORD AVENUE	518	0	0	518	2
11/00362/OUT	TIPNER EAST - PHASE 4 TWYFORD AVENUE	80	0	0	80	2
				<b>TOTAL: 0</b>	<b>598</b>	

3.6.9 With the full amount of development at Tipner but none at Horsea Island, the Portsmouth Plan allocates 3,889 dwellings from strategic sites.

3.6.10 Prior to 31 March 2013, there were a total of 53 completions in Somerstown and North Southsea and -1 at the city centre. This gives a total of 52 completions in the strategic sites. Taking this into account, from 01 April 2013 onwards, the amount of homes to be delivered from strategic sites would be 3,837.

3.6.11 The future delivery of the strategic sites, shown in figure 10. This includes those sites listed in the tables relating to Somerstown and North Southsea and the city centre phased for completion in the plan period. However this excludes any completions or completions which are expected before 31 March 2013.

Site number	Site name	Year 0	1-5 years	6-10 years	11-15 years	Total
3	City centre	43	511	746	301	<b>1,601</b>
16	Somerstown and North Southsea	0	65	421	0	<b>486</b>
38	Horsea Island	0	0	0	0	<b>0</b>
43	Port Solent	0	150	350	0	<b>500</b>
51	Tipner	0	428	520	272	<b>1,250</b>
<b>Total:</b>		<b>43</b>	<b>1,184</b>	<b>2,037</b>	<b>573</b>	<b>3,837</b>

**Figure 10**

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

3.6.12 The levels of development in figure 10 will be used to inform the city's housing trajectory. The levels of development in figure 11 represent those which would be achievable if central Government investment in infrastructure is forthcoming. However it is not possible to phase the delivery of the enhanced yields as it is not possible to predict when the funding for the infrastructure could be provided.

Site number	Site name	Total	Difference to minimum figures
3	City centre	1,600	<b>0</b>
16	Somerstown and North Southsea	486	<b>0</b>
38	Horsea Island	500	<b>500</b>
43	Port Solent	500	<b>0</b>
51	Tipner	1,250	<b>0</b>
<b>Total:</b>		<b>4,382</b>	<b>500</b>

**Figure 11**

The phasing of strategic sites based on the levels of development that could be achieved with sufficient central Government investment in infrastructure.



### 3.7 Summary of phased delivery

3.7.1 The tables below summarise the previous sections, detailing the delivery of all sites in the SHLAA according to the four phases of delivery.

2013/14 (year 0)	
<b>Sites in the planning system (status 1-4 sites)</b>	
Net increase in units from sites in the planning process: 150	
<b>Potential housing sites (status 5 sites)</b>	
Net increase in units from potential housing sites: 0	
<b>Strategic Sites (status 6 sites)</b>	
Net increase in units from strategic sites: 43	
<b>Unidentified sites</b>	
Unidentified sites (1-4 dwellings): 50	
<b>TOTAL predicted delivery in 2012/13: 243</b>	

1-5 years (2014/15 - 2018/19)	
<b>Sites in the planning system (status 1-4 sites)</b>	
Net increase in units from sites in the planning process (large and small): 608	
<b>Potential housing sites (status 5 sites)</b>	
Net increase in units from potential housing sites: 984	
Net increase in units from identified sites in town centres: 70	
<b>Strategic Sites (status 6 sites)</b>	
Net increase in units from strategic sites: 1,184	
<b>Unidentified sites</b>	
Unidentified sites (1-4 dwellings): 450	
<b>TOTAL delivery in the 1-5 year phase: 3,296</b>	
<b>Total requirement under the Portsmouth Plan: 2,865</b>	

6-10 years (2019/20 - 2023/24)	
<b>Sites in the planning system (status 1-4 sites)</b>	
Net increase in units from sites in the planning process (large and small):	0
<b>Potential housing sites (status 5 sites)</b>	
Net increase in units from potential housing sites:	342
Net increase in units from identified sites in town centres:	121
<b>Strategic Sites (status 6 sites)</b>	
Net increase in units from strategic sites:	2,037
<b>Unidentified sites</b>	
Unidentified sites (1-4 dwellings):	500
<b>TOTAL delivery in the 6-10 year phase: 3,000</b>	
<b>Total requirement under the Portsmouth Plan: 2,865</b>	

11-13 years (2024/25 - 2026/27)	
<b>Sites in the planning system (status 1-4 sites)</b>	
Net increase in units from sites in the planning process (large and small):	30
<b>Potential housing sites (status 5 sites)</b>	
Net increase in units from potential housing sites:	294
Net increase in units from identified sites in town centres:	356
<b>Strategic Sites (status 6 sites)</b>	
Net increase in units from strategic sites:	573
<b>Unidentified sites</b>	
Unidentified sites (1-4 dwellings):	300
<b>TOTAL delivery in the 11-15 year phase: 1,553</b>	
<b>Total requirement under the Portsmouth Plan: 1,719</b>	

## 4. Analysis of findings

4.1 This section examines the implications of the SHLAA's findings from the base date of 01 April 2014 against the housing delivery target in the Portsmouth Plan.

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
11-13 years	1,553	1,719	-166	400
<b>TOTAL: 7,849</b>				

**Figure 14**

The phasing of Portsmouth's housing supply, cross-referenced with the annualised housing target.

4.2 The results in figure 14 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.

4.3 Furthermore, over the 21 year period from 2006/07 to 2026/27 there would be a delivery of 12,337 net additional dwellings, as set out in figure 15. The target, taken from table 2 of the Portsmouth Plan and adjusted to include the total delivery from Tipner, would be 12,254 net additional dwellings. This results in an overall surplus for the 21 year period of 83 dwellings. However it is noteworthy that, since 1<sup>st</sup> April 2013, 58 dwellings have been permitted. Including schemes with a resolution to grant planning permission would add a further 91 units to this total and the five year supply.

Housing supply 2006/07 - 2026/27		
Source of supply	No. of units	
Completions up to 31 March 201	4,245	
2012/13 - 2026/27	Development in the pipeline	788
	Strategic sites (Apr 2013 onwards)	3,837
	Identified sits in town centres	547
	Potential housing sites	1,620
	Windfall	1,300
<b>TOTAL: 12,337</b>		
<b>Portsmouth Plan target: 12,254</b>		
<b>Difference: 83</b>		

**Figure 15**

Total housing delivery over the lifetime of the Portsmouth Plan.

This shows that over those years, there were only seven instances where housing delivery was below the 584 annualised target for the city between 2006/07 and 2026/27 whilst three

4.4 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.

4.5 Paragraph 47 of the NPPF also requires that local planning authorities identify an additional buffer of 5% of the target to ensure choice and competition in the market for land. It goes on to state that where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% to provide a realistic prospect of achieving the planned supply.

4.6 Portsmouth's housing delivery from 1997/98 to 2012/13 is set out in figure 16.

of those years were during the recent downturn. The average delivery over the 16 years was 577 net additional homes per year. Portsmouth has been consistently delivering the required level of housing to meet the needs of the city's growing population and as a result the 5% buffer has been applied.

4.7 In addition to this, the funding of the motorway interchange at Tipner has the effect of increasing the overall housing target for the city, although it is excellent news as it will unlock the full potential of the site. Tipner is a site which requires extensive remediation, land raising and other work before construction can even begin. Hence, although parts of the site benefit from planning permission for residential development and are being implemented, completion of new homes will mostly take place in the 6-10 year period. This situation has a negative effect on the city's five year supply and the 5% buffer.

4.8 Overall, applying the 5% buffer 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. Indeed, whilst the city council believes that the 5% buffer should be used, it should be noted that the 5 year supply represents a 115.04% provision of the 5 year requirement and is only 142 dwellings short of a 20% buffer (3,438 dwellings).

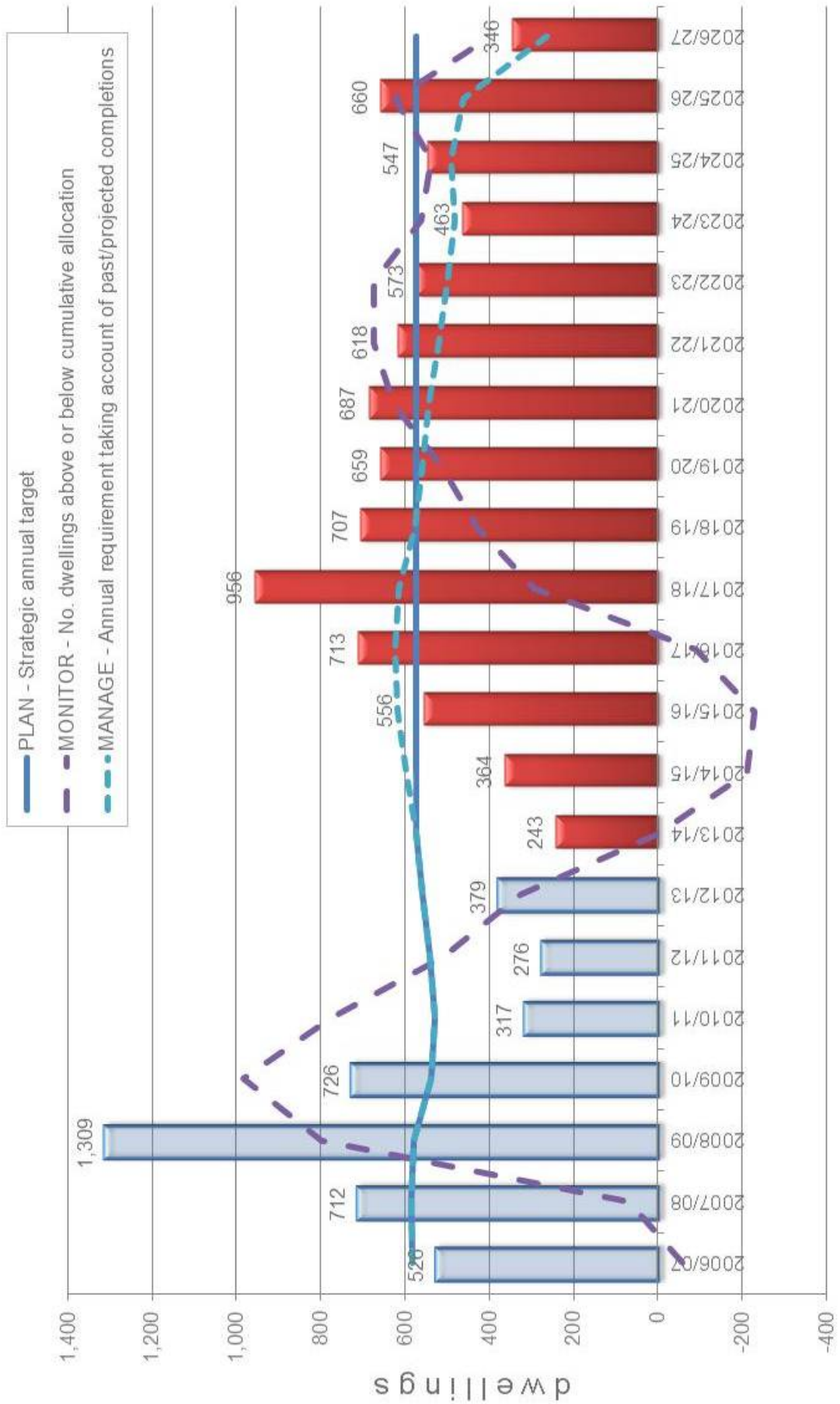
4.9 The city's housing target and delivery would also further increase if the necessary investment from Central Government was provided to fund the bridge from Tipner to Horsea Island. This could potentially increase the net delivery of dwellings by 500 units.

4.10 The results of the SHLAA have enabled the city council to provide a more detailed assessment of the amount of housing that it is anticipated will be delivered in Portsmouth each year. This is set out in the housing trajectory below.

Housing supply 1996/97 - 2011/12	
Year	No. of units
1996/97	261
1997/98	632
1998/99	592
1999/2000	407
2000/01	612
2001/02	500
2002/03	605
2003/04	577
2004/05	737
2005/06	634
2006/07	526
2007/08	712
2008/09	1,309
2009/10	726
2010/11	317
2011/12	276
2012/13	379

**Figure 16**  
Recent housing delivery.







## 5. Conclusions

- 5.1 This SHLAA update gives a brief overview of the committed and potential supply of housing in Portsmouth up to 2026/27 from a base date of 01 April 2014. The study is based on the practice guidance issued by CLG, interpreted to reflect Portsmouth's unique geography.
- 5.2 The results show that the city should exceed its housing delivery target under the Portsmouth Plan and that city has a deliverable five year housing land supply, including a 5% buffer to ensure choice and competition in the market for land.
- 5.3 The SHLAA will continue to be a living document and will be updated at least annually, as per the CLG guidance. An updated housing trajectory will also be produced and fed into each year's Annual Monitoring Report.
- 5.4 Planning applications will continue to be assessed on their individual planning merits in accordance with the development plan and other material considerations. Information in the SHLAA may be useful to applicants, highlighting potential constraints. However it is not a substitute for the detailed surveys and assessments that will naturally form part of the development process.





