

Annual Monitoring Report 2014

Covering the period 1 April 2013 - 31 March 2014

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1. INTRODUCTION

- 1.1 This is the tenth Annual Monitoring Report (AMR), covering the monitoring period of 1st April 2013 to 31st March 2014.
- 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, 243,000m² of new employment floor space and 50,000m² net of retail floorspace, together with the necessary associated facilities and services, up to 2027.

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

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

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

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

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

2. PROGRESS ON PREPARING A PLANNING POLICY FRAMEWORK

KEY MONITORING NEWS IN THIS SECTION

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 adopted.

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 two full years.

- 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 since then on ensuring that our policy framework contributes to the regeneration of the city and ensures that development is of the highest quality. For this reason, policy work has focussed on a number of supplementary planning documents and masterplans in this monitoring period, as well as consulting on site allocations for smaller development sites across the city. We have consulted on and/or adopted:
- Seafront Masterplan
 - Achieving Employment & Skills Plans SPD
 - Parking Standards SPD update
 - Solent Special Protection Area SPD
- 2.3 The Seafront Masterplan SPD was adopted on 10 April 2013. The seafront is one of Portsmouth's most important assets in its ambitions to be the great waterfront city. The Seafront Masterplan provides landowners and developers with guidance about what type of development is appropriate in the area 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. Since the adoption of the plan a number of projects in the plan area have been progressed, most notably planning permission and funding have been secured for the ARTches project.
- 2.4 To ensure that local people have the skills and opportunities to access employment generated from major development in the city, the city council now requests employment and skills plans from major new development. The Achieving Employment and Skills Plans SPD was adopted on 26 July 2013 and sets out why employment and skills plans are needed, what would go into such a plan, what type and size of developments this would apply to and the process involved in preparing and implementing a plan. Since this SPD was adopted, a plan has been completed for one site and 7 new employees are working on this site, together with 4 apprentices that

were already working elsewhere. Plans for further sites are in progress with developers agreeing to make available opportunities for local people.

- 2.5 The availability of parking is a key issue for local people and one that therefore needs to be addressed carefully on new development. While the city council has had car parking standards for new development for some years, these needed to be updated. The city council consulted on a draft during the monitoring period (December 2013/January 2014) and after further revisions adopted the new standards in July 2014. The new standards now apply to all development and seek to ensure that new development meets its own parking needs so that it does not put pressure on the surrounding residential streets.
- 2.6 The Greener Portsmouth policy in the Portsmouth Plan sets out how the city council will ensure that the European designated nature conservation sites along the Solent coast will continue to be protected. It has been identified that any residential development in the city will result in a significant effect on the Special Protection Areas (SPAs) along the Solent coast. For this reason, the Solent Special Protection Areas Supplementary Planning Document (SPD) was adopted on 16 April 2014. The SPD sets out how development schemes can provide a mitigation package to remove this effect and enable the development to go forward in compliance with the Habitats Regulations. This ensures that development can still go ahead while at the same time ensuring the protection of the Special Protection Areas.
- 2.7 In addition to planning guidelines which shape the way development takes place in the city, we have also been working to identify and allocate a number of sites across the city, which could come forward for development. The Portsmouth Plan had identified the overall development needs for the city, in particular the number of houses which will be required, and had allocated large strategic sites for development. The first round of consultation on the smaller site allocations took place in the spring of 2013. The consultation responses were analysed, but progress on the plan was delayed while the key issue of the Special Protection Areas in the Solent was progressed. In addition, at the beginning of 2014, it came to light that a further key site, St James's Hospital in Milton, was to be released by its current owners (NHS Property Services) and the city council felt that it could not progress the site allocations plan without it addressing this key site. Therefore a round of consultation on this site specifically, and the adjacent University of Portsmouth Langstone Campus took place in the summer of 2014.
- 2.8 In the spring of 2013, a positive inspector's report was received following the examination of the Minerals & Waste Plan¹. 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 the plan was adopted by all partners as part of their development plan in October 2013. It now sets the planning framework for all minerals and waste development in the county, including the waste sites and minerals wharves in the city. Any future proposals for minerals and waste development will be judged against the provisions of this plan.
- 2.9 The Minerals & Waste Partnership continues into the implementation phase on the plan. A separate AMR for the Minerals and Waste Plan is produced jointly by the

¹ Hampshire Minerals & Waste Plan: <http://www3.hants.gov.uk/mineralsandwaste/planning-policy-home.htm>

partner authorities and will be available from <http://www.hants.gov.uk/>

- 2.10 The city council's Community Infrastructure Levy (CIL) Charging Schedule came into effect on 1 April 2012. This AMR reviews the first 2 years 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

- A historic City Deal was signed with Government to deliver the strategic development sites at Tipner and Horsea Island
- The Tipner Park and Ride is now open and operating very successfully
- A planning application is expected for development at Port Solent
- The city council is finalising the detailed road design and layout for an improved city centre road scheme
- Several significant new development proposals have come forward over around Station Square and at The Hard.
- Development is progressing at Lakeside, North Harbour and the site continues to be marketed to potential office occupiers by the owners
- Planning Permission was granted for a new Tesco superstore at Fratton Park
- Somerstown Central is now complete and open
- A masterplan to guide investment in the Seafront has been adopted

Tipner and Horsea Island (Policies PCS1 and PCS3)

- 3.1.1 Plans to transform Tipner and Horsea Island with new homes, jobs and green space have taken a massive step forward in the monitoring period.
- 3.1.2 In April 2014 Portsmouth Park and Ride service opened after the former PD Fuels site at Tipner was transformed into a new park and ride facility with 650 car parking spaces. This opened alongside the new motorway junction on the M275 which will serve the park and ride as well as development at Tipner and Horsea Island. The project was funded by £19.5m from the Department for Transport and £8.5 million from the city council.
- 3.1.3 Since opening there were 7,000 customers in the first week and 100,000 passengers by August. The summer holidays were particularly popular with extra buses being used to meet demand and more than 9,000 using the service in the last week of August.
- 3.1.4 More recently, the service has been extended and now operates until 10:30pm on a Friday and Saturday.
- 3.1.5 With regards the delivery of sites, in November 2013 a historic City Deal was signed between Portsmouth City Council, Southampton City Council, the Solent LEP, Hampshire County Council and the Government.

- 3.1.6 The City Deal will support further growth in the city's key marine and maritime sectors through the development of key sites on the western corridor at Tipner and Horsea Island. Once developed, these sites will provide new employment space, new housing and lever in significant amounts of new private sector investment into the economy. To complement this, City Deal will also implement programmes to: align skills provision to employer needs, tackle long term unemployment and youth unemployment and enable small and medium sized enterprises to grow through the provision of effective business support.
- 3.1.7 **What** - the sites element of the City Deal will unlock brownfield sites in prime locations for employment and housing. All the sites require significant remediation and infrastructure to make them attractive for development. The City Deal will provide upfront infrastructure to make these challenging sites attractive to the development market.
- 3.1.8 **When** - the City Deal will be implemented up to 2030.
- 3.1.9 **How** - Using City Deal investment, the city council will coordinate land assembly, planning and upfront infrastructure works to de-risk the sites in order to make the sites attractive for sale to the private sector for development. A summary of the City Deal sites is below.
- 3.1.10 **Why** - without this project it is possible that these sites may never have been developed and certainly not in the project timeframe. The costs and challenges of these sites are significant.
- 3.1.11 **With whom** - the Homes and Communities Agency, Ministry of Defence, private landowners (Tipner Regeneration Company and Premier Marinas), Department for Environment, Food and Rural Affairs.
- 3.1.12 **Benefits** - in overall terms, the City Deal is an exciting opportunity for Portsmouth and the wider Solent sub-region to exploit its competitive advantage in the marine and maritime sector and improve economic prosperity generally. Marine and maritime has been a growth sector for the city over recent years despite the economic downturn, driven by domestic and international trade. The city and the sub-region have significant natural assets including deep water harbours and double tides, good transport links and an established defence and marine manufacturing business cluster.
- 3.1.13 The City Deal will deliver the Portsmouth Plan's proposals for Tipner (PCS1) and Horsea Island (PCS3) through the following outputs:
- 2,370 homes across the sites
 - 58,000 sqm of employment space across the sites
 - 3,742 new permanent jobs by 2025
 - 13,000 temporary construction jobs
 - £640m of private investment
- 3.1.14 Implementation of the sites project will be managed on a site-by-site basis. The implementation of the works will be over the next 17 years to 2030. The main phases are as follows:

- Phase 1 - MoD land transfer including an overage agreement, site investigation works, procuring lead planning consultants, soft market testing and/or demand analysis, land assembly evaluation, other preparation works, design land remediation and enabling infrastructure works, obtaining outline planning permission, procuring land remediation and enabling infrastructure works.
- Phase 2 - implement land remediation and enabling infrastructure works, options appraisal of delivery methods, procure developers
- Detailed design, full planning permission
- Implement final schemes, housing and employment space and remaining infrastructure.

Port Solent & Horsea Island (policies PCS2 and PCS3)

- 3.1.15 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.
- 3.1.16 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)

- 3.1.17 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 at <http://tinyurl.com/k2ekeh3>.
- 3.1.18 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 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.
- 3.1.19 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.

3.1.20 Further progress has been made to draw hotels to the city centre. In May 2013, planning permission was granted for Midland House (in the Station Square and Station Street locality in PCS4 and the city centre masterplan) to be demolished and for the building of an 84 bedroom hotel, which will be occupied by Premier Inn. The development also includes a 134m² coffee shop and a 300m² retail unit on the ground floor, which will be occupied by a Costa Coffee and Tesco Express.



Artist's impression of the Premier Inn currently being built on the site of the former Midland House.

3.1.21 It was considered as part of the main application that the use of the site for a hotel, café and retail store are appropriate to the city centre. The design was considered to be of an appropriate quality to make a townscape contribution and preserve the setting of the nearby heritage assets. Construction is now well underway on site.

3.1.22 As well as Midland House, planning permission was also granted for a new 228 bedroom hotel at Surrey Street (13/00525/FUL). The development is partly 16 stories and partly 18 stories. The development also includes a detailed public realm strategy which would include a public space at the front of the building and a new restaurant. The hotel is made up of suites as opposed to bedrooms, including a kitchen-diner and living room in order to accommodate business travellers on extended stays, couples on weekend breaks or families.



Artist's impression of the proposed Urban Villa hotel at Surrey Street.

3.1.23 Further progress has also been made at The Hard. Whilst slightly outside of the monitoring period, in April 2014, a planning application was submitted for the reconfiguration of The Hard Interchange, including the construction of a new terminal building, altered site layout, changes to the entrance to Portsmouth Harbour Station and landscaping proposals. The proposal will result in a completely redesigned transport interchange which will make a dramatic difference to the first impressions that people get of the city when arriving at this key gateway. It will improve the

connections to the city centre, the harbour and the visitor attractions close by. It is a key part of the city council's strategic vision of creating a vibrant waterfront destination at The Hard and the stimulation of redevelopment throughout the surrounding area.

3.1.24 The further redevelopment at The Hard took a step forward with the submission of an application for the redevelopment of Brunel House, one of the key sites at The Hard. The development would comprise a 40 storey tower including 512 student accommodation bedrooms, 329 apartments and ground floor town centre uses



Artists impression of the approved Interchange at The Hard

together with a replacement taxi office. The development would also be supported by a new multi-storey car park at Havant Street for residents. This application has not yet been determined.

Lakeside Business Park (Policy PCS5)

3.1.25 Further work has gone on in implementing the overall masterplan for the site which was set out in Policy PCS5 of the Portsmouth Plan and planning permission 08/02342/OUT, which permits 69,000m² of office as well as other supporting development.

3.1.26 To date, the business park has continued to expand and flourish and recent developments now include a new Porche centre, a nursery and a retail hub together with an expanded café.

Southsea Town Centre (Area Action Plan)

3.1.27 Southsea Town Centre retains a distinctive retail offer and remains a healthy town centre with an offer which is complementary to, rather than competing with, the Commercial Road area and Gunwharf Quays. It has the lowest vacancy rate of any of our larger town centres, a very high level of A1 shops and busy markets and other events held on a regular basis.

3.1.28 As was the case in the last monitoring period, little has changed in terms of the opportunity sites identified in the Area Action Plan. 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)

- 3.1.29 The Portsmouth Plan includes a policy for Fratton Park (PCS7) to guide development should Portsmouth Football Club look to provide a new stadium on the site. The Pompey Supporters Trust took over ownership of the club on 19th April 2013.
- 3.1.30 Point Estates own the section of land between Fratton way and the stadium building itself. On 11th February 2014, Point Estates submitted an application for a Tesco supermarket (up to 10,475 square metres) with a petrol filling station. The supermarket itself is located at first floor to maximise the use of the site. The new store will be accessed from a new roundabout on Fratton Way. The net sales are will be 5,009m2, of which 60% will be used for food and 40% for other goods. This is a similar sized store to the ASDA at Fratton and the Tesco Extra at Northarbour.
- 3.1.31 The development also includes a new 221 space car park adjacent to the North Stand, improved access to the stadium for fans, players and club officials on match days.
- 3.1.32 When determining the application, it was considered that the proposal represented a significant regeneration opportunity. It would redevelop a brownfield site, which otherwise might not be developed in the near future. The proposal also included an Employment and Skills Plan, the SPD for which was also adopted during the monitoring period. This will make sure that local people can make the most of new job opportunities which the store, both during construction and operation, will create. Whilst it was concluded that trade draw from other stores may lead to a potential loss of some existing jobs, it would not be as many as would be created in the new store.
- 3.1.33 The development will also provide retail facilities and consumer choice to residents of Portsea Island since convenience goods shopping facilities on the southern part of the island are fairly limited at the moment.
- 3.1.34 However prior referral to the Secretary of State was required as the scheme was development outside a town centre, which is not in accordance with one or more provisions of the development plan. The city council resolved to grant planning permission on 6th August 2014 after which the case was referred to the Secretary of State for Communities and Local Government. A response was received setting out that "The Government is committed to give more powers to councils and communities to make their own decisions on planning issues, and believes planning decisions should be made at the local level wherever possible". As such, the Secretary of State decided not to call in the application.

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

- 3.1.35 The previous AMR reported that Somerstown Central was under construction having started in September 2012. Work was largely complete during the monitoring period and the facility officially opened In July 2014. The building now houses several

services including a community centre, sports facilities, a housing office, health centre, café and youth centre.

3.1.36 The building is innovative in design in that it spans Winston Churchill Avenue and brings the two sections of Somerstown back together. The wooden arches which support the building weight five tonnes each whilst the £10.8 million project as a whole will bring new life to the Somerstown area.

The Seafront

3.1.37 In order to maximise the potential of the Seafront, the city council has drawn up the Seafront Masterplan, which sets out how the area should be improved, enhanced and protected over the next 15 years. During the monitoring period, implementation of the masterplan got underway and significant progress has been made, with a number of key projects underway.

3.1.38 The intention of the ARTches project is to create a dedicated artistic and cultural centre for the city in and around the currently vacant historic structure of Point Battery. The main focus of the project is the creation of the 13 new artists' studios and workshops. The open end of the arches fronting the square will be fitted with a glass curtain walling system. Those that face the foreshore will have the gunports reinstated to restore their original form. Modern



Artists impression of the ARTches project.

electrical and mechanical systems will be provided to all areas. The open arches next to the Round Tower will be used for the brasserie and another will remain a seating area for the existing Hot Walls Café. The brasserie will give views across the beach through a pair of gunports and a small musket gallery. Outdoor seating will be provided by a modest low-profile terrace constructed on an existing stone plinth adjacent to the Round Tower and accessed via an existing concrete searchlight emplacement. An artist's impression of how the development will look is above.

3.1.39 English Heritage has fully endorsed the project. In a letter of support to the pre-application consultation in the summer of 2013, Dr Richard Massey, English Heritage's Assistant Inspector of Ancient Monuments said *"English Heritage believes that this project will secure the sustainable re-use of the scheduled ancient monument at Point Battery and do so in a way which both enhances its significance and secures its future management. Point Battery has a powerful sense of place and considerable communal*

heritage value, which gives it the potential for re-defining this area as a cultural focus and public space."

3.1.40 An application for both planning permission (13/01017/FUL) and Listed Building Consent (13/01018/LBC) was made in September 2013 and approved that December. Funding for the project was received in August 2014. £1.75 million is to be provided from the Coastal Communities Fund with the city council contributing £100,000 and PUSH a further £40,000. The project will result in 23 new jobs as well as protecting a further 82 indirectly.

3.1.41 Land at Point has been earmarked as the next base for the British Americas Cup team led by Sir Ben Ainslie. Planning Permission has been granted (14/00489/FUL) for the new headquarters of the team which will contain research and development, training and medical facilities as well as public access and viewing facilities.

3.1.42 The Solent area boasts an incredibly strong marine and maritime sector and the location of the Ben Ainslie Racing (BAR) headquarters in Portsmouth will consolidate this reputation and ensure that it is focussed on the city for the future. The base will provide a demand for marine technology, particularly composites, will provide jobs and apprenticeships, skill-building and benefits to the local supply chain.

3.1.43 Further east along the seafront, the city council has received funding from the Local Sustainable Transport Fund for a number of new interpretation boards from Old Portsmouth to Southsea Common. These will set out a number of interesting, less well known historical facts and help to bring the seafront to life for visitors. One of the historic photographs that will be on the interpretation boards is below.

3.1.44 At Canoe Lake, the former ladies tennis pavilion is set to be transformed into a new café. As part of this project, four new artificial tennis courts have been built next door. As part of this drive to bring currently vacant buildings back into use, a building at Western Parade is currently out to market for a new business opportunity. Moving forward, the intention is to renovate more of the currently empty buildings across the seafront to provide new business opportunities and development.



One of the photos of the seafront which will be included on the new interpretation boards

3.1.45 In the week that the world celebrated the 70th anniversary of D-Day, it was announced that the city council's D-Day museum has received initial support for £4.1 million of Heritage Lottery Funding to completely transform the museum to tell the story of D-Day for museum visitors in the 21st century. The intention is to completely renew the museum and its displays well ahead of the 75th anniversary of the landings in 2019.

3.1.46 As part of this project, a development grant of £224,000 will be used to advance the proposals, including:

- Opening up internal spaces and creating dramatic new displays
- Extensively using the experiences and words of Normandy veterans to bring the story to life for visitors
- Completely changing visitor circulation so that the D-Day story can be told more coherently
- A new dedicated activity space
- Continuing work with young people and schools to ensure that the museum remains relevant to present and future generations.

3.1.47 The Pyramids Centre had to be closed due to storm damage last winter. Since then, the city council and BH Live, who run the centre, have been working closely together to carry out a complex programme of repairs and planned improvements, which include refurbished boilers, air handling units, repairs to poolside, a new café and a fitness studio.

3.1.48 Finally, 2014 also saw the first of a new set of food and drink outlets open at the Seafront in the form of the Southsea Beach Café on the beach by Canoe Lake.

3.2 Design, Townscape 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**
- **An exciting new project has been launched which will find sustainable new uses for historic buildings in the Dockyard in Portsmouth and other important historic sites around Portsmouth Harbour.**
- **Local people's perception of their own quality of life in the city has improved.**
- **Fewer people now say that there are areas of Portsmouth they would avoid because of fear of crime**

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 28th 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 Since the adoption of the policy, all residential permissions and all commercial permissions which involve the construction of more than 500m² of floorspace have had to reach specific sustainability standards. A large number of developments which are currently under construction or have planning permission are being built to these standards, however none are yet completed.
- 3.2.5 Commercial developments have largely met the requirement for BREEAM Excellent or achieved scores which are just below the threshold at planning application stage. The

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

- 3.2.6 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.

Heritage

- 3.2.7 During the monitoring period an exciting new project has been launched which will find sustainable new uses for historic buildings in the Dockyard in Portsmouth and other important historic sites around Portsmouth Harbour. This three year project was conceived jointly by English Heritage and the Partnership for Urban South Hampshire (PUSH) and the City Council is working with other key players involved in conserving the area's heritage including neighbouring local authorities and Portsmouth Naval Base Property Trust.
- 3.2.8 Some of the historic buildings are at risk because of their deteriorating condition and funding to protect historic buildings is in short supply. The best way to conserve these important assets is to secure their sustainable, long-term use - this not only guarantees ongoing maintenance, but also offers opportunities to create new businesses and jobs, and increase tourism. One of the first things the project is doing is to assess which buildings offer the potential to be brought back into use and we will be working closely with local interest and community groups to understand these opportunities.

Quality of Life

- 3.2.9 The indicators selected for the Design & Heritage theme of the local plan include reviewing the percentage of people satisfied with their local area as a place to live. While the survey that included this question is no longer undertaken, a comparative indicator is found in the Community Safety Survey, which includes a question about quality of life.
- 3.2.10 The 2014 CSS respondents (there were 849 respondents to the survey) were asked to rank their quality of life on a scale where 1 indicated a poor quality of life and 5 indicated a very good quality. The mean average for the respondents was 3.95, which indicates that most respondents were fairly happy with their quality of life. This is also an improvement from the 2012 survey, where the mean was 3.59.
- 3.2.11 There were no significant differences in reported quality of life between males and females or British white and BME respondents. However, those who were 65 years or older (M=4.16) considered themselves to have a better quality of life than all other ages, and significantly better than 18-24 year olds (M=3.84).

3.2.12 Residents from St Jude reported the highest mean score for quality of life (M=4.24), followed by Milton, Drayton & Farlington, Paulsgrove and Eastney. St Jude was significantly higher than Cosham which had the lowest (M=3.73).

3.2.13 Residents were also asked whether there were areas of Portsmouth they would avoid because of fear of crime. Over half of respondents (55%, n470) said that there were parts of Portsmouth that they felt frightened or avoided through fear of crime. This is less than in 2012 where 65% (n892).

3.2.14 Somerstown was the most common area where people felt fearful or avoided (22%, n184), followed by Buckland (16%, n136), Guildhall Walk (14%, n120) and Fratton (7%, n62). The main reasons given for avoiding these areas were the area having a bad reputation, young people acting in a way that is intimidating, young people hanging around, street drinking and knowing someone who has been harassed there and street drinking.

3.3 Homes for Everyone

KEY MONITORING NEWS IN THIS SECTION

- During the 2012/13 monitoring period, 236 net additional dwellings were delivered, which is a fall compared to previous years.
- Although the completion figure is far 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 and data regarding housing starts reinforces this conclusion.
- Portsmouth can demonstrate a five year housing land supply from 1 April 2015. It can also show the additional 5% buffer required by the NPPF.
- 52% of the net number of dwellings completed during the monitoring period were affordable. The number of units is similar to previous years, but it is much higher in percentage terms.
- The delivery of large family homes, while showing a more promising picture than previous years, 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
- The HMO policy is working effectively. Almost half of all applications for C3 to mixed C3/C4 or C4 uses were refused using the policy framework. PINS appeal decisions have endorsed the council's approach.
- The requirement for affordable housing to be provided under Policy PCS19 is also working well.

Census Update

3.3.1 Data from the 2001 Census is now available. The following data is noteworthy in the context of housing provision in the city:

- Population has increased by 9.8% from 186,701 in 2001 to 205,056 in 2011. There are now slightly more men (50.3%, n. 103,201) than women (49.7%, n. 101,855), whereas previously it was the other way round (49.3% and 50.7% respectively).
- The number of households has increased by 8.6% (n. 6,754). As a proportion of all households single person households have decreased (slightly from 32.9% in 2001 to 32.1% in 2011). However, as the number of all households has increased, the number of single person households is also up by 1,600 (6.2%) since 2001.
- Fewer people now own their own home (the number of households that own their home outright has increased, but fewer households now own their home with a mortgage). Shared ownership has increased by 43%, but the numbers remain low (825 households in 2011 compared to 577 in 2001). Not surprisingly, given the fall

in ownership, renting has gone up - particularly the private rented sector. Just over 21,000 households now rent privately, which is an increase of 60.9% since 2001.

- Perhaps not surprisingly in view of the changes in tenure, the number of households living in a flat/maisonette/apartment has increased by 16.3% (n. 4,049). In particular, more households are now living in purpose-built flats (25.7% of households now live in a purpose-built flat, up from 21.3% in 2001 - an increase of 4,486 households). However, the majority of households in Portsmouth still live in a house (65.2%, n. 55,745).

Housing Delivery

3.3.2 The Portsmouth Plan was adopted on 24th January 2012. As a result, it now forms a 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.

3.3.3 Completions from 2006/07 to 2013/14 are shown below. The requirement under the Portsmouth Plan, based on a target of 584 homes per year, is for 4,672 homes to have been delivered up to 31 March 2014. The table below shows that completions to 31 March 2014 are 4,481. This leaves a deficit up until this point of 191 homes. The NPPG sets out that any past under-supply should be ideally addressed in the first five years.

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
2013/14 completions	236
Total completions between 2006/07 and 2013/14	4,481
Total target between 2006/07 and 2013/14	4,672
Difference	-191
Requirement for each period of delivery	
Year 0	616
1-5 years	3,080
6-10 years	2,920
11-12 years	1,168

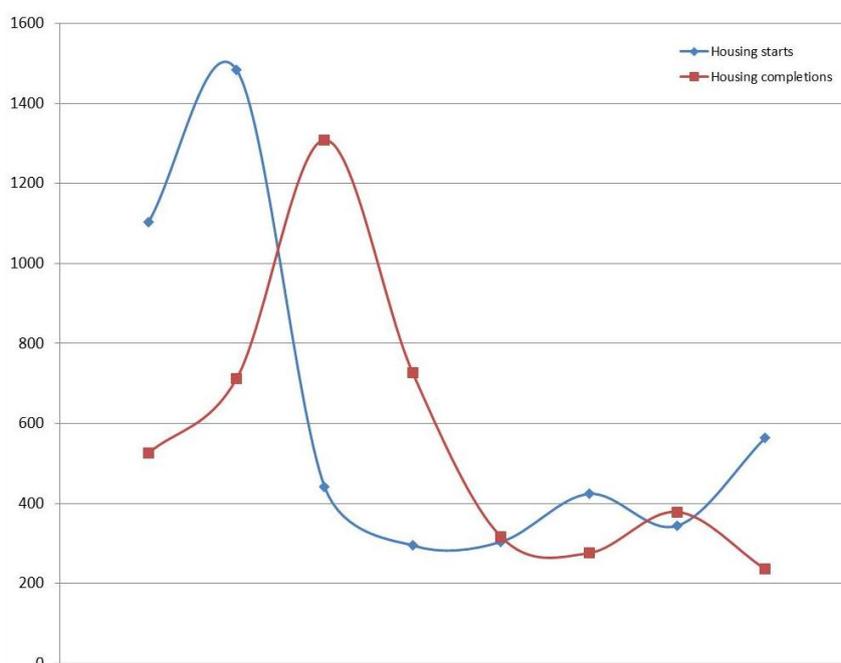
3.3.4 To address this undersupply would require 8,176 homes to have been delivered by 31 March 2020. Taking account of the 4,481 which have been delivered up to 31 March 2014, this leaves 3,695 to be delivered across year 0 and the 1-5 year period, equating to 616 per year. The annual target for the 6-10 year and 11-12 year periods would then revert to 584.

3.3.5 During the 2013/14 monitoring period, 236 net additional dwellings were delivered, which is a decrease on last year and some way short of the overall average 584 dwellings which are required each year under the Portsmouth Plan. This is a reflection of the continuing difficulties facing the development industry, particularly the availability of finance. The current low level of completions is largely due to the low level of starts that took place during the economic downturn. The city council remains confident that as the economy continues to recover, further sites will come forward and be built out.

3.3.6 At the end of the monitoring period, a total of 2,137 net dwellings had planning permission, which represents 3.47 years worth of supply. Of these 627 were under construction, itself over a year of supply.

3.3.7 Housing starts from 2006/07 together with the completions in the same year are shown below. As the trend lines in the graph show, housing starts in a year invariably help to predict the level of completions in the next year to two years. 2013/14 saw a reasonably sharp upturn in starts to the highest level since before the financial crisis, suggesting that an upturn in completions can also be expected over the next two years. Nonetheless, there is still a deficit (highlighted in 3.3.3 above) to the amount of housing which should have been provided at this point in the Portsmouth Plan's delivery.

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Starts	1,103	1,484	441	295	304	424	344	564
Completions	526	712	1,309	726	317	276	379	236



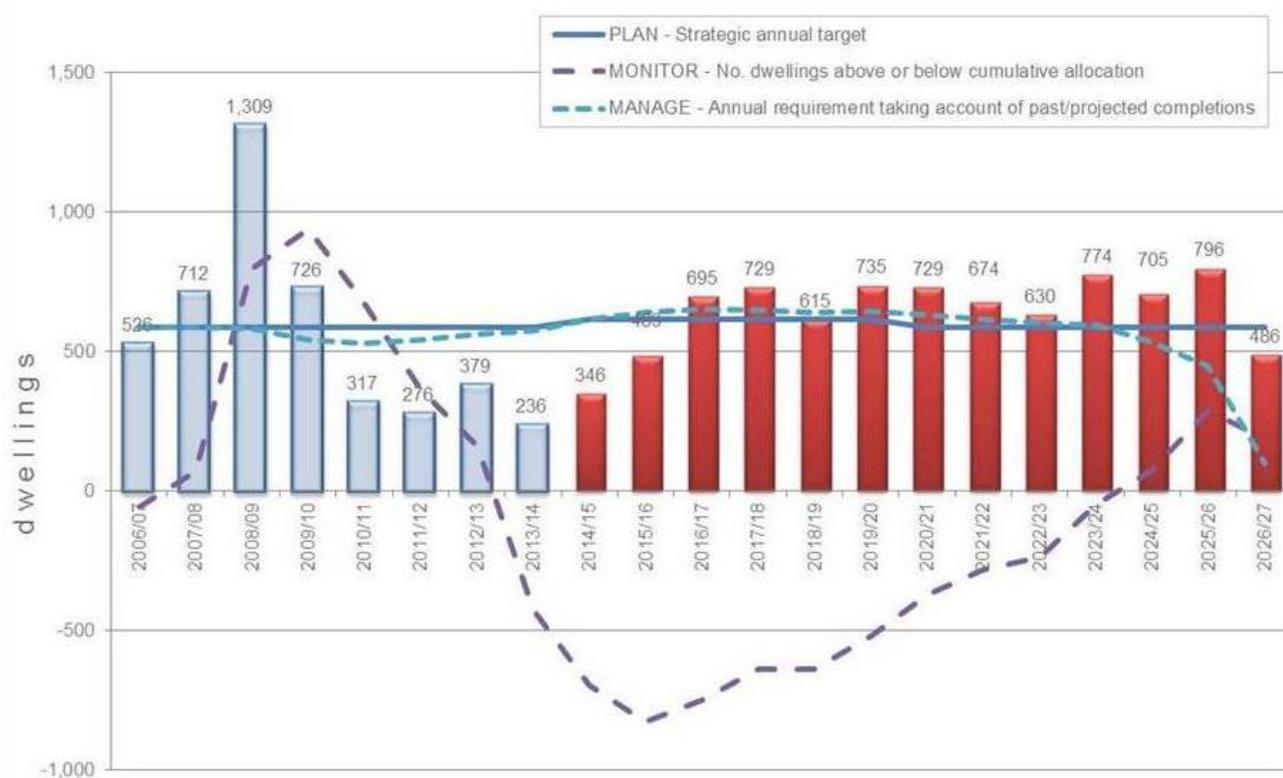
3.3.8 The Strategic Housing Land Availability Assessment has been reviewed to ensure that the city has a sufficient supply of housing land moving forward. The results of the study show that Portsmouth is able to fulfil its housing requirements for the first 10 years of delivery. In total the city will likely provide 769 dwellings more than required. Taking into account the 11-12 year supply, there will be a surplus of 883 net additional dwellings.

3.3.9 The study also demonstrates that Portsmouth has a five year housing land supply from 01 April 2014. There is a surplus of 177 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	3,257	3,080	177	177
6-10 years	3,512	2,920	592	769
11-12 years	1,282	1,168	114	883
TOTAL:	8,051			

3.3.10 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 3,234 dwellings. As 3,257 homes are likely to be delivered in this period, the city has a surplus of 23 homes compared to the 5 year target with the 5% buffer.

3.3.11 For all the details of the sites that have been assumed to come forward in the future, please see the 2014 SHLAA update on the city council's website, particularly section 4 which contains the results of the study.



percentage compared to previous years, although in pure numerical terms it is a similar number to previous monitoring periods (130 in 2010/11; 111 in 2011/12 and 123 in 2012/13).

- 3.3.13 There were a total of 14 schemes permitted during the monitoring period which included the development of 8 or more net additional units and thus in theory should have provided affordable housing.

Application ref	Address	Proposal	Total units	Affordable units	Comments
13/00005/FUL	UPPER FLOORS COMPASS HOUSE 227 - 229 KINGSTON ROAD	Conversion of upper floors to 12 flats.	12	3	These developments are all providing a policy compliant level of affordable housing.
13/00297/REM	WEST WING & MATERNITY BLOCK ST MARYS HOSPITAL MILTON ROAD	Development of 191 new homes.	191	57	
13/00407/REM	LAND AT REAR OF ST JAMES HOSPITAL LOCKSWAY ROAD	Development of 13 new homes.	13	2	
12/01382/FUL	FORMER CONTENTED PIG PH 249 FRATTON ROAD	Development of 11 flats	11	3	
Developments which do not require provision of affordable housing					
13/00367/OUTR	LONGDEAN LODGE HILLSLEY ROAD	40 extra care apartments	40	0	PSC19 sets out that affordable housing will not be required from extra care or student accommodation developments.
13/00059/FUL	15 LANDPORT TERRACE	10 study bedrooms of student accommodation.	10	0	
Developments under the General Permitted Development Order					
13/00002/PACOU	CONNECT CENTRE KINGSTON CRESCENT	Prior approval for conversion to 90 flats	90	0	It is not possible to apply the affordable housing policy to applications for prior approval under the General Permitted Development Order.
13/00006/PACOU	THIRD FLOOR 34 - 54 ARUNDEL STREET	Prior approval for conversion to 10 flats	10	0	
Developments by Registered Social Landlords					
12/01083/FUL	SITE OF FORMER RAILWAY PH 119 HIGH STREET	Development of 20 flats.	20	20	These schemes all provided 100% on-site affordable housing.
13/00983/FUL	RIDGEWAY HOUSE UNICORN ROAD	Development of 10 flats.	10	10	
13/00570/FUL	PORTSMOUTH FOYER 22 EDINBURGH ROAD	Conversion to 29 flats.	29	29	

Development which did not provide the full level of on-site affordable housing					
13/00300/PAMOD	176 LONDON ROAD	Development of 38 flats under 11/00353/FUL.	38	0	The application to modify the legal agreement found that the development would not be viable with full on-site provision of affordable housing. A commuted sum of £16,560 was accepted.
13/00544/FUL	93 HAVANT ROAD	Development of 51 sheltered apartments.	51	0	On site provision could not be satisfactorily achieved in a single building. A commuted sum of £200,000 was agreed.
10/00194/FULR	ROYAL BEACH HOTEL	Conversion to 40 apartments	40	12	Affordable housing was provided on an adjacent site (11 units) and on site (1 unit).

3.3.14 As can be seen, the policy was applied consistently and successfully. During the monitoring period, 415 units were permitted in schemes of eight units or more where affordable housing was required (i.e. excluding prior approvals, student accommodation and extra care developments). A total of 136 units of affordable housing were secured as part of these developments, equating to 32.77% of units permitted in eligible schemes. Furthermore, £216,560 was also secured which can be invested in affordable housing schemes in the city in the future. This level of provision is considered to be fully in line with Policy PCS19 and a considerable success in challenging economic environment.

Supply of Family Homes & Internal Size of Dwellings

3.3.15 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.

3.3.16 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 a percentage of overall housing completions (21 dwellings or 8% of the completions). In the current monitoring period, there has been a net gain of 61 dwellings, (26% of the total completions).

Size of Home	Gains	Losses	Net gain
3 bed family homes	65	32	33
4 bed family homes	21	5	16
5 bed family homes	18	6	12
Total	104	43	61

3.3.17 The 2013 PUSH Strategic Housing Market Assessment (SHMA) shows that need for larger dwellings remains high. This year's housing completions show a much more promising picture than previous monitoring periods, but the proportion of larger dwellings completed still falls a long way short of the policy target. The new SHMA show an even greater need than the policy requirement (almost 60% 3 bed or more in market housing).

3.3.18 It is therefore important that the city council continues to negotiate in larger dwelling sizes on sites where this is possible. Going forward, 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.

3.3.19 It is noteworthy that during the monitoring period, Inspectors have backed the family housing element of PCS19. For example, one states:

'Each of the proposed flats would have 2 bedrooms, and would have sufficient space for a 4 person household, including small families. However, the 2006 South Hampshire Housing Market Assessment (HMA) recommends that 40% of new dwellings across the city should have 3 or more bedrooms while the remaining 60% should have 1 or 2 bedrooms. This is reflected in LP policy PSC19 which, amongst other things addresses housing mix. To meet the needs of families and larger households, it provides that developments should achieve a target of 40% family housing where appropriate. The policy recognises that the appropriate number of family sized dwellings on a site depends on the character of an area, the site and the viability of the scheme.'

In this instance, the appellant contends that the locality is already dominated by larger family housing. However, this, in itself, does not demonstrate that the site would not be suitable for family housing, as defined in the LP. The site in terms of the available space, general location and relationship to open space and play facilities would be well suited to family accommodation. There are no site specific issues that would prevent family accommodation being provided or the provision of other accommodation that could meet another need, as suggested in the policy, which would otherwise outweigh the need to make suitable provision for family accommodation.

.....

For the reasons above I conclude that the proposed development would have a harmful effect on the provision of family housing within the City. Consequently the proposals conflict with policy PCS19 of the LP which amongst other things seeks to ensure a satisfactory housing mix is provided in all housing developments. This is consistent with The Framework paragraphs 17 and 50 which exhort councils to seek to identify and then meet the housing needs of their area.'

(PINS Appeal Decision APP/Z1775/A/13/2200495)

3.3.20 The housing standards SPD was adopted in January 2013, which sets out clearly required size standards for dwellings. During the monitoring period, a number of refusals referenced these requirements and inspectors have dismissed appeals referring to the SPD, although they also note that the size standards alone the quality of the accommodation must also be taken into account

Density of new residential development

3.3.21 The local minimum density requirement is 40dph and in high density areas, policy PCS21 expects densities of 100dph and above. 94% of all dwellings permitted in this monitoring period met the minimum density requirement, and 59% were at densities of 100dph or more.

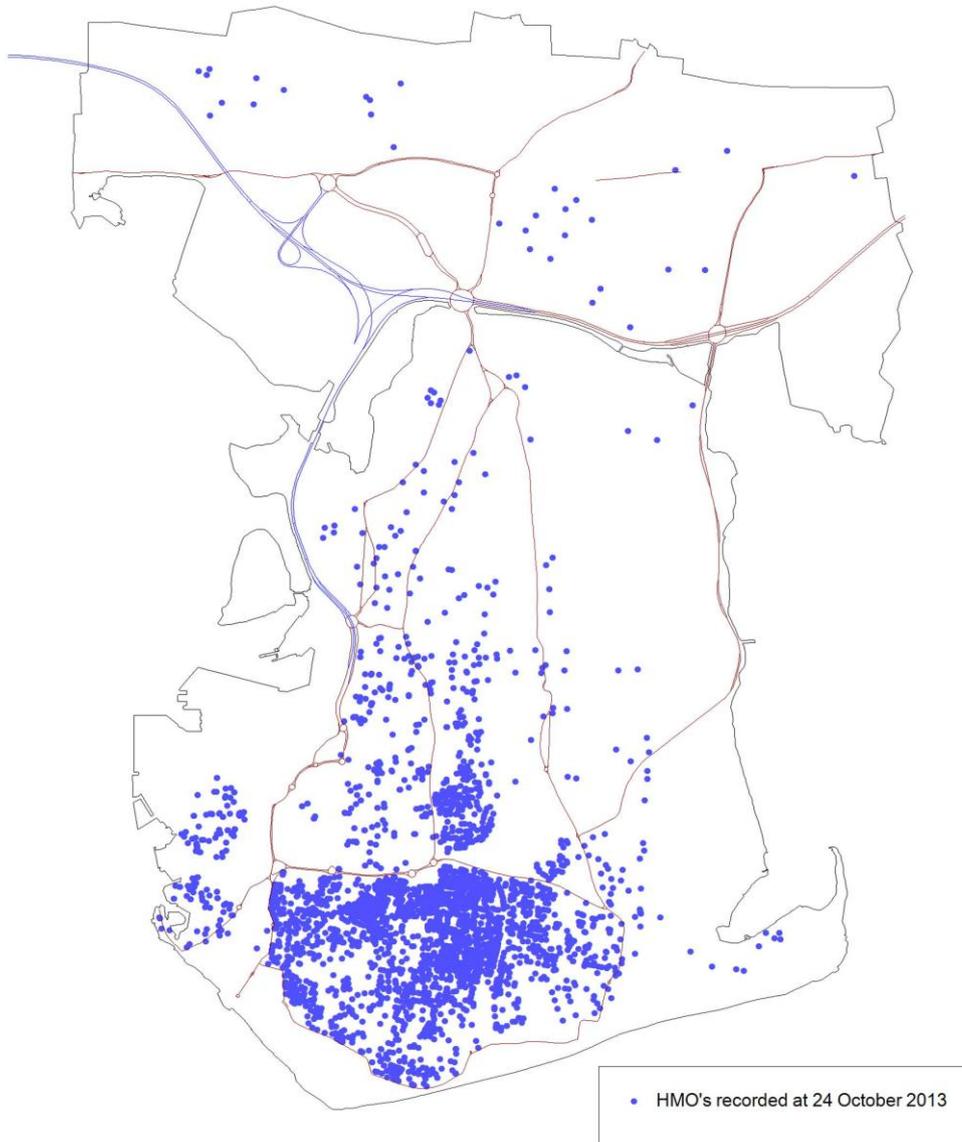
Houses in Multiple Occupation

3.3.22 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). 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.

3.3.23 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.

3.3.24 The map overleaf shows the distribution of the registered HMOs as at October 2013. 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.



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3.3.25 A review of applications (233 in total for the 2013/14 monitoring period) for HMOs shows that 60% (142no) 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 of 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.

3.3.26 By contrast, almost half (47%) of applications for new C3/C4 HMO uses in existing single family dwellings were refused by the council (38 out of a total of 81 applications for such uses), referring to the council's adopted policy and SPD. Three appeals were decided during the monitoring period on decisions to refuse a change of use from C3 to mixed C3/C4. Although two of these were allowed, these appeal decisions did not query the policy framework; rather in these two cases, a review of the data showed that fewer properties than had been thought were already in C4 use.

3.3.27 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	81	43	38*
C4 HMO	Mixed C3/C4	142	142	0
ALL:		223	185	38
* 4 of these refusals were appealed, 2 of which were allowed by the Planning Inspectorate during the monitoring period				

HMO Applications received 1.4.2013 to 31.3.2014

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.**
- **A comprehensive SPA mitigation framework has been established through the Solent Special Protection Areas Supplementary Planning Document.**
- **A consultation has taken place on proposals to designate 22 local wildlife sites.**
- **No planning permissions were granted on protected open spaces during the monitoring period.**
- **No development which received planning permission during the monitoring period provided the full level of open space which is required under PCS13.**
- **Portsmouth Harbour SSSI remains similar in its condition to 2011. Pressures from coastal squeeze and recreation continue.**

Creating a strategic framework for addressing the issue of recreational disturbance along the Solent

- 3.4.1 The wider Solent, from Hurst Castle in the west to Chichester Harbour in the east is internationally important for its wildlife interest. The area includes three Special Protection Areas (SPAs): Portsmouth Harbour, Chichester and Langstone Harbours and Solent and Southampton Water (the Solent SPAs). These SPAs are designated for the presence of overwintering wildfowl and wading species. The protection afforded by the SPA designation has particular consequences as any plans or projects - including new development - can only go ahead if it can be shown that there will be no adverse effects on the SPA.
- 3.4.2 The Solent has an incredibly scenic coastline which is part of the attractiveness of the area. New housing results in a potentially larger local population and this can bring particular pressure on sites through increased recreational use. Indeed the coast provides a particular draw and attraction for many people. There was a need to understand recreational use of the Solent coast, particularly in relation to the spatial distribution of housing and how this links with the use of the Solent SPAs by the species they support.
- 3.4.3 The Habitats Regulations² require the city council to assess whether or not proposed developments are likely to have a significant effect on the Solent SPAs before they can

² The Conservation of Habitats and Species Regulations 2010 (and subsequent amendments).

lawfully proceed. Indeed due to the precautionary nature of the regulations, it is necessary to demonstrate with a reasonable degree of certainty that the project will not be likely to have an effect on the Solent SPAs. There is more detail about the city council's responsibility and the legal framework surrounding the issue in the Solent Special Protection Areas SPD.

- 3.4.4 Since 2007, the city council has been actively engaged in the Solent Disturbance and Mitigation Project (SDMP) alongside other local authorities in the Solent area, Natural England, Chichester Harbour AONB, the Langstone Harbour Board, the RSPB and the Hampshire and Isle of Wight Wildlife Trust. The project was administered by the Solent Forum. The project involved a desktop review of existing information. This was followed by in-depth primary research interviewing visitors to various parts of the Solent coast, bird fieldwork studies to investigate how SPA species react to disturbance, a household survey to investigate how the coast is used. These datasets were combined into a model by Bournemouth University who looked at the link between visitor patterns and bird survival and how this would change in the future as a result of planned housing development. This showed that increased visitor numbers as a result of new development reduced the survival of some of the SPA species. The final piece of research looked at what mitigation measures could be put in place to remove the effect which new development would otherwise have had and ensure that there was no decrease in the SPA bird populations as a result of recreation caused by new development.
- 3.4.5 The results of the research are available on the Solent Forum's website at <http://tinyurl.com/pc9cr6v>.
- 3.4.6 Natural England, the Government's statutory advisor on nature conservation, issued a position statement on 31st May 2013 which stated that *"the SDMP work represents the best available evidence, and therefore avoidance measures are required in order to ensure a significant effect, in combination, arising from new housing development around the Solent, is avoided"*.
- 3.4.7 As a result, under the regulations, it is now necessary for all new development in the city to include a mitigation package to ensure that the significant effect which otherwise would have been likely, can be removed. It is only possible for the city council to lawfully permit development when a sufficient mitigation package is provided.
- 3.4.8 In the long-term the most effective solution to this issue would be a joint mitigation framework amongst all the Solent local authorities. However whilst work continues on this, an interim mitigation framework has been put in place to enable development to provide the necessary mitigation in order to go ahead in compliance with the Habitats Regulations. This has been done through the Solent Special Protection Areas SPD, which was adopted just after the end of the monitoring period in April 2014.
- 3.4.9 As well as the adoption of the SPD, the city council also sought views on a review of policy PCS13 of the Portsmouth Plan, which addresses nature conservation and biodiversity. When the plan was originally written, it was not certain what the SDMP research would show. However now that the research is concluded and the results are clear, it makes sense to provide a firm policy basis for the provision of mitigation from new development.

3.4.10 The SPD provides a mitigation framework, funded through specific contributions from developments and secured through a legal agreement. Alongside the SPD itself, the city council has also provided applicants with several ways to secure the necessary mitigation package as well as extensive guidance on how to do this. This has ensured that no developments have been unnecessarily delayed as a result of having to provide a mitigation package. Indeed, the mitigation framework in the SPD is now enabling development to take place which otherwise may not have been able to provide a mitigation package.

3.4.11 The city council is continuing to work with our neighbouring local authorities along the Solent coast, Natural England, PUSH and other bodies to implement the interim mitigation framework in the SPD and establish the long-term framework which will replace it.

Area of the city covered by local nature conservation designations

3.4.12 In December 2013, a further consultation took place on the Site Allocations Plan, specifically regarding Local Wildlife Sites.

3.4.13 In recent years, sites which had been surveyed by the Hampshire Biodiversity Information Centre and found to contain habitats or species which met the criteria for designation, were approved by the Cabinet Member for Planning, Regeneration and Economic Development, as candidate local wildlife sites. This gave the sites some weight in planning decisions prior to formal designation through the development plan.

3.4.14 The consultation in December 2013 was the first step in formal designation. The consultation document identified all sites in the city which it is considered meet the Hampshire wide standards for local wildlife site designation.

3.4.15 The document sets out 22 sites which it is considered meet the criteria as opposed to the 12 sites which were identified in the previous Local Plan. A map of all of the sites is below.



3.4.16 The document contained a site plan and profile for all of the sites, including why the site meets the criteria for designation.

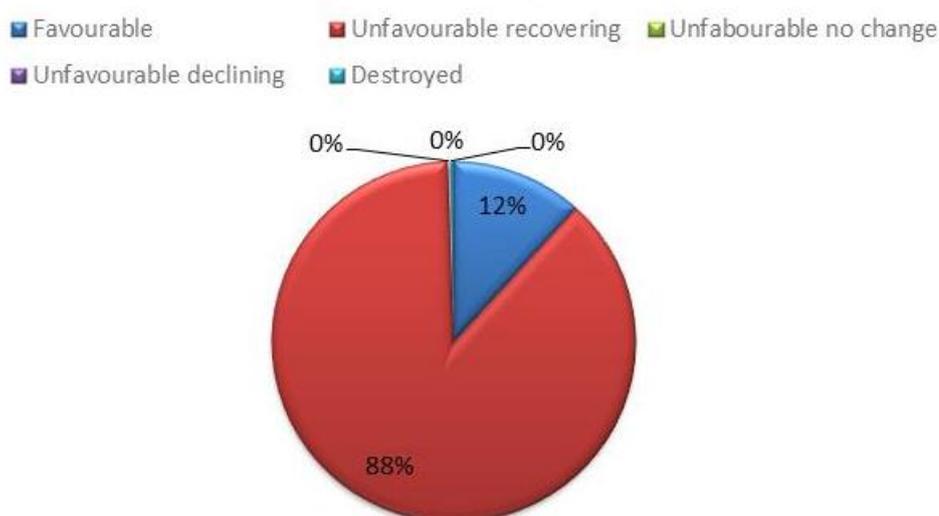
3.4.17 A total of eight responses were received, mostly from nature conservation organisations. More than half of the respondents either did not submit specific comments or generally supported the proposals. There were a number of suggestions regarding terminology, of which some can be addressed. There was a suggestion from the RSPB that White Letter Hairstreak Butterfly be added as a notable species for the Horsea Island site. Further information is being requested from Butterfly Conservation regarding counts at the site to establish the presence of a population.

Condition of Sites of Special Scientific Interest

3.4.18 At the end of March 2014, Natural England published a condition survey of Portsmouth Harbour Site of Special Scientific Interest. These surveys only happen every few years and this is why it has not been reported recently.

Portsmouth Harbour (all)		
Assessment description	Area (ha)	Percentage
Favourable	148.32	11.77%
Unfavourable recovering	1109.4	88.05%
Unfavourable no change	0.24	0.02%
Unfavourable declining	1.95	0.15%
Destroyed	4.46	0.35%
TOTAL:	1259.91	

Portsmouth Harbour (all) SSSI condition summary



3.4.19 12% of the SSSI has moved from being in favourable condition to an unfavourable but recovering condition. The fall of unit 17 (south of Tipner Firing Range) from favourable to unfavourable recovering is due to the growth of excessive scrub and presence of litter which was detected in the survey. This detracted from the site's value as a high tide feeding site for Brent Geese. Work has already been undertaken to address this by the landowner. Natural England predict that the site will return to favourable condition by March 2015. The condition of unit 22, located to the west of the water entrance to

Horsea Island Torpedo Lake has moved from unfavourable declining to unfavourable no change. The unit has been separated out from the rest of the harbour but further research is required on techniques to return this section to favourable status. Units 6 and 8 though have moved from unfavourable recovering to favourable, representing positive action and management.

3.4.20 However across all of the units, coastal squeeze continues to be an issue as sea level rise forces the landward retreat of intertidal habitat. Due to the presence of hard coastal defences, the habitat reduces in size. As a result, as part of the ongoing work to maintain coastal defences across the Solent and maintain the line, new intertidal habitat has been created at Medmerry, which will compensate for this loss.

3.4.21 Further pressure on the SSSI comes from recreation, which given the densely populated nature of the city, continues to exert pressure on the SSSI. The Solent Disturbance and Mitigation Project researched this issue and new development will now need to provide a mitigation package to address this. Work to address existing pressure is taking place through the Solent European Marine Sites Management Scheme.

Open Space

Areas of protected open space

3.4.22 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.

3.4.23 Policy PCS13 sets the expectation that developments of 50 units or more will provide open space as part of their development at a standard of 1.5ha per thousand population. This is expanded on in the Housing Standards SPD.

3.4.24 During the monitoring period, three applications of more than 50 units were permitted:

- **13/00002/PACOU** - CONNECT CENTRE KINGSTON CRESCENT - prior approval for conversion of office to 90 flats
- **13/00297/REM** - ST MARYS HOSPITAL WEST WING & MATERNITY BLOCK MILTON ROAD - planning permission for 191 homes
- **13/00544/FUL** - 93 Havant Road - planning permission for 51 sheltered apartments and a manager's flat

3.4.25 The development at the Connect Centre was approved under the General Permitted Development Order (GPDO), as such the policy regarding open space could not be applied.

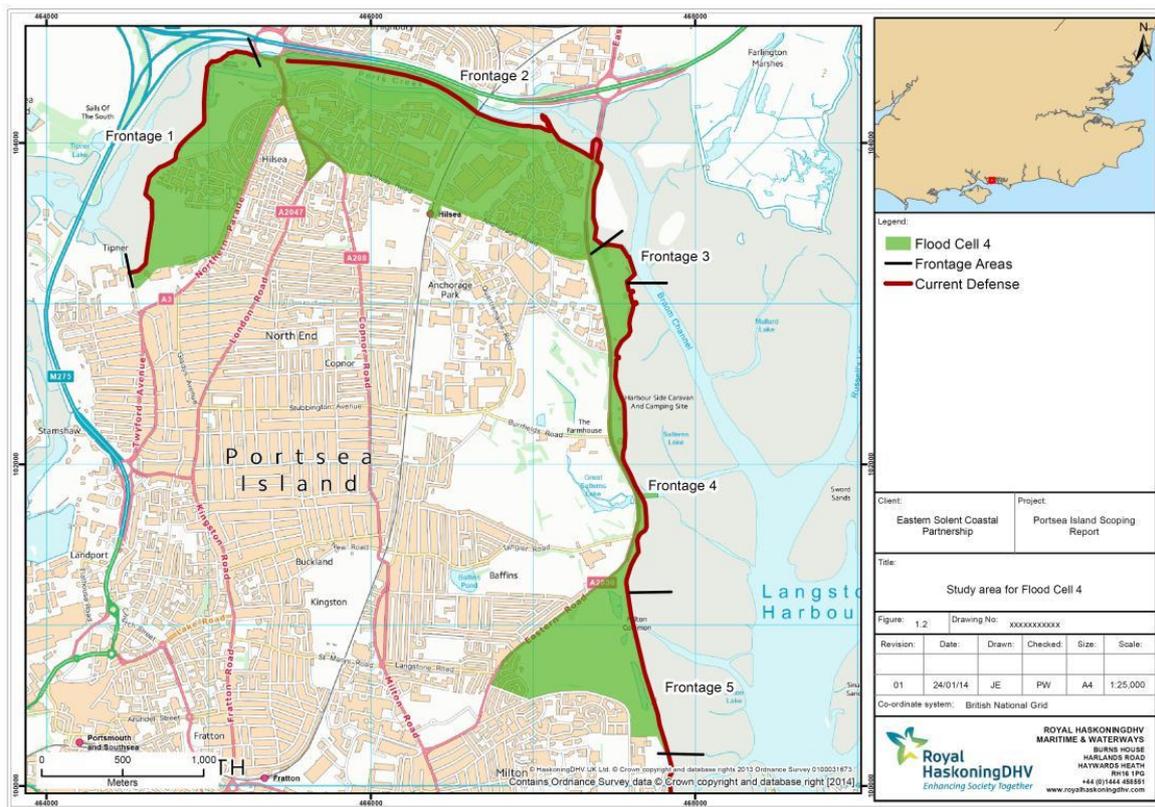
3.4.26 The proposed layout of the scheme under the reserved matters application included a centrally located area of open space, incorporating a play area. It had an area of 0.48ha whilst four smaller areas which are part of the scheme between them contribute 0.127ha giving a combined total open space area of 0.607ha.

- 3.4.27 The scheme at St Mary's Hospital was approved in outline form prior to the Portsmouth Plan when the open space provision was two thirds of what it is today at 1ha per thousand population. The scheme permitted under the reserved matters application included more open space, however it did not reach the revised standard under PCS13 with a shortfall of approximately 0.1ha. However the shortfall has arisen as the revised scheme contained a greater proportion of three and four bedroom houses rather than flats which has increased the overall population in the scheme.
- 3.4.28 The fact that the scheme was approved in outline form prior to the increase in the open space standard was considered. Furthermore, the wider community benefits arising from developments that provide family homes in excess of the 40% target in PCS19. For this scheme, 87% of the units are family houses. Overall, it was considered that the harm arising from a shortfall in open space would be outweighed by the delivery of a significantly high proportion of family homes with gardens.
- 3.4.29 The development at 93 Havant Road it was considered that there is a clear case that the needs of specialist accommodation such as sheltered housing would differ markedly from general needs housing. The development does entail the provision of a communal lounge, wellbeing room and landscaped grounds for the benefit of residents. Whilst it was considered that the occupiers of the development would be likely to add to the number of people who use nearby open spaces such as at Braemar Avenue, it was not considered that there would be a significant rise in demand. As such, an off-site contribution was also not considered to be appropriate.
- 3.4.30 It is clearly disappointing that of the tree schemes where more than 50 units are being built, none are providing open space to the required standard. However it must be considered that all three schemes were unique and a deviation from this section of Policy PCS13 was entirely justified in each case. In terms of St Mary's Hospital, the development provided a valuable contribution to the provision of family housing in the city. In the case of 93 Havant Road, the specialist nature of the housing meant that a requirement for on-site public open space was not justified. Finally, in the case of the Connect Centre, due to the nature of the planning permission granted, it was not possible to apply the policy.

Flood Risk

Improvements to Sea Defences

- 3.4.31 Policy PCS12 of the Portsmouth Plan identifies the city council's approach to flood risk. As well as seeking to avoid or mitigate flood risk in new development, it is also key that the city's coastal defences are maintained and improved.
- 3.4.32 The council has been working to bring forward its coastal defence scheme at North Portsea. The project is split into two separate Flood Cell's encompassing:
- Flood Cell 1: Southsea (Long Curtain Moat to the Royal Marine Museum);
 - Flood Cell 4: North Portsea (The Mountbatten Centre to Milton Common inclusive).
- 3.4.33 Flood Cell 4 is being progressed under an accelerated programme to ensure priority works can commence in 2015. To that end, during the monitoring period, a number of different design options have been identified for separate frontages in Flood Cell 4.



3.4.34 The main options considered include:

- Construction of the sea walls to a higher level;
- Building a flood embankment;
- Raising the crest level of the embankments;
- Raising the crest level of the sea walls;
- Replacing the existing sheet pile walls;
- Building splash walls;
- Construction of wave return walls;
- Re-profiling of the embankment;
- Construction of new sea walls, and
- A hybrid option of the above.

The first planning application is due to be submitted in November 2014.

3.5 The Economy & Access to Shops, Jobs and Services

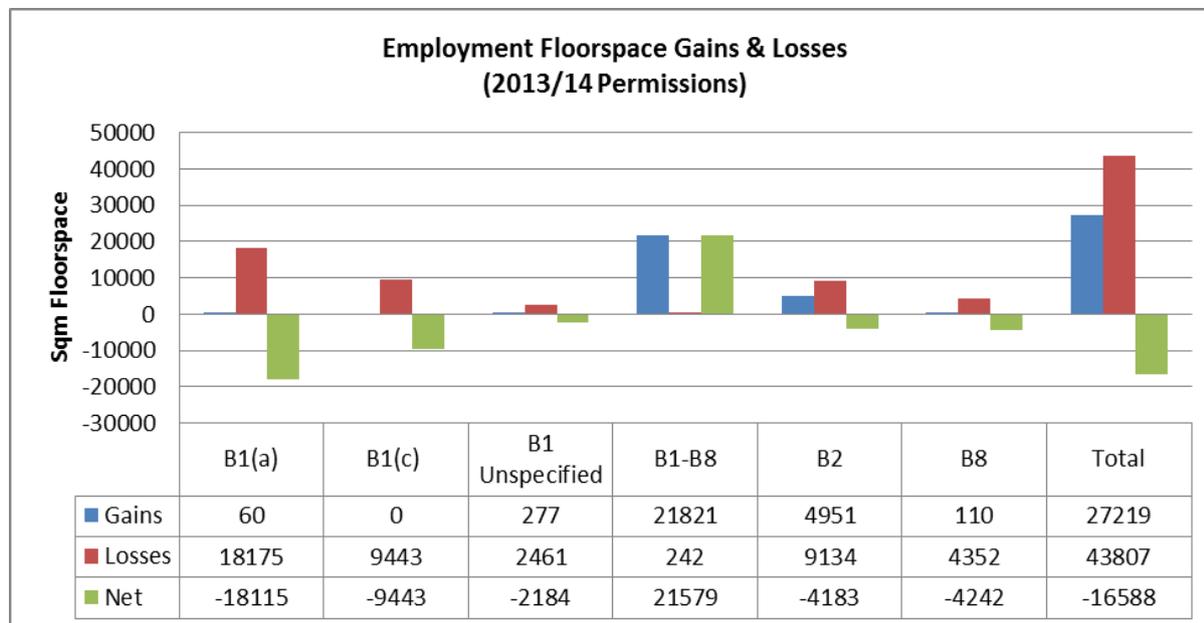
KEY MONITORING NEWS IN THIS SECTION

- Overall, there has, been a net loss of around 16,500 square metres of employment floorspace. There have also been notable losses, when B1(a) office space alone is considered.
- The city's employment areas are being regenerated: There have been significant net gains through permissions for new B1-B8 employment floorspace, notably on vacant land on an existing industrial estates.
- Vacancies in the city centre are up noticeably from previous years, and are now close to the national average. The Level of A1 shop uses is below the level aimed for in the Portsmouth Plan.
- The level of A3 and A4 uses in Southsea, restricted through the Town Centre AAP remains stable, and the level of A1 shops, while slightly down, is still about the level set for the centre.
- Vacancies in Southsea remain very low.
- Vacancy rates in all but one of the district centres have reduced in this monitoring period, notably including in Fratton, which has been struggling to maintain occupancy levels in recent years. However, vacancy rates in North End have increased significantly from the previous period.
- Planning Inspectors have endorsed the council's policy approach in appeal decisions regarding changes of use in Albert Road
- The city's local centres remain stable, and many have no vacancies at all. There are, however a number which show high vacancy rates, as well as low levels of A1 shops and these must be carefully monitored
- The Government is considering further relaxing permitted development rules, and also changing the definitions of the A1 and A2 use classes. This will affect the operation of our percentage based policies, so the way these are implemented will need to be reviewed.
- Health Indicators of life expectancy and obesity remain below the national picture.

Employment Land

Employment floorspace gains and losses (planning permissions)

3.5.1 The graph below shows total floorspace gains and losses for employment uses permitted in Portsmouth during the 2013/14 monitoring period.



3.5.2 As in previous years, the employment floorspace gains and losses are to a large extent accounted for by changes of use between types of employment uses. Overall, there has, however, been a net loss of around 16,500 square metres of employment floorspace.

3.5.3 Losses are particularly notable in the B1(a) office category (18,000sqm net loss). 3,000sqm lost from this category are accounted for by a change of use to a hotel on a regeneration site earmarked for that purpose in the City Centre Masterplan.

3.5.4 7,000sqm (42%) of the floorspace lost from B1(a) use, has been lost under the extended permitted development rights from office to residual use, introduced by the government in May 2013.

3.5.5 While the loss of employment land figures, may seem large, it should also be noted that there have been net gains of around 22,000sqm in permissions for new B1-B8 employment floorspace, with 15,000sqm coming from vacant land on an existing industrial estates, demonstrating that the city's employment land stock is being regenerated.

Portsmouth City Centre

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

3.5.6 The Portsmouth Plan envisages major improvements to Portsmouth City Centre (see section 3.1). Pending this wider regeneration scheme, as in previous years, there have been few applications within the city centre. However, there was a net loss of B1(a) of

around 6,000sqm. The vast majority of this office space has been lost to hotels and student accommodation, both uses suitable to the city centre.

Shopping and vacant frontage in the Commercial Road shopping area

3.5.7 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.

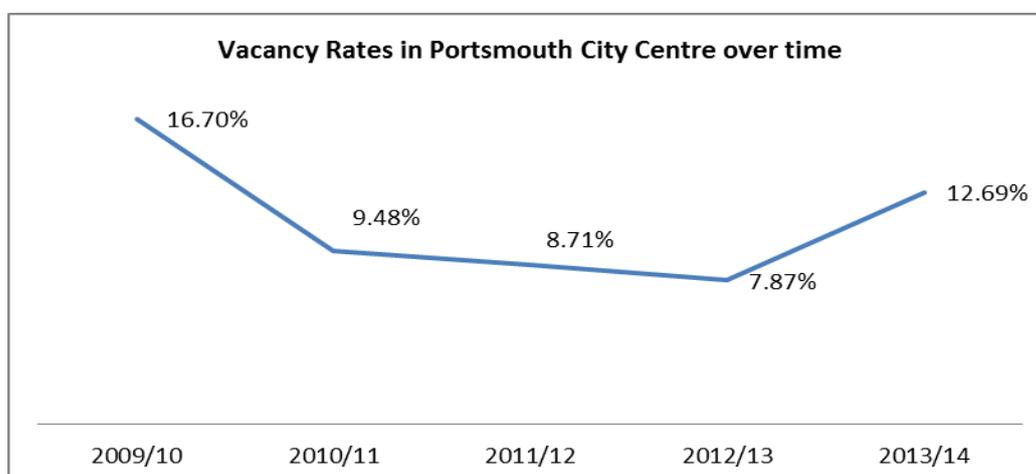
Level of A1 shops in Portsmouth City Centre at the end of the monitoring period		
75% of the frontage is	1834.47m	75.00%
Current level of A1 (incl vacant units)	1777.38m	72.67%
Additional non-A1 frontage which can be accommodated	-57.09m	-2.33%

3.5.8 The amount of A1 retail frontage remains below the target level of 75%. As a result, further loss of A1 frontage will 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.

3.5.9 The vacancy rate in Commercial Road has increased in the monitoring period to 12.69%. This is a significant increase from the last monitoring period, and is due to the loss of a number of units in the Cascades shopping centre, as well as two units with substantial frontages (HMV in Commercial Road and the Co-Op Bank).

3.5.10 While vacant units are still concentrated on the periphery, unlike in previous years, there are now a few vacancies in more central units within the main shopping frontage in the central section of Commercial Road (the former HMV units, as well as 34 m of frontage in the Cascades Shopping Centre).

3.5.11 For comparison, the national town centre vacancy rate is 13.5% (Local Data Company, April 2014), although it should be noted that the two data sets are measured in different ways.



Southsea Town Centre

3.5.12 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

3.5.13 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 again fell by 1.18% from 81.95%.

Current mix of uses in Southsea Town Centre Primary Area (Ground Floor Level)			
	Land use class	Frontage (m)	Percentage
A1	Shops	643.29	80.77%
A2	Financial Institutions	91.23	11.46%
A3	Restaurants and Cafés	31.9	4.01%
A4	Drinking Establishments	10.69	1.34%
D1	Non-residential institutions	12.42	1.56%
SG	Uses without use classes	6.87	0.86%
Current Vacancy Rate		10.04	1.26%

3.5.14 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.



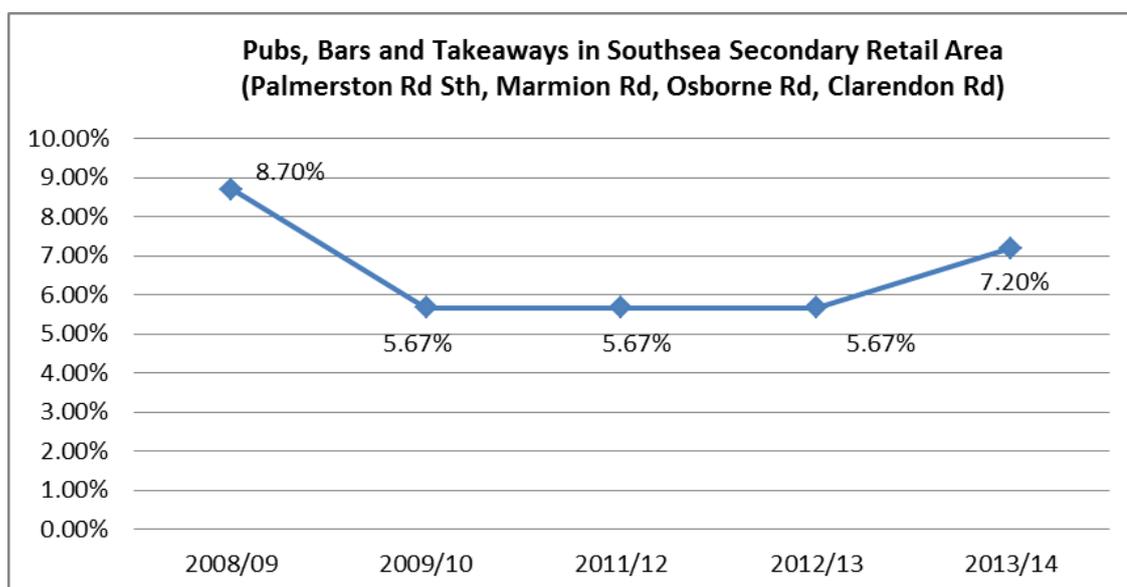
3.5.15 Vacancy rates have continued to fall in the primary retail area to 1.26%, but have increased in the secondary area to 7.64%. However there are very low levels across

the centre as whole, especially when compared to a national average of 13.5% (Local Data Company, April 2014), indicating a strong centre.

Percentage of A4/A5 in the Southsea secondary frontage

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

3.5.17 The graph below shows the current level of A4/A5 uses in the secondary frontage over time to 2014. There was an increase in the percentage of A4/A5 uses but still remains below the policy STC5 target, indicating that the policy has been effective in achieving its aims.



Number of A3 units in the Southsea secondary frontage

3.5.18 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.

3.5.19 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					
	2009/10	2010/11	2011/12	2012/13	2013/14
Southsea secondary frontage	19.65%	20.11%	20.11%	20.60%	21.36%

Markets and Events

3.5.20 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.

3.5.21 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 and Love Southsea events, the annual Southsea Food Festival and numerous international and craft markets attract shoppers and visitors.

District centres

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

Albert Road & Elm Grove

3.5.23 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 this 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.

3.5.24 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?	669.79m	48.54%	50.00%
How much of the Elm Grove primary frontage is A1?	209.88	54.56%	50.00%
What is the total A3, A4 and A5 in the centre?	602.20	23.13%	23.00%
What is the total A3, A4 and A5 in the west of Albert Road?	303.49	35.26%	35.00%

3.5.25 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.

3.5.26 Also worth reporting is that in October 2013, an appeal on Albert Road was successfully defended using this policy. The inspector in this appeal considered that *'the Council's data sets have stood up adequately to challenge and that their figures may reasonably be used in the determination of this appeal.'* He goes on to praise the council's policy for its contribution to the continued vitality of the Albert Road & Elm Grove centre: *'Moreover, having walked the length of the centre more than once, I was*

struck by its vibrancy during what has been a prolonged period of economic stress. As well as convenience stores selling day to day requirements, and a number of comparison outlets selling furniture and the like, there are numerous small specialist businesses, some quirky, imparting a distinctive character as well as other premises such as the theatre and school buildings all likely to draw people from further afield. There are, perhaps inevitably, some vacant units but far fewer than I have seen at many district centres over recent times. Of course, cafés, public houses and takeaways play a role here, but the Albert Road and Elm Grove district centre is no great distance from Portsmouth's main city centre. Its successful future cannot be taken for granted. The Council's adopted Policy PCS8 and somewhat similar preceding policies, do appear to be achieving the aim of safeguarding the present level of retail outlets while retaining a balance between the number of A3/A4/A5 businesses and the wider range of activities within the centre as a whole and more particularly along the length with a greater such concentration, between Victoria Road South and Waverley Road/Laurence Road.'

Cosham

3.5.27 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)	555.35	54.75%
Additional non-A1 frontage which can be accommodated	-2.50	-0.25%

3.5.28 Cosham is performing well as a district centres, with a relatively low level of vacancies (5.5%). It should, however, be noted that the level of A1 uses is now below the level of 50% limit set by the policy. Although this is only marginal (0.25%), this does means that the city council will seek to resist any further losses of A1 going forward.

Fratton

3.5.29 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.

3.5.30 The level of shops in Fratton is above the policy threshold and relatively high, compared to North End and Albert Road & Elm Grove. The vacancy rate is the highest of any of the district centres however, although there has been a small decrease in vacancies during the monitoring period. 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	426.62	55.00%
Current level of A1 (incl vacant units)	505.54	65.17%
Additional non-A1 frontage which can be accommodated	78.92	10.17%

North End

3.5.31 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.

3.5.32 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)	472.18	64.09%
Additional non-A1 frontage which can be accommodated	-6.68	-0.91%

3.5.33 The current level of A1 is just below the level expected by the policy. The centres vacancy rate has slightly increased to 7.02%. Overall, it is considered that North End is performing well.

Vacancies in all District Centres

3.5.34 The table below compares vacancy rates in the District Centres.

Vacancy Rates in the District Centres			
	2011/12	2012/13	2013/14
Albert Road & Elm Grove	7.16%	5.43%	5.39%
Cosham	8.84%	6.71%	5.50%
North End	6.07%	3.76%	7.02%
Fratton	17.25%	17.41%	15.52%

3.5.35 The national vacancy rate at the end of the monitoring period was 13.5%, 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. There has again been a reduction in the vacancy rates in Albert Road and Cosham. Notably, Fratton district centre has also had a reduction in this monitoring period as in previous years there has been difficulty in maintaining occupancy levels. North End district centre had an increase in vacancy to 7.02%. While this is still relatively low compared to the national picture, it nevertheless represents a doubling of the previous level.

Access to Local Shops and Services

3.5.36 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.

3.5.37 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.

3.5.38 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

3.5.39 Monitoring of these centres shows very little change over the past few years and past AMRs have therefore not made it a priority to report on these centres in detail. While the centres remain relatively stable, it is nevertheless time to report on some of the monitoring findings.

3.5.40 As with higher order centres, the level of A1 and the vacancy rates are considered to be key indicators of the health of the centre. Six (40%) of the city's local centres showed a nil vacancy rate, which is encouraging. Especially noteworthy is Allaway Avenue, which in the previous monitoring period showed a vacancy rate of 9.24%.

3.5.41 However, two centres (Kingston Road and London Road North) are displaying vacancy rates in excess of 16%, which is high. At the same time, Kingston Road also has a level of A1 shops below 50%. These two things combined to indicate that the centre is not in good health.

3.5.42 A number of other centres also have less than half of their frontage occupied by A1 shops. These centres are: Castle Road, Copnor Road South, Havant Road and Tangier Road. These will need to be carefully monitored against the desire of policy PCS18 that these centres should 'continue to provide for the local top-up shopping needs of nearby residents and there should not be an over-concentration of non-shopping uses in the local centre as a whole.

3.5.43 It should be noted, however, that there must always be a qualitative element to this. Castle Road, for example, while having a low level of A1, has seen something of a revival in the last few years, with a number of new businesses opening, and continuing trading in the centre. The centre is developing into an attractive area with alternative shops and successful independent restaurants and cafés, with an active traders community organising local shopping festivals and the like.

National Retail Policy Proposals

3.5.44 It is worth noting in this monitoring report, that there are current Government proposals to further relax permitted development rules with regard to changes of use between town centre uses. These include a permitted development right from A1, A2 and some town centre sui generis uses to A3 and D2, as well as a number of uses to C3 residential. Also under consideration is an amendment to the A1 and A2 use class, which would see financial and professional services such as banks, building societies and estate agents included in the A1 use class. These changes will make some of the aspects of the city council's town centre policies difficult to implement and effective ways of continuing to protect the centres will need to be explored.

Census Update - Employment & Economy

3.6.45 Census data from 2011 relevant to employment and economy includes the following:

- Homeworking has increased and although nearly 50% of people still work within 5km of home, the number of people travelling greater distances has increased since 2001. In terms of modes of transport, it is noteworthy that for journeys up to 5km, the percentage of people walking and cycling has increased compared to the 2001 census (up by 4.5% to 39.9%). However, this is still far outweighed by the percentage of people driving or travelling as a passenger in a car - although down by a few percent it is still at 46.7% of all journeys of this length). For journeys less than 2 miles, however, walking and cycling does exceed driving: 57% and 34% of all journeys respectively.
- The number of managers, directors and senior officials has fallen (down to 8,915 in 2011 from 10,705 in 2001 and now accounting for 9.2% of the resident workforce, down from 12.3% in 2001). Professional occupations now make up the highest percentage of all occupations in the city 15.8% of the resident workforce, up from 10.2% in 2001, when Associate Professional and Technical Occupations made up

the highest proportion). Elementary Occupations were, and still are the next biggest group in the city, making up 13% in 2011.

Health

3.6.46 The Health of the local population is a key indicator, which is not only important in its own right, but which also has a significant influence on the area's economic performance. Data from the 2011 Census and the latest Joint Strategic Needs Assessment (JSNA) shows that Portsmouth still lags behind other areas in the South East and England as a whole in the health indicators of Life Expectancy and Obesity.

- Life expectancy at birth for an area is an estimate of how long, on average, babies born today may live if she or he experienced that area's age-specific mortality rates for that time period throughout her or his life. In 2010/12, male life expectancy at birth in Portsmouth (78.2 years) is improving but remains significantly worse than the England level (79.2 years). Life expectancy at birth (2010-12) for males in Portsmouth's most deprived 10% of Lower Super Output Areas (LSOAs) is 72.7 years - 9.4 years shorter than males in the least deprived 10% of LSOAs. In 2010/12, female life expectancy at birth in Portsmouth (82.6 years) is now not significantly different from the England average (83.0 years). Life expectancy at birth (2010-12) for females in Portsmouth's most deprived 10% of LSOAs is 78.9 years - 5.8 years shorter than females in the least deprived 10% of LSOAs. (JSNA - <http://protohub.net/jsna/portsmouth-jsna/>)
- In 2012/13, 24.2% of Year R pupils (aged 4-5 years) and 35.6% of Year 6 pupils (aged 10-11 years) attending a state school in Portsmouth were overweight, including obese. However, the percentage overweight, including obese for Year R and Year 6 pupils attending Portsmouth schools is higher than for the country as a whole. There has been no improvement since 2010/11. (JSNA - <http://protohub.net/jsna/portsmouth-jsna/>)
- General health - although it is a little difficult to do a direct comparison of this indicator from the 2001 data, because the categories have changed, overall it seems that people's self-reported general health has improved. In 2011, 82.5% of people (n. 169,238) reported their health as being either good or very good, whereas in 2001, 67.9% of the population (n. 126,711) reported that their health was good. In 2011, only 5% (n. 10,354) of people reported that their health was bad or very bad, compared to 8.6% (n. 16,148) of the population who in 2001 reported that they were not in good health (Census 2011)
- Long-term health problem or disability: Fewer people (16% of the population, n. 32,859) now have their day-to-day activity limited by a long-term health problem or disability. In 2001, 17.4% (n. 32,554) of the population reported that they had a limiting long-term illness. (Census 2011)

3.6 Infrastructure & Community Benefit

KEY MONITORING NEWS IN THIS SECTION

- Since its introduction in April 2012, the council has collected £830,746 in Community Infrastructure Levy (CIL) funds, £320,248 of which during this monitoring period (the second year of CIL).
- No CIL has yet been spent, but money has been allocated to key infrastructure projects through the council's Capital Programme
- Many of the required infrastructure projects are progressing well. Others have seen little or no progress.

Delivery 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. It sets out the key infrastructure projects that are needed to support development in the city. The final column gives an update on the delivery of each project.

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	The project has been completed, and Somerstown Central opened in June 2014.
Education	Primary School Places	PCS1 & 9	ongoing - when needed for development	The city council continues to carefully monitor the need for school places. 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.

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	Portsea Island Coastal Defence Strategy	PCS12	2011 - 2016	Scheme development for flood cells 1 & 4 has progressed and planning permission will be sought for the first phases at the end of 2014.
	Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy	PCS12	2016 - 2021	The Environment Agency has 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)	Planning Permission and funding have been secured for the ARTches project; improvements to the Canoe Lake area have been progressed; Funding secured for an upgrade of the D-Day museum
	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	The open space around the Community Hub has been reconfigured, and a new multi-use games area and improved play area are now in use and proving very popular.
	Open Space enhancements at Port Solent	PCS2 & 13	2016 - 2021	not yet needed
Health	Additional GPs	PCS1 & 14	2011 - 2016	Development at Hilsea Bus Depot development is well underway, and includes a Health Centre.
Transport and Access	Bridge Link Tipner - Port Solent	PCS1, 3 & 17	2016 - 2021	The city council has entered into a historic City Deal and within this framework is exploring the funding of the bridge link
	M275 junction and P& R at Tipner	PCS1	2011 - 2016	The junction works at the M275 have been completed and the P&R opened in April 2014.
	City Centre North Road Improvements	PCS4 & 6	2016 - 2021	The City Council continues to work on an alternative road layout
	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	A planning application was submitted for the reconfiguration of Interchange in April 2014,

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	Station Square Interchange	PCS7 & 17	2016 - 2021	nothing to report
Utilities	Electricity Sub-station for Tipner & Port Solent	PCS1, 2 & 3	2016 - 2021	not yet needed
	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. To this end, future infrastructure planning work will be more fully integrated into a review of the Portsmouth Plan, planned to begin in 2015.

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 not to 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 1 April 2012, we have been collecting developer contributions through the Community Infrastructure Levy (CIL). 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.

3.6.5 In 2013/14, the second year of operation of the levy, £320,248 was collected. This is significantly less than in 2012/13, when £510,498 was collected. One might expect the amount to rise in the first few years of the levy's operation, as more schemes with levy liability are built out. However, the figures are easily explained by a review of the development which contributed each year. CIL becomes due on commencement, and in both years, a significant number of building starts were from schemes granted permission before CIL came into operation. However, in 2012/13 one large scheme was permitted and commenced - it generated £486,538 of CIL, 95% of the CIL collected that year.

3.6.6 In order to plan the spending of CIL, an estimate of the projected CIL income is calculated on a quarterly basis. The estimate is based on the city council's projection of housing completions in future years (the housing trajectory in the Strategic Housing Land Availability Assessment (SHLAA)). This income projection is used to assist with the preparation of the City Council's capital

programme matching the anticipated receipt of funds to planned capital expenditure. The capital programme details project expenditure annually over the next five years and a projected total for future years beyond this timescale.

In the published 2013/14 capital programme, CIL funding was allocated to the following infrastructure projects, these are all large schemes and will complete over multiple years;

- City Centre Road upgrade
- City Deal
- Tipner Motorway Junction and Park & Ride
- The Hard Public Transport Interchange
-

3.6.7 Since 25th April 2013, 15% of all CIL collected has to be retained as the 'neighbourhood proportion', i.e. should be spent on Infrastructure projects in the neighbourhood in which it was collected. As there are no parish councils in the city, which ordinarily would decide on and coordinate the spending of these funds, in Portsmouth this proportion is allocated at the ward level, with ward councillors working with their communities to decide on neighbourhood spend.

3.6.8 Neighbourhood Amounts available for spend as at the end of 2013/14 are shown in the table below:

Ward	Neighbourhood Proportion received
Central Southsea Ward	1,928.23
Charles Dickens Ward	1,408.76
Drayton and Farlington Ward	9,684.91
Fratton Ward	658.53
Hilsea Ward	4,443.02
Milton Ward	19,563.10
Cosham Ward	1,709.50
2013/14 Total	39,396.05

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 This is the 10th Annual Monitoring Report charting the city's progress against its planning policy framework and wider regeneration aims.

4.2 Elements that can be highlighted as particularly positive are:

- 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 adopted.
- Significant progress has been made on a number of the key regeneration sites during this monitoring period. Most notably a historic City Deal was signed with Government to deliver the strategic development sites at Tipner and Horsea Island, and the Tipner Park and Ride is now open and operating very successfully. Somerstown Central (the community hub) is now complete and open. A masterplan to guide investment in the Seafront has been adopted and the first projects are underway.
- An exciting new project has been launched which will find sustainable new uses for historic buildings in the Dockyard in Portsmouth and other important historic sites around Portsmouth Harbour.
- Local people's perception of their own quality of life in the city has improved, and fewer people now say that there are areas of Portsmouth they would avoid because of fear of crime
- We can demonstrate a five year housing land supply from 1 April 2015, 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.
- No planning permissions were granted on protected open spaces during the monitoring period
- A comprehensive SPA mitigation framework to protect the birds in the Harbours has been established through the Solent Special Protection Areas Supplementary Planning Document.

4.3 There are some policy areas, where indicators show a challenging picture, but where there are strong indications that the situation will improve:

- During the 2012/13 monitoring period, 236 net additional dwellings were delivered, which is a fall compared to previous years. Although the completion figure is far 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 and data regarding housing starts reinforces this conclusion.

- The CIL regime is operating successfully, although the amount collected in this monitoring period is still quite low. This should improve as post-CIL permissions are implemented.
- While the loss of employment land figures may seem large, it should also be noted that there have been net gains of around 22,000sqm in permissions for new B1-B8 employment floorspace, with 15,000sqm coming from vacant land on an existing industrial estates, demonstrating that the city's employment land stock is being regenerated.

4.4 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, while showing a more promising picture than previous years, 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. Inspector's appeal decisions have backed this up. 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.
- Vacancies in the city centre are up noticeably from previous years. The Level of A1 shop uses is below the level aimed for in the Portsmouth Plan. The regeneration of the city centre remains high on the council's agenda.
- 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. In the future, infrastructure planning will be more closely integrated with development planning. This will take shape in the review of the Portsmouth Plan, planned for 2015.
- A number of changes to the planning system are proposed at national government level, which are likely to affect the implementation of local policies designed to protect town centres and achieve sustainable development. This change will need careful management to ensure that good work achieved locally is not affected unduly by national changes.
- Health Indicators of life expectancy and obesity remain below the national picture. Colleagues in planning and public health are now working much closely together to bring about change.

Appendix 1: Monitoring Framework

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

		<ul style="list-style-type: none"> ▪ Amount of housing delivered (539 up to 2027) ▪ Provision of a new community hub <p>Seafront</p> <ul style="list-style-type: none"> ▪ Adoption of the seafront masterplan ▪ Number of new developments coming forward in the seafront area ▪ Development at the key opportunity areas - South Parade Pier, Clarence Pier, Canoe Lake and Southsea Castle Area. ▪ Visitor numbers to the seafront
Homes for everyone	<p>PCS10 Housing Delivery</p> <p>PCS19 Housing mix, size & the provision of affordable housing</p> <p>PCS20 HMOs – mixed and balanced communities</p> <p>PCS21 Housing density</p> <p>PCS22 Gypsy, traveller & travelling showpeople accommodation</p>	<p>Housing Delivery</p> <ul style="list-style-type: none"> ▪ Net additional dwellings (420 per annum) ▪ Progress towards the overall housing requirement ▪ Update of housing trajectory <p>Housing Mix</p> <ul style="list-style-type: none"> ▪ Gross affordable housing delivered per year ▪ Number of new 3 bedroom family homes (on average 40% of total dwellings delivered per year) ▪ Average internal size of new dwellings ▪ Percentage of qualifying applications providing affordable housing <p>HMOs</p> <ul style="list-style-type: none"> ▪ Change in number of homeless (particularly the 25 - 34 year old age group who will be affected by changes to the Local Housing Allowance which will mean they can no longer afford to rent whole properties and will increasingly turn to HMOs) ▪ Changes in the concentration of HMOs across the city ▪ Number of planning applications received for HMOs and whether approved or refused ▪ Any appeal decision relating to HMOs <p>Housing density</p> <ul style="list-style-type: none"> ▪ Average density of housing (at least 40dph) ▪ Average density of housing developments in high density areas <p>Gypsy, traveller & travelling showpeople accommodation</p> <ul style="list-style-type: none"> ▪ Number of applications for gypsy, traveller and travelling showpeople accommodation

Design & Heritage	PCS23 Design & Conservation PCS24 Tall Buildings PCS15 Sustainable Design & Construction	Design & Conservation <ul style="list-style-type: none"> ▪ Percentage of people satisfied with their local area as a place to live ▪ Improvements in design quality of new development ▪ New developments meeting Buildings for Life standards ▪ Area of the city designated as conservation areas Tall Buildings <ul style="list-style-type: none"> ▪ Number of tall buildings developed in identified areas of opportunity ▪ Design awards for tall buildings Sustainable Design & Construction <ul style="list-style-type: none"> ▪ Number of new homes meeting Code for Sustainable Homes and / or BREEAM standards ▪ Number of new non-domestic developments meeting BREEAM standards ▪ 30% reduction in the carbon footprint of the city council from 2010/2011 by 2016/2017
The Natural Environment	PCS12 Flood Risk PCS13 A Greener Portsmouth	Flood Risk <ul style="list-style-type: none"> ▪ Number of dwellings at risk from flooding ▪ Percentage of the city's coastline protected to a 1 in 200 and 1 in 1000 flood year event standard ▪ New flood risk management measures installed ▪ Number of sustainable urban drainage schemes Greener Portsmouth <ul style="list-style-type: none"> ▪ Amount of open space in the city ▪ Condition of SSSIs ▪ Access to open space ▪ Area of the city covered by local nature conservation designations ▪ Progress towards delivery of the country park ▪ Open space provision complied with on sites of more than 50 dwellings
The Economy & Access to shops, jobs and services	PCS4 Portsmouth City Centre Southsea Town Centre AAP PCS8 District Centres PCS18 Local Shops & Services PCS11 Employment Land	Portsmouth City Centre <ul style="list-style-type: none"> ▪ Amount of new shopping (A1) floorspace provided in the Commercial Road shopping area ▪ Amount of new employment floorspace provided in the city centre ▪ Percentage of A1, A3-A5 and vacant frontage in the Commercial Road shopping area ▪ Amount of food and drink (A3, A4 and A5) development in the city centre

	<p>PCS14 A Healthy City PCS17 Transport</p>	<ul style="list-style-type: none"> ▪ Quantitative and qualitative assessment of development in each locality <p>Southsea Town Centre</p> <ul style="list-style-type: none"> ▪ Percentage of A1 frontage in the centre ▪ Percentage A4/A5 frontage in the centre (more specifically in the secondary frontage as per STC5) ▪ Percentage of vacant units in the centre (detail as percentage of primary and secondary frontages) ▪ Number of A3 units in the secondary frontage (Osborne Road and Palmerston Road South as per STC4) ▪ Number of markets, festivals and similar events held in the ▪ the Palmerston Road precinct ▪ Implementation of improvements to the precinct in accordance with the adopted programme ▪ Progress towards the development of opportunity sites (Knight and Lee, Grosvenor Casino, 14-18 Osborne Road) <p>District Centres</p> <ul style="list-style-type: none"> ▪ 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 <p>Local Centres</p> <ul style="list-style-type: none"> ▪ 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 <p>Employment Land</p> <ul style="list-style-type: none"> ▪ Total amount of additional employment floorspace by type ▪ Employment land available by type ▪ Development of the key sites ▪ Number of existing employment sites lost
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		<p>A Healthy city</p> <ul style="list-style-type: none"> ▪ 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 <p>Transport</p> <ul style="list-style-type: none"> ▪ Peak Period Traffic Flow ▪ Proportion of trips made by non car modes ▪ Non residential development in high accessibility zones ▪ Percentage of new residential development within 10 minutes walk / public transport of a school and major retail centre ▪ Progress towards transport proposals
<p>Infrastructure & Community Benefit</p>	<p>PCS16 Infrastructure & Community Benefit PCS17 Transport</p>	<p>Transport</p> <ul style="list-style-type: none"> ▪ Short term (within 5 years) - junction improvements at Tipner and Port Solent, all elements of the Tipner major scheme bid, pedestrian and cycle schemes between QA Hospital and the City Centre. ▪ Medium - long term (5 years and beyond) - provision of the Tipner - Horsea bridge, provision of 2 new 'Zip' bus routes, local bus service improvement, new bus only link road between Port Solent and Horsea Island, improvements specifically for Lakeside, improvements for the wider Western Corridor, smarter choices to support the preferred strategy <p>Infrastructure & Community Benefit</p> <ul style="list-style-type: none"> ▪ Provision of critical infrastructure as set out in Appendix 2 of the Portsmouth Plan ▪ Level of CIL collected towards critical infrastructure projects ▪ Funding identified and secured for infrastructure projects



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