
NOTICE OF MEETING

CABINET MEMBER FOR PLANNING, REGENERATION & ECONOMIC DEVELOPMENT

TUESDAY, 2 DECEMBER 2014 AT 5.00 PM

CONFERENCE ROOM A - CIVIC OFFICES

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CABINET MEMBER FOR PLANNING, REGENERATION & ECONOMIC DEVELOPMENT
Councillor Luke Stubbs (Conservative)

Group Spokespersons

Councillor Ben Dowling, Liberal Democrat
Councillor Aiden Gray, Labour
Councillor Steve Hastings, UK Independence Party

(NB This Agenda should be retained for future reference with the minutes of this meeting.)

Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: www.portsmouth.gov.uk

Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.

AGENDA

- 1 Apologies for Absence**
- 2 Declarations of Members' Interests**
- 3 Portsmouth Regeneration Development Team Report (Pages 1 - 6)**

The purpose of the report by the Strategic Director for Regeneration is to set out arrangements for a bi-monthly review and report board, chaired by the portfolio holder for Planning, Regeneration & Economic Development (PRED), and taking reports from officers, with support service teams, working on development and regeneration projects. Also too update the portfolio holder for PRED on work to establish a core working group, with support service leads, to form a regeneration and development team.

RECOMMENDED that the Cabinet Member for PRED:

- (1) Notes that arrangements will be put in place to establish a bi-monthly regeneration management board, chaired by the portfolio holder of PRED and attended by:
 - i. The Director of Regeneration**
 - ii. Support service lead officers (legal, financial)**
 - iii. Project managers with leadership of individual projects****
- (2) Instructs the Assistant City Solicitor, Regeneration and Projects, (with the s151 officer) to advise on the most delivery models to support individual projects, wider regeneration aims, and the maximisation of revenue income to the city council.**
- (3) Notes that a regeneration and development team of project officers will be established to support the regeneration and development board, reporting to the strategic director of regeneration, and supported by the legal services projects and regeneration team, the planning department, housing services, procurement, traffic and transport and finance.**

4 Brunel Wing at the Civic Offices (Pages 7 - 10)

Initial feasibility work suggested that a significant saving to the authority, and income, could be generated if a wing of the Civic Offices was let commercially, and that economic development aims could be furthered. The report by the Strategic Director of Regeneration updates members on progress with this work and recommends the future process.

RECOMMENDED that the Cabinet member for Planning, Regeneration and Economic Development delegates authority to Director of Regeneration and Head of Corporate Assets and Business in consultation with Head of Finance and S151 Officer to market and let out Floors 2 to 4 on a basis that will secure a financial return for the authority.

5 Milton Site Allocations 2014 - Consultation Responses (Pages 11 - 42)

The purpose of the report by the City Development Manager is to report on the responses to the consultation on the proposed site allocations at Locksway

Road, Milton and to set out the next steps.

RECOMMENDED that the Cabinet Member for Planning, Regeneration and Economic Development

**(1) notes the consultation responses received, and in the light of these,
(2) agrees that further work be undertaken to demonstrate whether the proposed level of development is deliverable.**

6 Annual Monitoring Report (AMR) (Pages 43 - 110)

The purpose of the report is to set out the results of the tenth Annual Monitoring Report (AMR) for Portsmouth City Council.

RECOMMENDED that the Cabinet Member approves the AMR for publication on the council's website

7 Eastney Beach Habitat Restoration and Management Plan - draft Supplementary Planning Document (Pages 111 - 148)

The purpose of the report by the City Development Manager is to approve the Eastney Beach Habitat Restoration and Management Plan Supplementary Planning Document (SPD) for adoption.

RECOMMENDED that the Cabinet Member:

- (1) Notes the results of the consultation on the draft SPD and approves the Consultation Statement (Appendix A)**
- (2) Adopts the Eastney Beach Habitat Restoration and Management Plan SPD (Appendix B)**
- (3) Authorises the City Development Manager to make editorial amendments to the study (attached as Appendix A) prior to publication, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development. These amendments shall be restricted to correcting errors and formatting text and shall not alter the meaning of the statement.**

8 Beach Huts - Consultation update (Pages 149 - 152)

The purpose of the report by the City Development Manager is to provide the cabinet member with a summary of the consultation responses received in regard to the addition of beach huts along the seafront.

RECOMMENDED that the Cabinet Member for Planning, Regeneration and Economic Development notes the responses received and advise the City Development Manager on which site (or sites) further design work should be carried out.

9 Strategic Housing Land Availability Assessment 2014 (Pages 153 - 210)

The purpose of the City Development Manager's report is to seek approval to publish the SHLAA 2014 update. Section 159 of the National Planning Policy Framework (NPPF) requires local planning authorities such as Portsmouth City Council to have a robust evidence base which sets out the supply of land for residential development. This must be done through a Strategic Housing Land Availability Assessment (SHLAA).

RECOMMENDED that the Cabinet Member:

- 1. Approves the Strategic Housing Land Availability Assessment 2014 update (attached as Appendix A of this report) for publication.**
- 2. Authorises the City Development Manager to publish appendix 1 of the Strategic Housing Land Availability Assessment 2014 update, containing detailed site profiles, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development.**
- 3. Authorises the City Development Manager to make editorial amendments to the study (attached as Appendix A) prior to publication, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development. These amendments shall be restricted to correcting errors and formatting text and shall not alter the meaning of the statement.**

10 Shopping Festival 2014 (Pages 211 - 220)

The purpose of the report by the City Development Manager is to provide an update to the Cabinet Member for Planning, Regeneration and Economic Development (PRED) on the success of the shopping festival and put forward recommendations for the future. The paper includes an analysis of the event and improvements and plans for next year.

RECOMMENDED that the event is repeated in 2015 but with the following proposed changes:

- (1) That the festival runs for a shorter duration of 4 days provisionally from 18th to 21st September 2015**
- (2) That the timing of the festival should be linked to a partner event in the Guildhall square**
- (3) That the city centre managers support and promote the festival in their district shopping centres and run individual events**
- (4) That the festival is expanded to cover certain shopping areas including the North of the city**

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Title of meeting: PRED

Date of meeting: 2nd December 2014

Subject: Portsmouth Regeneration and Development Board & Regeneration and Development Team

Report by: Kathy Wadsworth

Wards affected:

Key decision: No

Full Council decision: No

1. Purpose of report

To set out arrangements for a bi-monthly review and report board, chaired by the portfolio holder PRED, and taking reports from officers, with support service teams, working on development and regeneration projects.

To update the portfolio holder PRED on work to establish a core working group, with support service leads, to form a regeneration and development team.

2. Recommendations

That the portfolio holder of PRED:

- Note that arrangements will be put in place to establish a bi-monthly regeneration management board, chaired by the portfolio holder of PRED and attended by:
 - i. The Director of Regeneration
 - ii. Support service lead officers (legal, financial)
 - iii. Project managers with leadership of individual projects
- Instruct the Assistant City Solicitor, Regeneration and Projects, (with the s151 officer) to advise on the most delivery models to support individual projects, wider regeneration aims, and the maximisation of revenue income to the city council.
- Note that a regeneration and development team of project officers will be established to support the regeneration and development board, reporting to the strategic director of regeneration, and supported by the legal services projects and regeneration team, the planning department, housing services, procurement, traffic and transport and finance.

3. Background

The city council review the major corporate projects via the corporate project board. The board receives regular updates on progress being made on all of its major projects, including regeneration projects such as Tipner, City Deal, City Centre, Northern Road Bridge, Dunsbury Hill Farm, Flood Defences etc. The board is chaired by the Chief Executive and has representation from the political parties represented by their respective leaders.

Each project is managed by using the councils adopted methodology of corporate project management to drive through the delivery of the project. This model has been successful to date, with major projects that have been delivered by the council, such as Northern Road Bridge, Tipner Junction and Park & Ride, Super Connected City, Somerstown Community Hub and more coming to completion on time and within budget.

While it is not intended to change this process, the city council is now examining how it can ensure that it is proactive and has the necessary skills and capacity to develop and delivering projects. The cabinet executive have an appetite to examine opportunities to build more homes on council owned land, build student accommodation in the city centre, purchase property as income generators, consider an invest and development role in its city centre, develop, build and manage Dunsbury Hill Farm, and take a wider strategic view of the seafront as a development and visitor attraction destination. In order ensure that the city council can best operate as a direct developer, and enabler of development, it is prudent to consider how to deliver this broad agenda, and to consider approaches to delivery, for example through joint venturing, separate special purpose vehicles.

3.1 Housing - The city council owns many plots of land, considered suitable for housing development in Portsmouth and Havant. These sites could accommodate numerous housing units, as a mixture of social, affordable, private rented and private sales. The development team could take the sites through the planning process and once planning permission is obtained, they could commission, by tender process, a house builder to build the units. The houses could then be managed by our Housing Service, as social, affordable or private rented, or sold off at market value. The income from capital sites or rental income, will repay the initial capital outlay and profits/surplus return to the city council.

If this option is considered by members to be the type of operation they are keen to develop, a detailed business case will be developed for each site or package of sites with financial models and projections, and also a legal view on the most appropriate legal structure to use in order to ensure the most efficient tax position, to maximise profit, and to deliver services to any company created to hold the houses. Consideration will need to be given to the most appropriate legal structure.

3.2 Student Accommodation - Currently, there are developers at the Greetham Street site and expect to build student accommodation. The owners of the Zurich site are now in pre-planning negotiations, and intend to build accommodation for up to 1000 students, in addition to 100 private dwellings and a 120 room hotel. The University of Portsmouth had planned for student accommodation at Victoria Park, even though that

has been put on hold, it may come back in to the market. Brunel House is currently being prepared to be a mix of housing and student accommodation.

The city council currently has the opportunity to develop Chaucer House, perhaps as student accommodation, and also some smaller city centre sites on car park sites that are now surplus to requirements, specifically Dorothy Dymond and Isambard Kingdom Brunel surface car park, that can come forward for development.

Consideration will need to be given to the most appropriate legal structure, issues around title constraints, and under the right to buy

3.3 Business Park Development - Dunsbury Hill Farm is at the stage of being ready to build the new road infrastructure. This will be a 12 month programme - January 2015 - December 2015. The land value is anticipated to rise considerably once the road is in place, and the site is expected to be much more attractive to the market in terms of either selling the land or indeed developing the site ourselves and seeking end users. Members will be presented with a full report on these options in February/March 2015, following a detailed demand and supply study, carried out by Lambert Smith Hampton (LSH).

However, assuming members wish to retain the site, and develop the business park as we sign up end user businesses, this can be done by a regeneration development team. Full consideration would need to be given to appropriate legal structures, and a financial case.

3.4 City Centre Development - The future of this scheme may take a variety of forms. Choosing that form will arise out of engagement with the current party to the development agreement, but also with an engagement with the market, and the development of an appropriate strategy for structure and delivery - taking into account risk and reward, efficiency, control, influence, and vision for any scheme.

3.5 Acquire Property as Income Generators - A new property specialist, who will take the lead in looking at investment opportunities for the city council, via purchasing commercial property has recently been recruited. This commercial property may be within the City council's boundary or not. It is not intended to be for operational use, but purely as an investment opportunity which will enable the city council to get a good return on investment. There are many agents that will gladly put opportunities forward to the city council, but this post holder will be pro-active in finding commercial opportunities and analysing the different options and return on investment. This will be reported to an informal board, chaired by the portfolio holder for PRED, to help consider options before making an investment decision.

4. Reasons for recommendations

The projects that are currently being delivered, and opportunities discussed in this paper, will require a mix of professional and managerial skills; Property, Planning, Project Management, Legal, Finance and Procurement are the generic skills required. Other specialist skills, such as architecture, heritage, housing, environmental, flood defence, contaminated land skills, habitat regulations etc. are required, as and when appropriate.

Projects are currently operational, and are well-supported and are clearly managed under the corporate project board and project board structure. However, there is an opportunity to cross-link skill sets to embed knowledge and ensure that all opportunities are coordinated as seamlessly as possible.

This can best be achieved by linking up, within a core group, project advisers and managers, and individuals with skills which fall within the theme of regeneration and development.

Their work will be supported by focussed expert support services who will provide dedicated advice, and who will report regularly to the strategic director of regeneration and the Regeneration and Development Board.

There is no proposal at this stage to change or seek to change job roles or reporting and line management structures, however it is recognised that colleagues may more successfully carry out their roles in a coordinated "team" environment. The rationale to have a focussed team working fully on the major projects is to ensure that projects are prioritised, make speedy progress, the team can share knowledge and good practice, they can work across projects and the team will not be distracted by other less urgent work. Some thought will need to be given, in the event we need to back fill some posts that currently carry out other duties.

Experience elsewhere has demonstrated that if Members wish to pursue a direct development approach, it is essential that they are fully committed to it. Previous work carried out by the Planning Advisory Service has demonstrated the difficulties that can arise, if the resources necessary to implement such an approach do not follow the initial enthusiasm.

5. Equality impact assessment (EIA)

An equality impact assessment is not required as the recommendations do not have a negative impact on any of the protected characteristics as described in the Equality Act 2010.

6. Legal comments

Legal services will support the work of a team by creating a dedicated group of legal advisers who together will have the range of legal skills across the disciplines (housing, property, planning, environmental, corporate, procurement, highways etc), and working under the Assistant City Solicitor, Regeneration and Projects.

Legal and regeneration team colleagues will work closely together develop options, and deliver whichever variant approaches best fit the objectives and the market preference on given projects. As legal adviser to the Solent LEP, the legal team is well placed to advise on all means of project delivery.

7. Finance Comments

There are no additional financial costs arising directly from the establishment of the regeneration development team unless it is necessary to backfill posts of any transferred staff. If this is required a funding source would need to be identified to fund the backfilling of posts.

If in due course it is decided to establish a separate legal structure, this will be discussed in a separate report.

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Signed by:

Kathy Wadsworth
Director for Regeneration

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Agenda Item 4

Decision Maker: Cabinet Member for Planning, Regeneration and Economic Development

Date of meeting: 2nd December 2014

Subject: Brunel Wing of the Civic Offices

Report from: Kathy Wadsworth, Strategic Director of Regeneration

Report written by: Kelly Nash, Corporate Performance Manager

Wards affected: Charles Dickens

Key decision (over £250k): NO

1. Purpose of report

- 1.1 Initial feasibility work suggested that a significant saving to the authority, and income, could be generated if a wing of the Civic Offices was let commercially, and that economic development aims could be furthered. This report updates members on progress with this work and recommends the future process.

2. Recommendations

- 2.1 The Cabinet member for Planning, Regeneration and Economic Development is recommended to:
- a) delegate authority to Director of Regeneration and Head of Corporate Assets and Business in consultation with Head of Finance and S151 Officer to market and let out Floors 2 to 4 on a basis that will secure a financial return for the authority.

3. Background

- 3.1 As part of the ongoing work in the organisation to reduce costs with minimal impact on frontline services, it was agreed to look at the possibility of taking the city council workforce out of the Brunel Wing of the Civic Offices and letting the vacated space commercially. A feasibility study by Vail Williams on the potential commercial letting of the Brunel Wing of the Civic Offices concluded that the building has potential to be attractive as city centre office space subject to some degree of remodelling and refurbishment works. Given that occupancy and cost modelling suggested scope existed for the organisation to realise savings and generate income by moving PCC staff out of the Brunel wing, segregating and refurbishing the wing to some level, and letting the space commercially, and soft market testing elicited a good

level of interest, it was decided to proceed with the project to vacate the space, and carry out activity to deliver a commercial letting.

- 3.2 On this basis, in November 2013, Council approved a saving which sought to generate savings of £468,000 in 2015/16 and £820,000 from 2016/17. In addition, in order to facilitate the saving, Full Council approved capital spend of approximately £1.58m to decant staff from the Brunel Wing and provide a more flexible working environment, releasing the wing and potentially allowing it to earn a rental income.
- 3.3 The Brunel wing is anticipated to be completely vacated by mid-2015. This is being achieved through a challenging programme of staff moves without external decant space, and the hard work of those staff involved in this programme, and the enthusiasm of our staff in rising to the challenge of working differently and in less space, should be commended.
- 3.4 We have already been successful in achieving a letting of the entire first floor of the wing, at the commercial rate we set out to achieve, and have already received further expressions of interest for the space to be vacated on floors 2 to 4. Alongside this, the Ground Floor and Mezzanine are currently vacant and we are in the process of receiving expressions of interest for a café use in this space, consistent with ambitions to improve the quality of the Guildhall Square as public realm.
- 3.5 We have also explored the possibility of achieving an innovation centre in the remaining floors, with a view to supporting business growth and start-up objectives for the city. This was linked to a bid to the Local Enterprise Partnership for £1.5m of capital funding to carry out the necessary refurbishments. A tender process took place to see what interest from operators there would be. We received two detailed submissions which were interesting in terms of the economic development opportunities offered, but because the city council was not successful in the bid for capital funding, evaluation has demonstrated that these would not deliver a financial return that achieved the required saving level.
- 3.6 It should be noted that there might also be further opportunities for deriving savings and income from the civic offices. An example might be to consider a letting of Floor 5. Current modelling assumes that this remains in its existing capacity, but there might be opportunities that could be unlocked.

4. Reasons for recommendations

- 4.1 On the basis of the engagement with the market, there is high confidence that the Brunel Wing can be tenanted at a commercial rate. It is therefore recommended that authority be delegated to the Director of Regeneration and Head of Corporate Assets, Business and

Standards, in consultation with the Head of Finance and S151 Officer to actively market and let out Floors 2 to 4 on a basis that will secure a financial return for the authority.

- 4.2 The options were considered against the status quo and rejected due to them not delivering the required savings level or achieving best financial return for the city:
- a) Demolish the Brunel Wing
 - b) Let the Brunel Wing as a Managed Innovation Centre
 - c) Sell Brunel Wing

5. Equality Impact Assessment

- 5.1 There are particular issues in relation to accessibility of the building that will be taken into account as negotiations develop, and impact on service accessibility in the broadest sense will be a core component of discussions. Equality of access to the workplace will also be a key element of considerations about relocation of PCC staff from the Brunel Wing, and in developing our aspirations around mobile and flexible working.

6. Legal implications

- 6.1 A competitive tender process was carried out to maximise the chances of the city council securing the £1.5 bid from the Local Enterprise Partnership to support economic development objectives. However, this bid was unsuccessful. Without this support, none of the bids received would secure the necessary financial return for the council. The council is not obliged to accept any bid and may abort the procurement process at any time without being liable in any way to tenderers for the costs they have incurred in preparing their bids. However, if in the future we were to let a contract for an innovation centre outside of this process then we would be open to challenge from the tenderers if they were not given the opportunity to submit a further bid.

7. Head of Finance's comments

- 7.1 The proposals within this report form part of the City's recognised need to review how we use our own assets, to pursue the wider regeneration aims for the city, in terms of creating jobs and houses, and greater opportunities whilst also facilitating the delivery of savings, capital receipts and other income streams within the Council, thus helping to relieve future year financial pressures. The proposals are also key to achieving savings approved as part of the 2014/15 budget.
- 7.2 Decisions on future occupancy will continue to be subject to a comprehensive financial appraisal to be approved by the Head of Finance and Section 151 Officer, which reflects the likely risks and

probabilities of scheme delivery. This will ensure the best financial returns for the City are obtained.

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Signed by: Kathy Wadsworth, Strategic Director and Director of Regeneration

Appendices: None

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Detailed financial appraisals	Financial services

The recommendation(s) set out above were approved/approved as amended/deferred/rejected by the Cabinet Member for Planning, Regeneration and Economic Development on 2nd December 2014.

.....
Signed by: Councillor Luke Stubbs, Cabinet Member for Planning, Regeneration and Economic Development



Title of meeting:	Cabinet Member for Planning, Regeneration & Economic Development
Date of meeting:	2 December 2014
Subject:	Milton Site Allocations 2014 - Consultation Responses
Report by:	City Development Manager
Wards affected:	Milton, Baffins
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 To report on the responses to the consultation on the proposed site allocations at Locksway Road, Milton and to set out the next steps

2. Recommendations

- 2.1 **It is recommended that PRED**
(a) notes the consultation responses received, and in the light of these,
(b) agrees that further work be undertaken to demonstrate whether the proposed level of development is deliverable.

3. Background

The Consultation

- 3.1 On 14 August 2014 the Cabinet approved for consultation draft site allocations for St James's Hospital and the University of Portsmouth's Langstone Campus. The owners of the sites had indicated that they intend to dispose of these sites for development, and consequently the city council wanted to put in place a policy framework for these sites.
- 3.2 Consultation took place between 15 August and 30 September 2014. Letters were sent to around 2300 homes surrounding the sites, and the consultation was available on the council's website, as well as in hard copy at the Beddow Library in Milton and the City Helpdesk.
- 3.3 In addition, the city council held a drop-in session at Beddow Library on 28 August and a question & answer session at St James's Church on 4 September, and attended the Milton Neighbourhood Forum on 17 September and Eastney

Meets on 22 September. All meetings were well attended, in particular the Milton Neighbourhood Forum, which attracted around 150 people.

- 3.4 The consultation generated a significant number of responses. 235 responses were received from residents - some of these were from couples, families or groups of neighbours. One included a petition with 65 signatures as well as facebook comments. In addition, 15 responses were received from statutory consultees and interest groups.
- 3.5 The appendix to the report summarises the responses received. The first section sets out responses from residents. Some lines show direct quotes from respondents, others have been paraphrased and summarised in the interest of brevity, and where many respondents made similar comments. The original responses are available to members.

Main Issues raised by residents:

- 3.6 By far the most strongly expressed view is **sadness / anger at the potential loss of the St James's site**. It is highly valued in the local area as a recreational resource, an escape from city life and for its wildlife value. Many of the consultation responses end in an appeal to the council to see the value of the site as a resource to residents from across the city into the future, and for the council to do everything in their power to save the site from development.
- 3.7 **Impact on wildlife** from the loss of trees and open spaces is mentioned by many. These are valuable in their own right, but also for the enjoyment they bring to people.
- 3.8 **Impacts of the development on infrastructure are a big concern** - a long list of services is mentioned, but the most common concerns are:
- Traffic on residential streets as well as the wider network
 - Education
 - Doctors
 - Sewage capacity / drainage

Residents feel that these services are already under significant strain in this area of the city and that this amount of development would make matters a lot worse. Many call for **independent assessments** of the infrastructure impacts (traffic and wildlife in particular), to help review any data submitted by future applicants and to determine whether an allocation can be justified.

- 3.9 **The character of Milton would be altered significantly**. The area is seen as one of the few remaining areas in the city offering a good quality of life, which would be lost.
- 3.10 Residents object to the **driver for development** of the site being the maximisation of the receipt for the NHS. If this land is becoming available it **should be put to best use for local people**.

- 3.11 While **many object to any development at all**, oppose the sale of the site(s) and question the need for more homes, others accept that this may be unrealistic. They **seek a reduced quantum, or a form of development which could have fewer impacts on the site itself and on infrastructure demands**. Social / Care uses are favoured, with a retirement village, dementia and other care homes, as well as educational uses being suggested most frequently.
- 3.12 Many more issues and suggestions are raised by residents. These can be found in the summary tables in the Appendix and in the individual responses. Members are asked to note all the responses and consider them in deciding how to move forward with the proposals for the sites.
- 3.13 The second part of the Appendix sets out the responses submitted on behalf of organisations and interest groups. These are much fewer in number (15) and reflect the particular interests of each group, such as nature conservation bodies, infrastructure providers, the landowners and the Milton Neighbourhood Forum. They are therefore shown organised by respondent in the table.

Next Steps

- 3.14 If development is to be supported on the St James's Hospital and the Langstone Campus sites, one of the chief concerns of local residents is the impact that these developments would have on local infrastructure. Of particular interest is the road network, based on the perception that this is already overstretched. It is therefore suggested that further work be undertaken to review the current situation on the road network, and make an assessment of the position should the volume of development (480 homes) suggested in the draft site allocations document come forward.
- 3.15 Officers in Education are working on an assessment of the impact of the additional development on school place provision and how this could be addressed.
- 3.16 Further, it is recommended that the number of dwellings suggested for the sites is reviewed. The draft figure was based on an assessment of the land area / floor space available on the sites. While this is common practice at the draft stage of a site allocation, in light of the comments received, it is suggested that further work is undertaken to take into account local policy provisions such as local car parking standards and required open space provision, to refine this figure.
- 3.17 It is also noted that a Habitats Regulations Assessment (HRA) must accompany the final version of any Site Allocations Plan. Therefore, if the sites are to be included in such a plan, an HRA will be required to demonstrate that the site can be delivered in the light of European level nature conservation regulations.

4. Reasons for recommendations

- 4.1 If an allocation is to be progressed, the city council will have to demonstrate that the proposed level of development is deliverable.

5. Equality impact assessment (EIA)

- 5.1 An EIA is not required, as this report is largely for information, reporting back on the consultation responses. A full EIA will, however, be required for the full Site Allocations plan.

6. Legal Implications

- 6.1 Preparation of the site allocations document, is regulated in accordance with Town and Country Planning (Local Planning) (England) Regulations 2012 (the Local Planning Regulations). When a site allocations document is being prepared the Council is required by the Local Planning Regulations invite the statutory consultees, and other bodies, together with local residents and businesses, to make representations regarding the subject matter of the allocations proposal. The report confirms the Council's compliance with the requirement that the Council must take into account the representations that have been made, and allows the Council a further opportunity to consider the proposals before more formal processes for preparation of the development plan document begin.

7. Head of Finance Comments

- 7.1 As a result of the approval of the recommendations of this report further work will need to be undertaken. In any case it would be expected that further work would be needed to progress an allocations plan through an examination. The costs and resources required to carry out this additional work can be met from existing cash limited budgets and resources available.

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Signed by:

Appendix: Summary of Consultation Responses to 2014 Milton Sites Consultation

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Individual Consultation Responses	City Development & Culture
Draft Site Allocations for Milton	https://www.portsmouth.gov.uk/ext/documents-external/dev-consultation-doc-2014-milton-sites.pdf

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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2014 Milton Site Consultation Responses - PART 1 - Residents' Comments

Infrastructure - General

Proposed development is inappropriate as there is inadequate infrastructure to support such large scale development

Development of this scale will store up social problems for the future that the council will not have the resources to address. We are an Island that CANNOT keep adding people without it affecting the system that is already in place, and the more you add the more it will cost the council over all. Stop looking at the short term effects and look at the long term.

Not against new building but believe that the current proposal is for too many houses and this will have an adverse effect of the local area. There are not enough local services to support the existing population, let alone an increase in population. Understand the need for more houses, but this should not be at the expense of those already living in the area. Infrastructure impacts MUST be considered. Opposed to the scale of development without major improvements to the basic infrastructure.

The extra demands on infrastructure created by close to 500 dwellings will be the equivalent of placing a small village into an already highly populated area.

Whilst it is probably too late to stop development of the St James hospital site and probably also the University Campus at Langstone, can every effort be made to minimise the impact. It would seem very short sighted to allow these developments to go ahead with the current numbers of housing suggested until solutions to these issues have been addressed first.

Infrastructure - Traffic & Transport

This part of the city has restricted access. Development will lead to more congestion on the roads. It is already a nightmare getting in and out of the city; rush hour travel times area already unacceptable. When there is an accident or a road is closed, or there is a special event on, there is already gridlock. Traffic in the summer season is busy, and in the winter there is the football traffic. The new Tescos will make this worse. More houses will just compound the problem.

The Eastern Road, Locksway Road, Warren Avenue, Moorings Way and the surrounding smaller roads won't be able to cope - it's already terrible; the roads are too narrow for additional traffic; there are already constant traffic jams;

On Street Parking means that the roads are difficult to negotiate, and parked cars slow down the traffic, meaning that it takes a long time to get in or out of these roads. These roads are hugely problematic already, and traffic flows should be reviewed - let alone with additional development

Want some reassurance that plans ensure the roads for these new houses are not just being feed into Moorings Way, Locksway Road and Warren Avenue

Additional traffic / congestion will cause additional traffic hazards; Children playing in the area or going to school and cyclists are particularly at risk. There may be the need for some pelican crossings and / or a crossing Assistant on the Locksway Road crossing.

Portsmouth is already one of the most unsafe places in the south to ride a bicycle due to the congestion and lack of space on the roads.

Road safety - currently already very dangerous turning into Warren Avenue and Locksway Rd due to parked vehicles obstructing views to left and right.

Additional traffic will lead to increased rat running in the roads between Warren Avenue and Locksway Road - (impact on residents; road safety)

Bus access needs to be improved - more buses and later into the evening and extended routes (eg the full length of Eastern Road).

Is this an opportunity to require the developer to fund the re-introduction of public transport to the area?

Hope there will be multiple points of access to the development sites, and that as part of it, Furze Lane would be utilised for Two Way traffic. This would ease the traffic in Warren Ave and Locksway Road.

Opening the bus only route at Furze Lane to become a through route will have a huge impact on local residents who have

<p>been used to living on a quiet street without traffic. People would use this as a rat run between the Eastern Road and Locksway Road.</p> <p>Portsmouth City Council has an active policy of promoting public transport, cycling and walking. Revoking a bus only route back to through traffic would be a direct contradiction of PCC policy.</p> <p>In 1988 planning permission was rejected for the St James' site redevelopment even though it included a link road from the Eastern Road into Moorings Way by Furze Lane. This was refused due to insufficient road systems and junction widths. If the roads and junctions were deemed too small for the increase of traffic even with a new road with the 1980's traffic how can this authority contemplate this site without even a road inspection or major road improvements with the massive increase of vehicles since the 1980's and the hundreds of new properties which have been built in the area since the initial planning request was refused! The traffic jams and increased pollution the development of this site would cause are unacceptable.</p> <p>Would be opposed to any attempt to resurrect the coast road proposals raised and defeated in the 1980s.</p> <p>Any assessment of the traffic and transport in the area should assess increased CO2 emissions, especially with added congestion and destruction of open green spaces, and have a plan to ensure that CO2 neutral (or better) is achieved.</p> <p>All assessments on traffic and transport must include the effects of the new Tesco Store at the Pompey Centre.</p> <p>Drivers currently take no notice of the 20 mph limit. Need better enforcement of the limit along this road.</p> <p>All these extra people and their children will surely increase the current high level of those cycling on the Locksway Road pavements which is not monitored or controlled.</p> <p>Roads will not be able to accommodate construction traffic (heavy digging equipment, lorries and large trucks) Contractual obligations must be obtained from developers to limit the use of construction traffic to within the hours of 9:30am – 2:30pm (say) Monday to Friday.</p> <p>What will be done to ensure the quality of our roads doesn't drop? The roads in Portsmouth are in a poor way, and extra traffic will impact further on the road surface; Locksway Road is an old road which is constantly under repair, being patched up, having pot holes, and one set of road works on top of another. If this plan goes ahead who will over the cost of all the road reconstruction?</p> <p>The argument that Solent Trust want to encourage people not to use cars is ridiculous, people cannot rely on (very expensive) local transport and as jobs are scarce, people may travel longer distances to work, most people will always use their car if they own one.</p> <p>Rat running through residential streets of Locksway Road, Moorings Way, Warren Avenue and Velder Avenue is prevalent. Likely to become worse, poarticularly if roads are opened up to serve the development.</p> <p>The NHS are claiming some 4000 vehicle movements per day into/out of St James. Residents question these figures. E.g. Survey in Locksway Road appears to have made during the middle of the day and the people were only there for a few minutes.</p> <p>The NHS attempt to demonstrate that the traffic from the hospital will be reduced when the hospital buildings close, negating the traffic consequences of the new development. Some of the hospital is to remain and some staff will be relocated at St Mary's Hospital, still in Milton. Appreciate that with the closure of the various NHS facilities, staff and patients will not be using the roads but still feel the new residents will by far outnumber these.</p> <p>Much of the current traffic serving the hospital will be throughout the day and not at peak times, which would be the case for a residential housing development where most cars leave to go out in the morning and return in the evening. In addition, the hospital is virtually empty at night and during the weekend.</p> <p>Question whether any measures (speed bumps, one-way systems, parking restrictions, additional roads, attempts to disperse traffic) would be a satisfactory solution given the level of the problem already, even before these development are added.</p>
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<p>Infrastructure - Parking</p> <p>Parking - need to make sure there is enough parking in the new development. If there are not enough parking spaces they will have to either park on Locksway Road or in the side roads opposite and these roads already have problems with parking so adding to that is not a viable solution.</p> <p>Previous new developments have not had adequate parking provision, which has lead to overspill parking into surrounding streets.</p>
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<p>There must be a requirement that the builders provide off-road parking places for each individual property – permission should not be given for a scheme with insufficient parking. Given that the proposal is for family homes, and from the experience of the local area, this is likely to be 2-3 vehicles per house. As an alternative how about requiring a covenant in the freehold that restricts the number of vehicles the property occupiers can keep in the area?</p>
<p>Where will the parking for the conversion of the Main Hospital Building go?</p>
<p>There is potential for new residents of the proposed developments to have more cars than the allocated spaces within the developments, and over spill in to Locksway Road and surrounding areas. Therefore, consideration should be given to a residents only parking scheme on all residential roads with in the affected area. Potentially using a time limiting system, similar to those around the Campbell Road area in Southsea, with Residents only parking between 5pm and 7pm. This will help ensure that existing local residents can park in the area after working hours. This would also help residents park on evenings when Portsmouth FC play at Fratton Park.</p>
<p>University Playing Fields -Parking: need to consider very carefully the parking facilities for the site. The car parking on the campus is already insufficient. On evenings when the fields are in use by football/netball/hockey teams, the cars already completely congest Locksway Road, Broom Close and the car parks for Langstone Harbour Fishing Association and the Thatched House pub, and the road becomes completely blocked at times. This also restricts access for emergency services and could be fatal.</p> <p>Residents and customers to local business cannot park</p> <p>If the University is to retain the use of the fields (which I think is a good idea for both the University and the community teams) - an ample car parking facility for the fields MUST be provided.</p>
<p>Possible mitigation for parking problems could be to make one side of Locksway Road double yellow lines for its entire length</p>
<p>Simply painting double yellow lines down one side of Locksway Road will not solve the problem. It will ease the flow of traffic, but not alter the AMOUNT of traffic. In fact it will DECREASE the amount of parking that is currently available - therefore making the parking issue considerably worse. It would be impossible to restrict parking on one side of the road; this is a residential area which is already at the point of saturation with vehicles so there would be nowhere to relocate them to.</p>
<p>NHS Property Services are hurriedly moving all the services presently using it, out. I note that many of the services are moving to St Mary's site, where parking is already difficult and expensive as against parking at St James' which, although sometimes difficult to find, is at least free! What arrangements are being made for more and cheaper parking at St Mary's, I wonder?</p>

<p>Infrastructure - Schools</p>
<p>There will be a lot of pressure on schools - will need more places, and possibly a new school.</p> <p>Schools in the area are already full to capacity, and the city council is already spending a lot of money of extra classrooms etc to make space for existing pupils</p> <p>Does the council have funds to provide another school? Where in the area is there land to build a new school?</p> <p>It could also mean bigger class sizes, which is not good for pupils</p> <p>If children are unable to attend local schools within walking distance then they will be driven to schools further away, again impacting on traffic.</p> <p>This current planning does not take account of any other external impact, such as the proposed family housing development at the St James' site. How then, can it be demonstrated that such housing is sustainable if there are no supporting educational facilities provided?</p> <p>Relocating the harbour school to Cosham is an unnecessary expense to the tax payer - the facility could be bought out for the cost of relocation.</p> <p>The Harbour Schools should not be moved. Not just because of the cost to the tax-payer, but because it would have a detrimental effect on those pupils who need constancy and stability at an important time in their lives.</p> <p>Can the Harbour School in St James grounds be purchased, leased or taken over by Portsmouth City Council?</p> <p>Together with the 191 homes that are currently being built at St Mary's hospital, Milton Cross school will not be able to cope with the children from this area and the proposed houses at St James, as there is nowhere to extend the school.</p>

Would we have a repeat of the Admiral Lord Nelson school that was built to help the population of Milton primarily and that most of the children it was intended for never got a place and so Milton Cross had to be built?

Moorings Way Infant school sits on a relatively large site, for the size of the school. If this site were to be re-developed, it could potentially provide the necessary infant and junior spaces for the additional residents in the area. This would include the additional residents predicted. The current building is all on one level and has extensive grounds. Plenty of room to extend. There is even room for a secondary building. Perhaps a possibility to avoid children being sent across the city to schools that are already struggling with numbers. It would also mean that local people could walk their children to school - not drive them around town increasing the traffic congestion at peak times. Perhaps the developers of the sites could do this building work as part of the overall plan?

Infrastructure - Other

Portsmouth has a situation where the health service is failing the city which has been well publicised in the media. GP & dental services are already stretched and with no plans for increasing the level of these facilities will decline; QA is also already overstretched - The standards at QA are below satisfactory if you look at their yearly report. There would also be the need for children's clinics and midwife support.

If the current healthcare system cannot cope, how can it with an extra 1000 people added to it?! Provision of increased healthcare services **will** be required and **must** be considered before any further development. The document states that it 'may' be required.

Additional housing will certainly have an impact upon the water and sewerage services provided in the area. The sewage system in Milton will not be able to cope - the combined surface and foul water system already struggles to cope at times of heavy rainfall and has failed in the past; The number of new dwellings will significantly lead to flows into the system, particularly as the development will take place on areas that are currently green;

The local area also has a heavy clay soil, and being at sea level is prone to localised groundwater flooding. Building on such a scale will exacerbate localised groundwater flooding.

Are Sustainable Drainage Systems being considered? Previous developments have a lot of hard surfaces;

Sewage is already often pumped into Langstone Harbour, having an impact on the quality of the harbour, wildlife, smells. Surely this is unacceptable practice, and should not be allowed to continue? How can this current service be deemed to be appropriate and sustainable?

The site is at or close to sea level, does the development increase the risk of flooding, not just the new buildings, but the existing homes?

The threat of rising sea levels from global warming / climate change must also be considered. Why are houses being considered so close to the sea? This area of Milton was once a flood plain and could well be again.

There will be a need for additional community centres, local shops playgrounds, nursery care, welfare and social workers, police & fire service etc. etc. Many services are stretched already - with additional people they could be crippled?

What about a cinema for entertainment or a swimming pool or a tennis court or a gym for a healthy lifestyle.

There will be the need for local shops too. Provision needs to be made for modern corner shops too which would keep households shopping locally, and give new small businesses the opportunity to serve this enormous development.

The other issue of course is jobs, where are people going to work and how do they get there? Development will not bring in new jobs or industrial outlets, just overpopulation.

Has additional pressure on waste collection be considered?

A few of years ago there were articles in the press about fears that Portsmouth's electricity infrastructure was not able to cope with additional demands when the new aircraft carriers arrive. If this remains unresolved will this massive development create problems. Is there an opportunity to demand that all new properties are built to the highest energy efficiency standards such as apply in Scandinavia, including requiring energy generation capability such as solar panels? – Actually should this not be applied to every new building in the city to protect our stretched infrastructure?

Health & Social Impacts

The development will have a significant detrimental impact on the quality of life of current residents

We humans should have the same protection that is given to birds and wildlife. We need open space, beauty, trees and

<p>more than anything peace and quiet in order to lead a happy healthy life, our children need these things in order to thrive. Portsmouth is already a very dense island we cannot expand anymore and we cannot build on what little land is left in the city.</p>
<p>Previous developments in the area have brought with them problems of vandalism, increased traffic and pedestrian movements.</p>
<p>Additional traffic will lead to more noise & pollution - a big concern for health;</p> <p>This is already a concern for residents; It is not possible to have the windows to the front of the house open on roads like Locksway Road, Moorings Way and Warren Avenue, due to the noise & pollution from the huge volume of traffic; Curtains require frequent washing to remove the smell and dust caused by traffic.</p> <p>Believe the traffic pollution levels at nearby Velder Avenue exceed ECC levels, the additional traffic this proposal will bring will only increase those levels. The Planning Department should take time to reacquaint themselves with the contents of the Council's Supplementary Planning Document on Air Quality and Air Pollution (March 2006).</p> <p>Of course the simple way of reducing air pollution from traffic lies with having as many trees as possible.</p>
<p>This is a relatively crime free area and one has to ask if that would be under threat at a time when the Police are being cut to an unbelievable number and are pushed to their limit. With an increase of 800-1000 people in this area and potentially a mixed community and fewer places for people to come together and little for young people to get involved in, crime and anti-social behaviour is likely to increase. Policing is already overstretched.</p> <p>Increased crime will damage the reputation of the city as a whole, which is just improving.</p>
<p>Our garden is constantly littered by passersby and the surrounding area is despite being well cared for by the council always full of unsightly detritus</p>
<p>The assessment of planning applications/submissions must include score weightings for quality (not just cost) that include criteria for provision of betterment to the surrounding area and existing residents.</p> <p>Where a development that has an adverse effect on a small group for the perceived greater good, such as large infrastructure projects (e.g. HS2) there is a long established principle that those who gain (developer) compensate those who lose out. What are your plans in this respect?</p>
<p>Milton is an area where many young families live and at the moment, there are times when children are playing on the streets, which I think is lovely. The increase in traffic will make this more dangerous, and will result in children staying indoors.</p>
<p>The Dementia Units will stay within the grounds of the hospital. These people are elderly and sick and I can't see how they can be 'helped' by being surrounded by family homes.</p> <p>Development will cause St James's patients a lot of stress and anxiety. Patients of St James's require facilities like gardens, trees and green spaces to enable some form of normal life.</p>
<p>It is ironic that St James Hospital is a mental health facility and that there is much talk that nature, peace and quiet is salve to a troubled mind and yet it is proposed that this tranquil area with many lovely trees is to be taken away and built on. There is irrefutable evidence that over-development and its consequent overcrowding causes mental health problems. It would be ironic if the disposal of a site initially designated to help mental illness sufferers should directly lead to poor mental health outcomes</p>

<p>Character of Milton</p>
<p>Milton is a great area to live and we do fear it being changed. Milton has a village feel, which makes the area and attractive place to live. We have a unique community spirit in the area, with very active clubs societies and other community groups, community events. This spirit is being diminished day by day with crazy decisions that seem determined to wipe this out. A massive influx of new people threatens the way of life in the area.</p> <p>The unique character of the Milton area is marked by the availability of communal open space. This character will be lost;</p> <p>The character of Milton in its uniqueness is worth preserving for future generations to enjoy. The development of these sites for homes will lead to the irrevocable change of Milton, for the worse. If you study an aerial view of our City, the density of the already developed area is staggering. What possible good can come from building on the final remaining areas of green space? Please, consider this development very carefully. The decisions you make will impact not only the current residents but the future generations who will be deprived of a beautiful resource.</p>

Parts of the city are a concrete jungle and not places which are desirable to visit, let alone live in. Do not want this for Milton. Remember that Milton was once called Milton Village...not Milton City.
Accept principle of development in Milton - houses are needed all over the city - but the proposed number is too high for the area and will bring problems with it. Please reconsider the amount of houses that is planned for this site and reduce this amount drastically.
Small, unofficial communities have built up around the area of Milton. For example, all in the area who have dogs see at as the perfect area to socialise and exercise. I know this as I walk my own dog routinely over St James which is a beneficial activity after a busy day amongst the bustle of Portsmouth. To go ahead with the plans, the community would struggle to function in a way that it has done for many years.
I think that the vision for Milton should not include further development, but conserving all green spaces we have!
There has been considerable development in Milton in recent years. What remains should be dedicated to public use: recreation, parkland, walking and wildlife study/observation. In fact, the Portsmouth Plan and other adopted policies highlight the importance of such public amenities.
It is of note that in recent years there has been significant development in the Milton area.
It could be suggested that development in the Milton area is out of control. It is clear that Milton has been over developed.

Loss of the St James's Hospital site
The majority of respondents express their anger / sadness / distress at the potential loss of the St James's Site. Some urge the council to do everything in their power to save the site from development.
The area is heavily used by locals. Some exercise their dogs within the boundaries of the proposed developments; some bring their children to play; some run through, some learn to ride their bicycle and some simply pass through to listen to the birds and ponder. The site in its present form is a community resource for all residents of this teeming city. It has unquantifiable but untold benefits for us, encouraging locals to exercise and to improve their mental as well as their physical health.
If you have ever had the chance to walk through St James Hospital grounds you will see it has its own unique environment with beautiful mature trees lining the paths and roads, it provides a safe habitat for wildlife such as foxes, squirrels, bats, birds and a host of smaller animals like frogs and toads that all make it their home.
This is a special place on Portsea Island and quite different from the other open green areas in and around the city. Its like having the countryside on your doorstep. The University of Portsmouth Langstone Campus site also provides a scenic shoreline walk, passing by the playing fields where the student play football or rugby and the Brent geese use to nest and feed.
Not only do these places provide a safe haven for the wildlife, but most of the local residents have always used these areas, taking regular walks and enjoying the peace and tranquillity that they both have to offer.
Dog walkers have always used the St James Hospital grounds and now use it even more so, getting to and from the designated dog walking area in St James green.
This delightful piece of green land is so important not only to people of Milton but also all residents of Portsmouth. It is also important to those with mental health problems in Portsmouth and their Carers. Object to the closing of psychiatric facilities when there are not enough beds for patients already. A fifth of GPs say that they have had a patient come to harm as a result of not being able to get appropriate psychiatric care, and for the people still left on this rapidly shrinking site the loss of peaceful surroundings could have a detrimental effect on their recovery.
The ideal solution is for the site to remain as it is but, having studied the logistics and comments regarding the development, I reluctantly accept that this unlikely to happen.
The parkland around St James hospital gives children a great, safe area to play and explore - its loss would be a great shame.
Redevelopment of the St James' site also means losing a true local landmark. I understand that that the hospital itself is a listed building, but turning it into housing means we will lose a lot of local history. A real shame.
Once the building work goes ahead where will be no turning back the clock - the damage to this beautiful site and the wildlife within it will be irreversible. The environment must be the first concern of any forward thinking city council and must be protected for now and for the future. If the grounds are decimated by development then the unique ecological system that exists will be no more. It is not something that can be toyed with;

<p>Building on St James Hospital grounds would be a huge mistake. Over the years it has always been well loved and respected by residents. It is vital to the area as a haven for peacefulness and animals of all types, it is naturally beautiful and helps reduce noise from all the busy surrounding areas. Despite all of this, its monetary value seems to be all that is seen by people in power, to change it to something that would certainly increase noise, pollution, traffic, and disrupt our environment. As a resident of the area I ask: "Please do not build on St James."</p>
<p>We know the Brent Geese feeding area is protected by law, as are bats and newts, but this does not stop them being relocated. The wildlife living in St James brings great pleasure to many people in the area and a feeling of peace and wellbeing. To lose all this is to lose the heart of Milton itself.</p>
<p>Will this proposed development prevent public access? Many local people walk, cycle or drive through the hospital site each day and enjoy it.</p>
<p>It is like a whole different place there, it's like being in the countryside when you are in the city! Please think about this and the destruction it could cause to us residents and the city of Portsmouth. Leave St James be and let us and future generations enjoy this land now and in the future.</p>
<p>The local residents of Milton have also always used St James Hospital as a public right of way to walk or drive directly through the grounds to Ironbridge Lane and then on to Southsea seafront.</p>
<p>This particular area of Milton is something for Portsmouth City Council to be proud of, so please do think very hard before 'Money Madness' takes over. We need this wonderful green area particularly now for our sanity, as we are all so busy rushing around like people possessed. Life will not slow down so please also think of the children of the future they will need this 'sanctuary'.</p>
<p>The St James site is also a beautiful and well established park; one of the few in Portsmouth. It is a haven for walkers, families and a sanctuary for wildlife. Even London has its glorious parks – so why can't we? Nature is slowly being pushed out of our city, and it is important we preserve what we have for future generations of Portsmouth.</p>
<p>This space, once lost, is lost forever.</p>

<p>Impact of the loss of open spaces / nature conservation</p>
<p>Open spaces are integral in maintaining a sense of community and very important for children and young people especially.</p>
<p>We are rapidly losing green areas in what is already an incredibly built up city, with a disproportionately high number of flats, so a huge number of people without their own garden.</p> <p>Portsmouth is billed as the Waterfront City... perhaps it should retain some green areas inside its city limits.</p> <p>We need green space it's running out across our great city.</p> <p>How much more Green land is planned to be destroyed? The people I spoke to could not give a definitive answer?</p> <p>In a city with little green space, surely destroying more is against public policy? Certainly the City Plan alludes to protecting the limited green areas that we have, so why not take action now? Is it the city's intention to simply become grey?</p>
<p>Very important green areas will be destroyed; Green open spaces are of vital importance in an urban city. This is the only authority in Hampshire to have not increased open land. Therefore it seems to me that we will continue to see an increase in people with mental health problems!</p> <p>Many people see the St. James' site as a peaceful haven, which was the intention when the 'asylum' was first planned and built. As with all such havens once our public green spaces on this overpopulated Portsea Island are lost, they are never regained.</p>
<p>The destruction of wildlife would be astronomical (Brent Geese, hedgehogs, toads and frogs, mice, stoats, voles, sparrows, (pipistrelle) bats, slowworms, kestrels, herons, Dartford warblers, foxes, jays, barn owls, squirrels, pheasants, rabbits, dragonflies, skylarks, sparrowhawks, giant green grasshoppers, greater spotted woodpeckers, green woodpeckers, chiffchaffs, numerous songbirds / birds not found anywhere else on Portsea Island are all mentioned)</p> <p>Some wildlife (such as hedgehogs) would become extinct on Portsea Island whereas the vermin population would multiply (rats and mice).</p>
<p>Lack of foresight and awareness of the importance to the entire city of this site. Apart from Hilsea Lines and Farlington marshes, it is probably the last site providing a wildlife habitat happily co-existing with people who can walk and enjoy the tranquillity offered. The density of housing within Portsmouth must now be at crisis point and it is so important to bear in</p>

<p>mind the need for the retention of as many open spaces as possible. I am suggesting that the Council should commit to a total re-think on this development and it would be a great thing if this was totally non-political. It would be a wonderful incentive for the Council to show a commitment and 'Go Green' over this by having the strength and foresight to stand up to the financial interests currently being recommended as the only alternative.</p>
<p>Wildlife on Portsea Island greatly relies the few remaining pockets of relatively undisturbed habitat, even small areas like St James act as corridors or stepping stone between them.</p>
<p>Understand that some 'green areas' will stay as they are protected but still feel that, with the amount of properties being proposed, an awful lot of our green space and trees will disappear and we do need to try and keep as much of it as possible - we need green spaces and we also need trees as they provide this planet with the oxygen it needs;</p>
<p>Langstone Campus site is very important for the wellbeing of Waders / Brent Geese and every consideration must be given to the site.</p>
<p>The Furze Lane Campus is an incredibly important site for migrating birds with particular reference to the Dark Bellied Brent Goose. Any construction on either site will disturb these birds and displace them from their feeding grounds. If the birds cannot feed then they will not be able to migrate to their breeding grounds in the Arctic Circle. The numbers here are significant, so much so that building, or opening up the Furze Lane bus route to traffic, could well drive them to extinction.</p>
<p>Most of the Langstone Campus site is characterised by open space playing fields and views across Langstone Harbour. It is an important Brent Geese over-wintering feeding site, is in the City Council's Langstone Harbour Open Space Coastal Area, and any additional development infringes DCLG'S Planning Policy Framework on Open Space conservation unless equivalent open-space provision can be accommodated elsewhere. It can't be because Langstone Harbour isn't going anywhere!</p>
<p>There are legal obligations to consider and protect some special (European protect birds; bats etc)</p>
<p>Dog walkers dominate St James green. This includes individuals as well as commercial dog walkers. The Village Green at St James has been taken over by professional dog walkers who advertise that they have a secure area exclusively for dog walking. Children are often scared to visit the green. Setting aside more green space for a more substantial play area for local children would be desirable.</p>
<p>The Council report states that the "Developer will need to provide mitigation" This is unworkable. Mitigation is not setting aside a small piece of land that the Geese already use and patting ourselves on the back and saying that we are protecting the geese. Mitigation means actively providing suitable NEW sites for them to use and this is precarious in terms of the Geese actually using new sites. I am unaware of this having previously been used. You would need to contact Hampshire Wildlife Trust and the RSPB regarding this matter.</p>
<p>We can't replace this natural habitat and hope the Geese and other RESIDENT wildlife will move somewhere else. This is not the way nature operates. "Mitigation plan" sounds like an excuse to do whatever the hell they want and say "well the geese have a "mitigation plan" to follow"!</p>
<p>The University has been slowly destroying the local endangered habitats of the Brent Geese for years, in particular using astro turf. It seems to me it's all down to them making MONEY!</p>
<p>At the moment the cricket pitch is on long term lease, how will this be protected from future development?</p> <p>Concerned that the sports field and St James cricket ground are to be built on. Surely we owe the children and sports people the opportunity to have these facilities for now -and for future generations to come. With obesity a great problem in the city we need to be encouraging people to exercise more rather than decrease their opportunities.</p>
<p>Will the council consider imposing wildlife friendly building on the property developer in their plans? Bat boxes and swift boxes can be incorporated in new builds very cheaply, we have a rich and varied wildlife at the hospital site, they need trees and bushes, not a concrete jungle, please consider this!</p>
<p>The wildlife area north of Moorings way will have increased traffic on its door step, and through it with people on foot.</p>
<p>At the drop-in on the 24th of September the NHS provided no surveys on trees, bats or any other animals such as slow worms</p>
<p>The survey that the NHS has done said there was no evidence of bats in the buildings that they had surveyed but they do not just live in buildings, they live in trees etc and I do not think that this has been taken into account especially as there are plans to take down some trees.</p>
<p>You are saying with one breath that the open space on the Langstone Campus and the adjacent playing fields are protected both through local policy and European regulations on nature conservation, but that the developers of these areas may wish to reconfigure the site, which could involve swapping some of the developed area with land which is</p>

currently open space!! How can you possibly allow this and how are you going to tell the wildlife that they must move? There is a need to ensure that the feeding areas for the Brent Geese are safeguarded for the long term and that swapping area for area is not an easy solution to ensuring that this safe guard is effective. Keeping current feeding areas out of the development plan would seem more effective.
I believe you are suggesting you will not build on the cricket field in St James. Do you actually think your electorate are so stupid they do not realise you CANNOT build on this land as it is privately owned - non NHS property, having been sold off earlier. Opposite the cricket field is land which is used by the public. Again, this is not available due to being publicly owned.
Regarding Brent Geese on Milton Common, is this not covered by current E.U. regulation
There are some very large horse chestnut trees on the site, on the boundary with residential properties. Should these trees be removed, not only will it ruin the beautiful landscape, but is there a possibility that properties in the vicinity of these trees will suffer subsidence once the roots die?
As a fairly old aged pensioner no longer able to use a bicycle to enjoy a trip to the seashore, the St James's Hospital Grounds is the only place close enough to go for a nice walk and meet other lonely people to have a chat for an hour or so. Please do not clutter these wonderful green areas up with hundreds of extra houses.
Residents in the area are interested in keeping the area green - identifying and preserving green spaces and mature trees. Hope the developers will work with them.
A precedent has been set RE the habitats of Brent Geese, when PFC lost its appeal to build a new stadium at St Johns Field at Farlington because it was used by Brent Geese.
People of all ages need green space to lead a healthy life both physically and emotionally. A recent study from the university of Exeter suggests that green space in towns or cities leads to sustained improvements in mental health. To remove this from us all is a step in the wrong direction. Portsmouth is already heavily urbanised. Green spaces are few and far between and little to share out among the 205,100 (2011 census data) inhabitants.
Bring back park keepers, because night times after dark our parks are meeting places for undesirables

Form of Development
Development should be for fewer houses - this urban space is not that big and we would end up with similar dense housing stock as most of the city already has.
Consideration should be given to types of houses on the site - high density housing is not In keeping with the area - if the land is to be developed for residences fewer larger properties would have less impact on the sewer and flood infrastructure than many small houses (based on head count alone).
Suggest no building whatsoever on any part of the hospital but believe that the main building could handle around 70 homes or retirement apartments. This would preserve the existing grounds including all of the vital flora and fauna found there.
Preferred alternative plan would be to redevelop existing buildings within the complex for housing and to retain the green areas for our and our children's futures and enjoyment. The main building and villas or the existing sites of villas with more creative development would make outstanding accommodation whilst still maintaining the grounds for its outstanding natural beauty and wildlife for the benefit of all.
If it has to be developed a school should be a priority and purpose built ambulance station for southern part of city and possibly twenty prestige homes four and six bedroomed detached houses.
Any social housing should be located away from existing housing to avoid depressing the value of those houses.
The level of affordable housing that new sites bring is a big concern, and will bring anxiety and conflict to existing residents (many of whom moved to this neighbourhood and paid premiums to move away from issues caused from people who have no affinity for the areas they reside in).
What percentage of these 'new builds' will have to be social housing?? House prices are likely to drop in this area as a result.
The original plan was for 545 houses, the number of houses now has reduced from the original plan. Please can PCC provide the data on which 480 houses been calculated? What is the confidence behind 480 now being the "right number"?
Obviously we would like to avoid any development ending up like the rubbish strewn East Shore Way. Can this be guaranteed?

Very concerned about the proposed housing to be built on the Light Villa site. 57 houses is too many.
If development goes ahead on the Langstone Campus site, it should only be allowed on the currently developed area and not outside of it. The consultation document seemed to indicate that there is a proposal to build not where the existing buildings are – this is alarming to homes adjacent to the playing fields
Concerned about development at Langstone Campus. The coast is entirely peaceful and natural and a wonderful place to walk. Would be concerned if developer were to build on the coastal open space and swap it with the developed area. As well as altering the tranquillity and damaging wildlife, properties would be vulnerable to flooding and damage.
With regard to the University Langstone Campus site, I'd like to know why the cricket ground is excluded from any redevelopment and the fields that Brent Geese and other wildlife use is up for sale to the highest bidder?!
Planning permission should be refused for the two villas site and phase 1, and the scale of phase 2 should be reduced dramatically
Without a fence to separate the hospital from the new housing it will be used as a rat run.
Would expect that as St James will no longer to be a hospital, the entrance from Edenbridge Rd should no longer be a gated entrance that closes in the evenings.
There are Listed Buildings on the site. Will sufficient care be taken to ensure that the aspect and outlook of the Listed Hospital Building will not be tainted by a totally incongruous housing development simply 'plonked' around it, without regard for aesthetic compatibility or sensitivity? Are we really going to allow this fine example of local architecture to be 'swallowed up' by a housing estate without carefully considering the detrimental impact it could have upon this veritable oasis of inner-city calm?
What provision will be made for the Shaw Trust Beneficial Centre that is situated in the grounds?
There are Tree Preservation Orders on the site.
It would be lovely to have some of the hospital grounds left as green for people to walk through, sit; What will happen to the current woodland walks on the site?
There is some common land on the site
Need to make sure there are no 'accidents' of protected trees being cut down. Will a caveat be placed if this happens the builder must replant to an equivalent of the crown area of the original tree(s) they have destroyed? In the past the council has not enforced the replacement of trees damaged during construction

Alternative Development Proposals for these sites
Sites should be protected not allocated. Surely the most suitable use for this site would be to retain it as a green lung. Save this precious area and spend time and resources to improve on existing developed areas within the city that are sitting vacant and derelict. PCC could be a shining example to its residents and to other cities if we save this site and use it as a wildlife haven, to show how we can live together with nature. Also be using it as an educational site for schools and clubs, we can educate the adults of tomorrow of the importance of conservation. Because without nature, we do not exist. Many local residents will rely on Councillors to make the right decision for the City and not just build because the Government says so. So why not protect the trees and wildlife which have no one to stand up for them apart from you. There is no other green area with so much wildlife anywhere else in Portsmouth. Give something back to the next generation, involve schools; take groups into the grounds to see the lovely trees and wildlife, use the chapel as a classroom where they can draw and paint, press flowers, plant bulbs and grow young trees.
A mixed use of leisure, recreation, education and health for St James's Hospital would be more sustainable and more appropriate. The site is characterised by its open spaces, mature deciduous trees and by its "Villa" style buildings. Portsea Island does not have a public park with such a variety of trees in such a well landscaped setting. The mix of uses I have suggested could be adopted within a park setting and could probably utilise many of the existing buildings. These uses would also be far less environmentally damaging. Community facilities to enhance the site and directly benefit local people would be more appropriate.
The peacefulness of St James makes it ideal to aid recovery, or if building is essential, then for a hospice or care home.

<p>The Main Hospital building could be turned into a residential care home by the NHS or a private developer with the park land setting retained in its current situation for the benefit of all.</p>
<p>A dementia Care Centre should be provided in this unique setting. Maybe look at how Holland treat dementia patients.</p>
<p>Due to the calm nature of the environment it would make an ideal retreat facility for a legitimate religious organisation perhaps also offering much needed respite/convalescence in this frantic world.</p>
<p>Homeless resident building to replace the out-of date one at St Mary's</p>
<p>Daycare, nursery, pre-school or primary school places - alleviating stress on the existing number of places available locally</p>
<p>Surely the land would be better put to use at St James by building a large infant and primary school releasing the sites of meon and moorings way school for development instead. The children would have the lovely surroundings of St James to play and learn in and the empty sites the schools are currently at could be developed instead.</p>
<p>Rethink Tesco's at Fratton Way and put a Tesco store somewhere on the St James's hospital site, and use the Fratton Way site for housing with green spaces</p>
<p>It is not any more houses that we need in this area but a small convenient grocery store.</p>
<p>Langstone Campus: This land is a prime candidate to be turned into a community asset/health centre. You could have a modern medical centre, cum community centre cum social venue which does not currently exist within the area. There could be a youth club for the younger element of our community. QA Hospital cannot cope with demand so it would make sense to have more GP surgeries and help for the frailer element in the south of Portsmouth. Since St. Marys has had facilities removed services are lacking on the South side of Portsmouth.</p>
<p>The best use for the Langstone Campus site will be retirement homes in the more modern accommodation blocks and the Tower Block be demolished to improve the visual amenity of the Harbour. There is no good planning reason to support an allocation of 110 houses.</p>
<p>Allow the redevelopment of the St James's Main Building into a reasonable number of flats, possibly to include an area for a doctors surgery. Alternatively the Main Building could be converted into residential accommodation for the elderly.</p>
<p>I would like to propose that the housing proposed for this site should be majority one bedroomed accommodation designated for the elderly who are currently living in accommodation too large for their needs, thus freeing up 2/3 bedroom (much needed) homes for families. As the majority of residents would be elderly there would be no extra burden on the local schools or particularly the roads. There would probably be increased need for GP services, but one could be built on the grounds or an existing building used for this purpose and perhaps an increase in the local bus service may be necessary.</p>
<p>How about a retirement village, bungalows if you must build.</p>
<p>The location would provide a peaceful, sylvan environment for the over sixties with a mixture of properties to buy and to rent. A dementia unit could be incorporated and some support services too. This would free up family homes elsewhere, and would generate far fewer cars.</p>
<p>Why did you not consider building affordable homes for the elderly in these areas? There are many elderly people in Portsmouth still living in large family homes who would, I am sure, prefer to 'down size' to a pleasant green area such as the Langstone and St James sites rather than to the flats recently built on Milton road for example.</p>
<p>The area of Milton has a long association with vulnerable people and the hospital was put here for good reason. I would hope that would continue in the new use in some way, perhaps some sheltered accommodation.</p>
<p>I strongly object to the St James Cricket Field, the University Rugby Field and University field fronting Langstone Harbour being released for housing. When the two latter fields are no longer needed by the University, I would like to see enclosed Nature Reserves.</p>
<p>The area could to be set aside as an area of outstanding natural beauty – leaving it as it is and set up a Wildlife Resource Centre where generations can come to appreciate it. (perhaps retaining the school premises?) Funding could come from charitable organisations. One which could be approached is the Wildlife Trust who have already developed 47 smaller trusts throughout the UK containing protected wildlife sites. Working with members, trustees and volunteers (and there are plenty of those in Milton!), they ensure that the animals, trees and flowers are allowed to flourish. Could not the University Of Portsmouth be involved with this project?</p>
<p>The Langstone campus area could be preserved for green open space and returned to nature to expand the "green lung" function of this area.</p>

<p>Whilst we are being told that Portsmouth needs new housing, but we are equally or perhaps even more so, struggling for well-paid higher skilled employment – we desperate need new jobs that are not just low paid, often part time, retail and restaurant work. The mature parkland setting of the hospital grounds would be a lovely base for a high tech or office based business. I can think of a couple of fine examples that my work has taken me to: the Lucent Technology Park in New Jersey and Fidelity Investment at Tadworth in Surrey but I am sure that there are many others, both high skill high paying employers that recruited and trained locally. Portsmouth used to be the base for financial and high tech firms such as Zurich, IBM and Schroder Life so we were able to support such businesses in the past, why not again?</p>
<p>Research Centre for scientific health or animal studies.</p>
<p>If not for the elderly then why not keep the Langstone site for further education, run keep fit and dance classes there, art and photography classes etc etc and open the playing fields up to the public. Build a doctor and dental practice there also.</p>
<p>It would be much more suitable to retain the site for continued public use, as well as retaining more of the current usage for health and education, or perhaps care.</p>

<p>Need for these developments</p>
<p>Why does it need to be developed?</p>
<p>There does not seem to be any evidence of need for these homes</p>
<p>Portsmouth is the only Island city and very densely populated already. Portsmouth is the most densely populated city in the whole of Europe besides inner London, therefore, Portsmouth should be designated like inner London so that no more houses can be built.</p>
<p>During a recent consultation on proposed developments in the Milton area of Portsmouth, it was explained that the government policy sets a target of a minimum of 5% year on year for additional new housing for each local council whether or not there is a significant impact on the existing environment. It was also indicated that London is exempt from this target.</p>
<p>Due to the city's restricted boundaries (an island) and the fact that it's more densely populated than London the pressure is far greater than that on London. With such a detrimental environment and uniquely restrictive situation it seems imperative that Portsmouth becomes exempt from further house building requirements. To prevent further encroachment on our valuable green spaces is it possible to pursuing the option of asking the government to change the housing policy targets for Portsmouth in view of its unique situation. If we are to save our city from deteriorating further into a grid-locked concrete jungle and a depressing, unhealthy place to live then this is something that must be seriously considered.</p>
<p>Portsmouth has already met the Government Housing targets, so Portsmouth should refuse future developments.</p>
<p>a) The current site allocations including the Langstone Campus is 217. b) The Housing target set in the Portsmouth Plan for the period to 2027 is 12,254 and the City Council's Strategic Housing Land Availability Assessment (SHLAA) update in November stated that these numbers would be exceeded. If b) is predicated on a) where is the need for 480 houses?</p>
<p>There must be areas on the outskirts of Portsmouth that should be considered. There are areas out of the city, or at least north of the city which is off of the island, where development would be more appropriate.</p>
<p>This part of Portsmouth has many properties for sale and to let; and vacant / unused properties. Why are these not used first?</p>
<p>Support the expansion of the site</p>
<p>Who are these houses for? Most of the new residents probably do not already live in Milton?</p>
<p>The social demographic of Portsmouth is completely unrecognisable to that which it was 15 years ago, All of these new people are coming from far flung corners of Europe, to the detriment of young local people looking for housing & Employment.</p>
<p>I know immigration is a “taboo” subject but if you took away the number of people in Portsmouth due to this issue I would not be surprised if it turned out there was no issue regarding building further properties in Portsmouth as a whole, indeed we would have a surplus of housing.</p>
<p>What other sites have been considered by PCC? Please can PCC provide information on why the St James’ and Langstone University sites are the “right sites”</p>
<p>These allocations amount to 25% of the whole city’s allocation and is not required by government.</p>

Population - The city plan for Portsmouth reports that sustainable housing in the area require development of some 12,800 houses by 2027, however we live in an area which is recorded as being either more than, or running second only to London as the most densely populated city. New developments on the scale proposed will certainly attract people from outside the city. It is not a development, it seems, intended to manage the City's current population. At what point does it become recognised by the City Council and/or the government that in fact the whole area of Portsea Island is saturated, and whilst land may be identified for development, it is in fact in no way sustainable in light of the whole impact upon the city? What is the requirement or standard set to argue this point and has this in fact been considered and argued to date? The City Plan makes reference to PUSH and working with neighbouring authorities to share the burden of residential housing however we are seeing no sign of this being brought to the fore to protect this area. Why not?

There does not seem to be any evidence of a financial imperative for this land to be developed in this way.

Need for Further Work

Need proper consideration of infrastructure needs

Before this development is considered, an in depth report/study must be carried out into what facilities such as Schools, Doctors, Dentist, Shops, Buses and Recreation will be included in the plans to cater for the new residents; This must include previous recent permissions and developments

The council should carry out a study into the effects of the project, then improve the access/facilities to the proposed site

Question neutrality of NHS figures on transport, wildlife etc - call for independent assessments

I would like the council to close Velder avenue for one week so that the traffic would be filtered more appropriate into the city to see what the outcome would be.

The document states that primary education is most likely to be affected by the proposed development. Secondary and further education will also require a full assessment with a sustainable capacity increase plan being developed.

In conclusion there clearly needs to be a complete halt to the plans until all thorough assessments have taken place, including Habitats Regulations Assessment. There needs to be more time for residents and professionals to express their opinions.

There are pipistrelle bats on the site. When demolishing old buildings a S80 notice has to be completed - this usually does not include the question of protected species. I request a bat survey be undertaken.

There are newts in the pond at the Shaw Trust site. I request a survey to ascertain if these are crested newts; another protected species.

Algal blooms in the Langstone harbour have become more prevalent to the naked eye. Any assessment for the effluent being discharged should consider the environmental impact and changes to the marine ecology. Studies should be carried out to ensure the biological oxygen demand as a result of the additional effluent does not exceed manageable levels. Algal blooms can dominate and drastically and often irreversibly impact marine environments. We have no right to assume 480 houses can be managed without further study as the council would be neglecting its duty of care to the environment.

There is Japanese Knotweed on site of which the gardeners apparently just cut it down and done nothing about it beyond that. I believe that a considerable time is needed to remove it safely. This is on one of the development sites and was reported by a resident as it would appear to be encroaching on their property. This should be fully investigated.

The Consultation

What is the purpose of the consultation? - Planning officer has said that nothing can be done to prevent these developments. Is the consultation purely a box ticking exercise? Waste of public money.

The official attitude at the Milton Forum appeared to be that, because the Hospital is a "brown field site", there is nothing that can be done to stop residential development and that makes this resident very suspicious of any apparent consultation.

Can I formally ask why the council states that it is a proposal when councillors say the decision has been practically made already on the future of the site?

Can I formally ask why the council invites locals to discuss the proposal via consultation meetings, giving the impression their views are listened too, when councillors state the decision is already made?

<p>Hope that the consultation will persuade the planning department to do all in their power to prevent the proposed development. Planners should give more consideration to the residents in the area and the impact that this number of houses will have on them before proceeding with this scheme.</p>
<p>I would urge you to have more consultations before making a rushed decision which will affect many, many peoples quality of life. Suggest you take more time to plan and maybe spend some time up our area and speak to locals</p>
<p>This development looks like it is being rushed through using stealth with the hope that no one notices! Well it's been noticed!</p>
<p>I do not believe the council have thought this through properly and feel that yet again they are pushing planning through via the back door by giving little notice for the public to be able to respond.</p>
<p>This development is being agreed with very little opportunity for people to comment. Is the administration trying to sneak this through? The PCC document "Portsmouth Plan, Further Proposed and Amended Site Allocations at Locksway Road, Milton and St James' Hospital and University of Portsmouth Langstone Campus" is available for public consultation from 15th August yet the council meeting on the planning decision is scheduled for 14th August 2014. How can the public comment and be consulted on the Plan when the planning decision will be made prior to the Plan being available for public viewing?</p>
<p>A full traffic survey and public consultation was requested before the Site Strategy Document was to be published but these have not taken place. Why?</p>
<p>I do believe that the consultation document capture the key concerns of, access, traffic, infrastructure, environment, and probably most important the fundamental change to the character of the area in which we live. Unfortunately, whilst the summary provided recognises the challenges it is offers no explanation on how these might be addressed.</p>
<p>We understood that the city council is required to consult with residents and listen to their views and concerns when considering planning applications: we do not feel that the city council is having due regard to the strength of feeling of residents over this large development, where existing green space is being lost.</p>
<p>I would also like to note my disappointment towards PCC as an employee. Working at the St James' site, I did not receive any notification or communication regarding the proposals to close down the hospital site. This is leaving those who work there in limbo and I do not think is fair on a work force that PCC supposedly cares for.</p>
<p>Thank you for putting on these further opportunities to talk with planning officers; we attended the Beddow Library question and answer session on 28th August, we found it very helpful talking to James Sandy, I think it was who gave us some very good insight to the situations and dilemmas facing the City Council.</p>

<p>Planning Policy & Process Matters</p>
<p>As the National Planning Policy Framework and other guidance acknowledge, any new development will increase the strain on the local infrastructure, including the road network, local amenities, and levels of pollution. Therefore, it is vitally important that, in the event of the development being approved, the developers must be required to pay in full the money due under the Community Infrastructure Levy Regulations. This will pay for the costs of upgrading the infrastructure so that none of the burden will fall upon the local Council and therefore, the council tax payer. Such upgrading will be expensive. It is important that the levy is collected in full.</p>
<p>I see the Tesco store at Fratton Way was passed as an "out of town development", does this mean the PCC are extending their "let's concrete over the city policy" to urban suburbs?</p>
<p>The Local Plan/Core Strategy states that</p> <ol style="list-style-type: none"> The majority of new housing development will be directed towards the strategic sites of Port Solent, Tipner, Horsea Island, Lakeside Business Park and the City Centre for ease of access to goods and services. The plan aims to maintain a good distribution of health-care facilities across the City. <p>Neither a) or b) is satisfied with this magnitude of housing development:- public transport is poor, essential services are concentrated at Fratton and the City Centre and doctors surgeries are overrun (locally they are not adequate).</p> <p>Portsmouth Plan Core Strategy doesn't allocate any housing for the University Campus and only 150 for St James's Hospital. The Core Strategy is the Council's (as in yours and mine) vision for development until 2027 and the Strategic Housing Land Availability Assessment shows it has the capacity to deliver between 11,500 and 12,800 new homes between now and then including the 150 at the Hospital Site.</p> <p>The same Core Strategy directs development towards the City Centre and public transport hubs and Langstone Harbour isn't in that category is it?</p> <p>Housing Site Allocations come through the development Management process and that's where we are. The Council have every reason to reject additional housing numbers in Milton because otherwise it is inconsistent with its own Core Strategy</p>

Getting back to our Local Plan, the policies pertinent to the Langstone Harbour Coastal Zone and those for St James's Hospital are preserved in the latest one. These are policies MT2/3 & 4 and LH 1 & 2. The Hospital Building is considered for a number of alternative uses including, continued health-care, private hospital use and educational use. It is not restricted to residential conversion. Look it up: - you're on the Planning Committee!

I am objecting to the allocation for 410 houses in this neighbourhood. Should the Council allocate the area for this number it restricts the opportunity to appeal when the landowners do make a future application for development and it would undermine any alternative more sustainable uses. Such an allocation is in any case inconsistent with the Council's own democratically prepared Plan. That is why I said you were mistaken in proposing that an allocation of that magnitude is the best way of controlling development for the residents of Portsmouth: - that proposition makes no sense at all.

I think the Council is better to refuse the allocation and deal with any application if and it comes along. If it's by the NHS for housing (or for another use) it can be decided in the usual and proper way. The Housing Allocation directs future development towards housing and we both attended the Forum on 17th September:- the vast majority in the hall that night didn't support housing did they?

The current guiding legislation is the Planning Policy Framework and the presumption is in favour of SUSTAINABLE development. A housing allocation for these sites changes the presumption in favour of housing but this is inappropriate.

I most strongly object to the development of the St Johns' Hospital site due to the many areas of the site being developed or green field, never been built upon. These areas should not be developed. Keep to the existing areas of building.

Object to St James's being considered a brownfield site. This is morally and environmentally wrong and the site should be re-classified as a greenfield site with the utmost urgency. There is so much diverse wildlife within St. James' and the University QEQM campus that I fail to see how you can state that this is a 'brown field site'. You will acquire more kudos from endorsing this area than from destroying it.

Brownfield land should be used first.

There is not the political will to protect green spaces and facilitate development on brownfield sites instead.

I suggest the Council look to develop brown field sites, where the existing infrastructure can cope with additional numbers, i.e. The News Centre in Hilsea.

It is stated that greenfield and brownfield sites are not differentiated between for planning purposes; however, there is a difference that cannot be ignored. An Industrial (brownfield) site of the size of the St James Hospital and Portsmouth University sites would require an existing substantial road network to serve it, however, this network does not nor has it been in place.

In 5 or 10 years time the council will doubtless be undertaking the same site allocations exercise to establish sites of interest for future dwellings to be developed up to 2034. Will you be looking at all the remaining green spaces, parks, Southsea common, Great Salterns golf course, Milton common!, how about the cemeteries?

What other areas of Milton and Eastney are being eyed up by hungry developers to develop more housing, create further overcrowding, add to an increasing local population, and promote more social and environmental issues that will be left unresolved?

Could designating it as a conservation area give additional powers, as I certainly believe the area is of special architectural and historical significance?

Agree that the two sites must be considered as a single issue. They are inextricably linked due to the geography and the environmental effects that will impact on the area.

Understand that at this stage this is not a planning application, but all the issues must be considered at this stage and clearly not left for deferred consideration.

Developers should be required to submit planning requests for the whole site instead of in a piecemeal fashion.

I believe piecemeal development like this is the most dangerous type of development as it is done little by little, and little by little our city is becoming greyer and more barren.

I was, and still am, horrified by the size of the total residential housing planned for the area, including the University site. It worries me that the planning application and committee may not take the total development into consideration when looking at the first part of the planning application.

I do feel that writing this is probably a wasted effort on my part and that the development will be pushed through whatever the effect on residents of the area, loss of habitat, strain on roads and services, etc, but would make the plea that the

Planning Committee look at the whole development proposed and not just the first one in isolation.
I have noticed you have just approved a decidedly ugly building in the centre of Portsmouth as part of student halls of residence. Even though several councillors have expressed concerns about design, this was still passed. Is this not because it would cause you problems regarding development of the Milton Campus?
A blanket government policy to build more homes should not preclude sane and coherent planning at a local level, particularly in such a congested area.
I would like to know why phase 1 of the proposed development is being brought forward to commence in 2014-2015 with very little in the way of thorough assessment of these sites? This phase, according to the proposal map, appears to be the construction of new housing on the green open areas of the St James's Hospital Site.
I believe you intend to build 200 flats on the old Southsea Community land. Also, I believe the Brook Centre is relocating to the new Southsea Community Centre and this land will be used to build flats.
An opportunity may have arisen, but would it not be better to take the time to plan it properly rather than proceed with haste?
We do not believe that the city council has taken on-board the requirement for residents to have a "quality place to live": the city council should be aiming to provide "a healthy city" within a "greener Portsmouth".
We do not believe that the planning department has the required skills and vision to effectively undertake the planning role for such a large city: political and member interference is obvious to all residents, with significantly important developers seemingly being able to obtain permission for inappropriate developments. This is particularly apparent from the fiasco of approving the Ben Ainslie monstrosity in Old Portsmouth, effectively ruining the wonderful and historic area around "Spice Island". Such a decision must reflect a lack of respect for residents and their environment - the Ben Ainslie building is totally out of character with the area and much too large, but is approved because of the perceived importance of the developer.
The City Plan should only be produced and monitored by officers and members who have the required experience and skills, knowledge and vision to take the city forward - not backward - by concentrating on the basics for the city.
Communications from the council with regard to and quoting adherence to the National Planning Policy Framework and the fear of losing appeals against this legislation are not correct. The NPPF when examined in full does give ample and specific scope within several of its sections to allow for a local council to consider the issues where the public and environment are adversely affected. The NPPF should not be looked on negatively by the council and treated as a fait accompli or used as a default position. It should be looked at proactively and creatively scrutinised. British law is ultimately created by appeals and challenges in its development.

Democracy & Representation
The council are elected to speak for the community and the community does not want it.
With the continued influx of immigrants, this country will never be able to satisfy the needs for sufficient housing, schooling, Doctors, Hospitals, water and highways. It is time our local politicians spoke to their colleagues from all political parties in central government regarding this issue. To continually ignore these issues can only result in more and more people turning to UKIP when the General Election is upon us. Bear in mind now, your actions will undoubtedly come back to haunt you.
This proposal will alienate voters and drive them to the more extreme parties. Now, surely, is the right time for the Council, and all those in politics, to make a significant gesture and to show that they actually care for the communities who are here and who voted them into power in the first place. By refusing the proposed development of 480 homes at Milton, the local Council and politicians would seize a golden opportunity by showing they care for their local people and put their local communities and the quality of life here in Milton at the top of their agenda. General Election looms - please do give any more ammunition to the extreme parties!
To ignore the electorate now can only result in the electorate voicing their disapproval more forcefully at the General Election.
The council has a priority to gain profit over what is right environmentally and in the best interest of the community.
Selling for residential use is blatant profiteering at the expense of the local area
The Local Plan is a democratically prepared document. There is no overall majority in the Cabinet and no-one has the authority to recommend an allocation in excess of the 217 already approved.
The Council is behaving recklessly by continuing to embark on such projects. Milton is being systematically ruined by

<p>successive Councils, as is Portsmouth in general. The population in Portsmouth is spiralling out of control. Indeed, Portsmouth is now becoming a “slum” in many areas.</p>
<p>At what point in the future will the Council have the courage to stand up and say Portsea Island is full?</p>
<p>I have seen the usual blame game between Councillors and heard excuses, almost as if the deal is already done, for why the numbers cannot be restricted. I would prefer Councillors work together, actually for the good of local residents, to come up with a better solution for the use of these sites.</p>
<p>What the Council and the Government need to do is address the issues of a growing population and its resident population's quality of life</p>
<p>Under the 'freedom of information' do we know if the people agreeing to this development live in the local area ??? As if they don't then it is likely for them to agree to additional housing as this will have no impact on them !!</p>
<p>If you cannot work out why it is impractical to put this amount of housing into this area, then you either cannot be bothered to take a look or consult with residents, or you are just incapable of understanding (or listening?) and therefore unfit to be in a position of power making such important decisions.</p>
<p>Promises are being broken and I would deplore the members of the cabinet to take a long hard look at this situation when making a decision on the development in Milton.</p>
<p>We live in a democracy so listen to the people that live in the area after all we are all council tax payers and you are elected representatives. Don't let this decision go like recent projects where it looks like the people were ignored.</p>
<p>Who will benefit from these houses? With the council rent them out at reasonable rents? Or if they are for sale, who will be able to afford them, with mortgages so difficult to get?</p>
<p>Since I have become aware of these plans to destroy my local area, I have attended the St James Church meeting and was very surprised to hear that the Conservative led Portsmouth City Council and the Liberal Democrats are all actually against the proposed development. However it appears that at this late stage there is very little that can be done to prevent this development from going ahead. Please help us find a way to stop the building of 480 houses and the destruction of St James Hospital and Portsmouth University Langstone Campus.</p>
<p>I do not believe you comprehend the strength of feeling from people who live in the area.</p>
<p>Over the years we have consistently seen the views of local people ignored. The norm seems to be that developers apply for more homes than they expect to be given permission to build. If the original application is refused, they submit an amended application for the number of homes they wanted in the first place, giving local people the false impression they have had some influence over the process. They also have a habit of making a financial contribution to small local projects as 'sweeteners', which in reality are no more than bribes. There seems to be little or no accountability since developers do not have to answer to local people. They rarely live in the area they want to develop so do not have to live with the consequences of their actions. We who do are desperate to have our voices heard. Please will you hear them?</p>
<p>We look to the local council to stand up to government diktat and be seen to be doing so.</p>
<p>I have heard the leader of the council (Conservative) claim she is totally against the Milton development and the Lib Dems have also created a petition against the development (foisted on them by the Conservatives??). So lets hear a very clear and strong message from the council on this and not weak words and the blaming of party politics.</p> <p>Take a vote as to who is for and who is against this development and make the results known.</p>
<p>The cry for growth will never cease until a major catastrophe happens. This won't be the last call on Portsmouth to take on large developments so a stand needs to be made now. It was said at a previous Milton meeting 'if only we had stopped the Milton development when we could'. Well you can now. Just say NO. Also at that meeting were people saying 'what can we do' – if that is the case I suggest they get another job and let room for people who will actually try.</p>
<p>If the proposed development to St James' Hospital goes ahead with no changes after the large number of locals who have expressed their deep opposition, we have proof City Council only go through the motions of listening to residents with never an intention to listen.</p>
<p>As a responsible planning committee I am sure you will carry out your own impartial and independent wild life risk assessments and traffic surveys and report fully to council tax payers.</p>
<p>Also there has been so much ward closure and reduced staff levels in the local hospitals. Q.A. Hospital is already unable to cope with patient intake and very little is now left of St Mary's. Has enough thought been given to the few services remaining for mental patients at St James? And also to the loss of such a wonderfully therapeutic setting with its historic trees and wildlife?</p>
<p>A lot of money would be wasted by the NHS as they have modernised most of the buildings on the Hospital site</p>

I recently paid a visit to the Shaw Trust horticultural site within St James' Hospital grounds. I spoke to a gentleman who works there, who told me the whole of this beautifully cultivated landscape would be obliterated if planning permission is obtained for it to be razed to the ground after 27 years of careful nurture and therapeutic industry for Portsmouth residents with special needs. Similarly I spoke to a childhood acquaintance who works in the St James' Hospital kitchens, and who told me an identical story of pristine buildings and brand new decor being destined for the scrap-heap if re-building goes ahead.

Generally we are appalled at the way all consecutive Councils have treated the Milton area, the whole infrastructure has not been considered over many years. Surely residents' well – being should come before massive financial profits.

Please reconsider your plans; take the time to consult local residents and councillors; and be brave enough to think of long-term solutions for our city and not just grasp at short-term gain.

An opportunity is being missed to use the buildings and land for the greater benefit of the residents of the area and for Portsmouth in general.

The presentations to date, from your department, have pretty much focused on why "we cant stop this". I fully appreciate you will be partially restricted to what you can stop & not allow. But you DO have the ability to heavily INFLUENCE or DICTATE what COULD be done on this site. I appreciate you are doing your jobs, but all of, including the leader of the council, have the ability to heavily restrict what goes on at this site. I'm not asking you for no development. I am asking for the absolute minimum & for you to keep the are as one of the few green spaces protected, in the city that you serve.

The proposed development really does have to be done right at this and at every future stage of the application process. The council needs to be sure that all the issues are appropriately considered. The effects of decisions the council makes now will have wide implications for now and for many years to come. What is decided now cannot be undone in the future. Getting it right is paramount for the local community the council represents.

It is not only older people that are concerned about these developments. Worries and concerns about the impact of the development lie among the younger generations of Portsmouth too. For example on the train to Havant college students discuss the issue but I have noticed that few have bothered to take action. This is because young people have seen so much building around Portsmouth in their time they believe it will happen regardless of their opinion. Those who are local to the site talk as if the houses are already built with the thought that they our powerless.

Believe this is already a done deal

Thank you for all your hard work, which I guess gets very little thanks

NHS / Property Services

It is wrong for the NHS to sell a site so magnificent and beautiful and which is a perfect surrounding for people who are ill as well as being a much loved part of the community. With an increasing and ageing population and ever growing city it is wrong to decimate another hospital. St Marys has already been reduced in size by over half and the diminishing of St James means hospital space within Portsea Island will be down to less than a quarter! Although QA has increased in size in the last few years it is not by as much as the loss from the other hospitals.

The NHS should be thinking more of the well-being of the residents here.

The only reason for building homes here is so that NHS Property Services can make maximum profit for the Government with more houses meaning more profit. Milton people don't matter to them.

The Plan shows that very little of the existing St James' hospital site will be retained by the NHS. How does this align to the rationalisation of services between St James' and St Mary's announced by PCC several months ago? At that time, the announcement stated there would be no loss of services but surely the sale of such a large area of the St James' site will mean exactly that? Who will benefit financially from the site sell-off?

The fact that NHS Property Services Limited, the company set up by the Department of Health to sell off St. James' at as much profit as possible, served notice on the Harbour School completely beggars belief and shows that we are dealing with a ruthless organisation that lacks any moral compass. This will not just cost millions of pounds to relocate the school, it will also take these vulnerable young people out of an environment where they are safe. With the scandal of Rotherham I firmly believe that the school should be allowed to remain in its present setting and not demolished to make way for more profit.

As a taxpayer I am also concerned about the amount of money that has been spent by the NHS over the last few years on an extensive refurbishment of the main building at St James Hospital both externally and internally. Just for them to be put up for sale

I read last January the Financial Times report on the short but chequered history of NHS Property Services where financial and operating incompetencies have been investigated by The National Audit Office amongst others. I also

attended the Milton Neighbourhood Forum on 17th September and now have very serious doubts on the reliability of this politically driven organ of government to produce unbiased data on traffic surveys and bat and other wild life appraisals which may curtail or even prevent the development.

The NHS Property Services state that on the creation of the NHS in 1947 all land occupied by them was transferred over to their ownership. However, there appears to be no primary or secondary legislation concerning this and there is no existence of documentary evidence. The 75 acres of land, some of which encompassing the St James' site was purchased in 1879 from James Goldsmith by Portsmouth Council. There is a record of an application to tender for the 'construction of a lunatic asylum at Milton, near Portsmouth (Contract No. 2) in the Hampshire Telegraph dated September 13th 1875. I do not believe that there is any evidence of a transfer of property to the NHS, thus, rather than transfer ownership it is a case of a transfer of stewardship of the hospital and grounds to the NHS, now that the NHS has made the decision to vacate the property their stewardship ends and the land should be returned to its owners, Portsmouth City Council.

Effects on City Image

Has anyone taken into account that although short term this will provide money, long term the economic effects could negatively spiral. High unemployment levels could occur due to overcrowding let alone a knock to the sizable tourist industry. It is unlikely that tourists will come to an overcrowded, polluted, heavily congested, low quality city especially if they have children. I had hoped to have a career within Portsmouth as it is my home city. However, the destruction of some of its best aspects is off putting and it is developments like this that would push me away in search of a better quality of life.

Businesses will move out of Portsmouth if they cannot simply move around the already congested Portsmouth

We are always hearing the national cry for 'growth' and the fear that businesses will not come to Portsmouth. Businesses will come if Portsmouth is a pleasant place to live and that pleasantness will be destroyed if planning is only for growth.

Of course there is a demand for housing, it is national news and there is an obvious pressure on councils to meet targets, but surely the emphasis should be on developing brownfield sites and preserving such areas of green space that are rapidly disappearing from our cities. Wouldn't you want Portsmouth to be seen as an attractive city to visit and reside in, rather than an amorphous mass of concrete, brick and tarmac, a city with constant traffic and social problems that this proposal would be a major step towards?

Sea water quality is also affected by the sewerage, under current pollution testing it is considered acceptable, however, even if you ignore the tightening of the water quality rules from 2015 without additional remedies the quality of the sea water will decrease presenting the danger to health of further pollution would be increased. Southsea beach is still popular with bathers, what proportion of local trade would be harmed if the beaches were considered unfit for bathing?

2014 Milton Sites Consultation Responses - PART 2 - Statutory & Other Consultees

Hampshire Fire & Rescue

Give advice on: Access for Firefighting; Water Supplies for Firefighting; Installation of Sprinklers; Fires Safety for Timber Framed Buildings

Langstone Harbour Board

It is difficult to imagine how the inevitable negative impacts upon the Chichester and Langstone SPA which will arise from an increase in dwellings of such magnitude in this location could be mitigated for.

The proposal recognises that wading birds and Brent Geese utilise fields upon the Langstone Campus for feeding and loafing, and additionally use many other fields in the vicinity of the proposed development. In addition, the mudflats and shingle banks and spits in Eastney Lake (adjacent to the proposed sites) provide a food source and roost sites for further SPA bird species.

The proposed development will cause great disturbance to SPA birds during the construction phase, will result in a much higher number of people recreating upon sites currently important to birds (thereby making them unusable to the bird species) and is also likely to disrupt flight lines and therefore the connectivity between these and other important feeding and roosting sites in the vicinity.

Creating meaningful mitigating for the loss of SPA bird feeding sites and likely dramatic increase in human disturbance in this location is likely to be extraordinarily difficult, if not impossible.

Southern Water

Southern Water provides sewerage and wastewater services to the area. Paragraph 162 of the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance, requires that an assessment is made of the capacity and capacity of infrastructure and its ability to meet forecast demands.

As you will be aware from our previous correspondence with your Department, Portsmouth City is served by a combined surface water and foul sewerage system (which dates back to Victorian times) and is at capacity. Any additional development would require improvements to the existing sewerage infrastructure, or a reduction in current surface water/highway drainage entering the system. Accordingly, we consider the need for additional local sewerage infrastructure should be included in any development proposal and propose that the following wording is included under the Section on 'Infrastructure Needs' for both sites:

Local sewerage network: The capacity in the local sewerage network is insufficient to service the proposed development. The discharge from the redevelopment should be no greater than the existing levels or involve the removal of surface water runoff from the foul system. If this cannot be achieved, an upgrade of the existing local sewerage infrastructure would be required before the development can connect to it. It is expected that this matter will be addressed by the developer to the satisfaction of the local planning authority.

Hampshire & Isle of Wight Wildlife Trust

The Trust remain concerned that the allocation of St James Hospital and the University of Portsmouth will result in a likely significant effect on the European protected Brent goose population.

The Trust believes that the Portsmouth Plan is premature in allocating these sites as there is no certainty that the geese will be protected from disturbance arising from the development proposals.

We recognise that that the plan requires a project level Habitat Regulations Assessment and requires developers to provide for a mitigation plan covering the impacts on the protected sites and species. However we would look to Portsmouth City Council to provide high-level strategic solutions to address the levels of uncertainty. To date we do not see the evidence that would provide us with the certainty required to find the plan sound on this point.

As you are aware the evidence gathered as part of the Solet Disturbance Mitigation Project identified that housing growth can lead to disturbance of waders and Brent geese. When we met, together with the other nature conservation organisations (RSPB, Natural England and your own ecologists) we explored the options of how the protection of the geese from disturbance could be achieved and concluded that in the short term it would be a major challenge and probably impossible.

There may be options in the future to find long-term strategic solutions at Milton Common and elsewhere but these would

have to be in place and being used by the geese ahead of any development to provide us with sufficient certainty required under the Habitat Regulations.

As such we question whether the sites are sufficiently deliverable to be allocated at this time.

Environment Agency

Having considered the new site at St James's Hospital and the extension of the site boundary at the University of Portsmouth Langstone Campus I can confirm that we have no issues to raise regarding either of them.

Liberal Democrat Ward Members for Milton and Baffins

We recognise that the 2000 Planning Inspector judgement, which upheld an appeal against the refusal of up to 200 homes on the St James' Hospital site, means housing has to be part of any future development on these sites. However, the Council has failed to think creatively about ways in which development can be minimised.

We know the numbers proposed are the Council's figures, not the NHS'. We believe them to be flawed in five ways:

1. There has been no independent examination of whether the roads can cope. The 2006 Local Plan says no residential buildings can be built unless it can be proved that the highway network can cope. The Council has not done the modelling work required to find out the number of homes that fulfils that planning policy requirement. Until it does, it simply cannot know whether its numbers are right or not. To get the NHS to do it instead, as is the case now, is not acceptable.
2. The impact on Brent Geese of developing the Langstone site in particular is not certain, as the Hampshire and Isle of Wight Wildlife Trust has pointed out. This version of the Site Allocations document allows development on land where Brent Geese are likely to congregate, something the 2013 version did not. Until those assessments are made, we agree with the Wildlife Trust that it is premature to allocate these sites.
3. The Council has not examined potential alternative uses in line with the city's future needs. We know we need more sites to deal with our city's increasing care needs. Yet the Council has refused to provide the money to buy land to bring that about or spoken with potential private partners to do so. When running the Council, we looked at the Two Villas site for a care home precisely because we knew this was coming. We were told it was not needed then. It will be soon and it is negligent of the Council to ignore that.
4. The numbers proposed exceed the five-year housing land supply the 2013 version put forward, therefore are homes we do not need.
5. There is no connection between the cumulative impact of development on these sites and others in Milton, such as that at St Mary's and the recently-granted store at Fratton Park. This is especially relevant with regard to traffic, as they share the same road network.

Instead, we propose a vision for the site that deals with these environmental, housing and care issues:

1. We ask that previously protected green space on both sites continues to be protected through its removal from the Site Allocations document. This will protect green space and minimise the impact on local wildlife.
2. Include a presumption against unsustainable development across both sites.
3. Conduct independent traffic and air quality surveys before allocations are confirmed to see what level of housing the area can handle. This would bring any allocation in line with the 2006 Local Plan restrictions. These surveys should also take into account the cumulative impact of the developments at St Marys and Fratton Park.
4. Buy the Harbour School site, alone or with partners, and continue to use it for education and healthcare uses. Constructive discussions should be opened immediately to deliver provision that meets the city's care needs.
5. Reallocate the 58 homes set aside for the Harbour School site in the 2013 version of the document by redeveloping other buildings on the site.

Given that no-one knows the number of homes that will meet the 2006 planning policy restrictions on traffic, allocating 370 homes is premature. Instead, we should use this document to deliver a vision that will meet the housing, education and healthcare needs of our city, not the financial demands of the NHS.

Natural England

University of Portsmouth Langstone Campus

In our response to site 70028 in the Site Allocations consultation (our ref. 81686 dated 5 July 2013) we stated: It is Natural England's advice that this allocation has the potential to have a likely significant effect due to proximity to a number of sites used by Brent geese and waders, and also proximity to the Chichester and Langstone Harbour SPA. The amendment to the site boundary to include the playing fields/SPA supporting habitat is likely to increase the potential for likely significant effect, and was not included when the site was considered by the Habitats Regulations Assessment (HRA) of the Portsmouth Site Allocations.

St James's Hospital

As this site was not included within the HRA for the Portsmouth Site Allocations it cannot currently be ascertained that the site can be delivered without likely significant effect on the nearby Chichester and Langstone Harbours SPA and Ramsar sites, and Solent Maritime SAC. We note that the Sustainability Appraisal states that the conclusion of the previous HRA for 8102 (Two Villas) can be applied to this proposed allocation, however given that 8102 related to 38 dwellings and the St James's Hospital site is proposed for 370, we don't not agree that this is the case.

It is Natural England's advice that due to the fact that no information is currently available with regard to the deliverability of mitigation measures for the St James's Hospital or Langstone Campus sites, due to the absence of a Habitats Regulations Assessment, there is insufficient information to conclude that the additional allocations can be delivered without likely significant effect to the nearby European sites.

Highways Agency

The HA is an executive agency of the Department for Transport (DfT). We are responsible for operating, maintaining and improving England's strategic road network (SRN) on behalf of the Secretary of State for Transport. In the case Portsmouth relates to the M27, M275 and A27. We would be concerned if any material increase in traffic were to occur on the SRN as a result of planned growth in Portsmouth without careful consideration of mitigation measures. It is important that Site Allocations Plan provides the planning policy framework to ensure development cannot progress without the appropriate infrastructure in place.

When considering proposals for growth, any impacts on the SRN will need to be identified and mitigated as far as reasonably possible. The HA in general, will support a local authority proposal that considers sustainable measures which manage down demand and reduces the need to travel. Infrastructure improvements on the SRN should only be considered as a last resort.

The additional sites at Milton St James's Hospital and University of Portsmouth Langstone Campus will unlikely have a material impact on the safe and efficient operation of the SRN individually. However, any proposed additional sites will need to be considered in the context of the cumulative impact from already proposed development on the SRN.

Refer to background document: Department for Transport Circular 2/2013 (The Strategic Road Network and the Delivery of Sustainable Development)

Marine Management Organisation

The MMO has no comments to submit in relation to this consultation

Portsmouth Climate Action Network

PCAN as a group do not think this redevelopment should go ahead in its present format. There needs to be some sort of plan to make sure that as much of the biodiversity is spared. There aren't many green spaces left in Portsmouth. It would be better if the residents of Portsmouth had this site left as parks / city farm / nature reserve. Money isn't everything. You can't live on money alone. Biodiversity is very important for a habitable planet. At present 200 species are dying out every day. Let's try and slow this down and put a halt to our demise.

Portsmouth Society

Agree that the two sites should be considered together and believe that considerations and constraints identified in the document are comprehensive and potentially helpful to developers. Pleased that constraints related to the Hospital Building itself i.e Grade II Listed, and requiring a conversion scheme, have been pointed out and we are glad that a conservation audit of the building and grounds is to be undertaken. Also, that attention has been drawn to tree preservation orders and the need for schemes to be sensitive to leafy green spaces as well as the need for an ecologic survey.

Suggest that a Community Land Trust might be encouraged for the affordable homes on the site. Information on the commercial use of Listed Buildings ought to be provided.

NHS Property Services

NHS Property Services Ltd (NHSPS), own the freehold of a significant part of the St James' Hospital site. The remainder of the site is owned by Solent NHS Trust.

The background to the Council's consultation is the site's planning history, saved Local Plan policies and the earlier Site Allocations consultation in 2013:

- the site has been the subject of a number of planning permissions for its development, including residential and healthcare development on the eastern part of the site and residential development on the site's Locksway Road frontage around Forest Lodge;
- the saved (and extant) Local Plan policies MT3 and MT4 allocate the eastern part of the site for a mix of healthcare and residential development (with up to 170 homes) and permit the re-use of the main grade II listed building for a variety of purposes, including residential; and
- the earlier Site Allocations consultation sought to promote the residential development of the former Light/Gleave Villa and Harbour School/CDC sites to provide new homes.

We welcome the proposal to allocate the land that we own at St James' Hospital for about 370 new homes. The land identified in the document is, or will become, surplus to the NHS requirements and available for development in two phases:

- the land and buildings in phase 1 will become available in 2015; and
- the land and grade II listed buildings are likely to become available in 2016/17.

We think that the phase 1 land could accommodate about 100 new homes.

We think that the land and buildings in phase 2 are most suited to residential use and development. In particular it will be important to find a viable new use for the grade II listed main building and residential use is likely to be most appropriate. Although the grade II listed building could be converted in a number of ways to provide new homes on the site, it has a GIA of approximately 18,500 square metres and we think that the Council's assessment that phase 2 is capable of accommodating about 235 new homes is reasonable.

We recognise the importance of considering the whole site's development in a comprehensive manner, particularly when considering access and transport, and are therefore in the process of developing a masterplan. We do not however think that a masterplan is a pre-requisite to the submission of a planning application for the residential development of phase 1. A planning application for this site could be brought forward independently of the second phase of the site's residential development. The requirement for an overall masterplan should therefore be encouraged rather than a pre-requisite for determining a planning application for phase 1. We do however agree that any planning application for the phase 1 site's development should consider the impacts of the wider site's development (and the University site's potential development (although no timescale is indicated in the document for that site's development)) on, for example, traffic and transport in the area.

Open Space

Although we acknowledge the need to protect the cricket pitch from development and to retain it as an open space, we object to the allocation of the land around Forest Lodge as "open space" in the proposed allocation. This area is separated from the cricket pitch by a driveway and has previously been granted outline planning permission for the development of 8 terraced houses and 14 flats (A*34719/AD; Granted September 2002). The principle of this site's development has therefore previously been established through the granting of an outline application for its residential redevelopment, and that the site has not historically been the subject of open space policies, and is not currently used for this purpose. Although there are currently no proposals in respect of the services provided in Forest Lodge, the land around it should not be allocated as open space. We therefore request that this area of the site be removed from the open space designation in the Further Proposed Site Allocations draft.

University of Portsmouth

UoP strongly supports the continued allocation of the Site for residential development. This is consistent with UoP's own assessment of an appropriate alternative land use once the accommodation and other Campus facilities have re-located.

UoP also supports the expanded Site boundary for the Allocation. This reflects the ownership boundary of the Site and the potential developable area. In this regard, UoP supports the recognition given in the Allocations Document to the potential for reconfiguration of the present land uses on the Site. This offers an important level of flexibility to UoP in formulating an appropriate development scheme for the Site.

We note in the Allocations document a stated preference for "Houses and some flats". UoP supports the identification of these forms of residential development, as it reflects their expectation of the potential form and mix of scheme that could be delivered. The term "some" does however imply that flats will be a lesser proportion of the total number of residential units. This preferred mix does not appear to have been thoroughly justified or tested at this stage. In order to provide the policy allocation with an appropriate level of flexibility, we recommend "some" is deleted from the eventual detailed policy.

This will then allow the final form, mix and type of residential development to be examined, tested and justified.

UoP note in the Allocations document that it is anticipated that the Site could accommodate 110 dwellings. This figure is derived from the 2013 SHLAA. The actual developable area and capacity of the Site has not been completely assessed by PCC as part of this Plan process or by UoP. The Site therefore has the potential to provide an additional number of dwellings, subject to assessing the impact on the protected Open Space and Ecological designations and wider infrastructure. To ensure the opportunity presented by the Site is recognised in the Plan and importantly is positively prepared, we recommend that any eventual policy either allows for a potential increase in units and developable area or does not impose a cap on the number of units. We acknowledge this would need to be subject to demonstrating compliance with Open Space and Ecology policy requirements and other material considerations. This can be undertaken as part of a planning application in any event.

UoP note the Allocations document anticipates the scheme being delivered within 11-15 years. Subject to UoP identifying relocation sites(s), there is the potential for the Site to be delivered in earlier phases than this specified period. We therefore recommend that adequate allowance is made for an earlier timescale in an eventual policy, as provided any scheme is appropriately justified, there is no reason to withhold earlier releases of the Site.

UoP note the expectation that the Site is 'best planned' with the SJH site in the context of an overall masterplan. PCC's intention is understood and we acknowledge the importance of a comprehensive approach to scheme layout and assessing impact. There does however need to be a degree of caution applied to the masterplan approach, based on the differing timescales for delivering each site; the multiple ownership; and differing challenges presented by this sites. Insisting on such an approach may consequently have the effect of creating additional uncertainty and delay for both sites.

To overcome this and still achieve a co-ordinated approach to development, we recommend that future versions of the Allocations document include the following:

- Detailed yet flexible policy wording which outlines the potential highways, design and infrastructure requirements for the Sites both individually and collectively. This will offer clear guidelines on how a site is to be brought forward individually and to complement wider development taking place.
- Such a policy should encourage each land owner or developer to consult with each other in formulating a scheme. The steps taken to achieve a scheme that relates to its surroundings (both existing and planned) should then be clearly presented and justified in the eventual planning application.
- A requirement for Impact Assessments submitted as part of a planning application to consider the development capacity and potential of the adjacent Allocation. This will ensure a clear and transparent approach to identifying and planning site / area specific infrastructure impacts and contributions. The stated requirement for the SJH Traffic Assessment to take into consideration the Site's allocation is supported as an interim measure in advance of the formulation and adoption of such a policy requirement.

The use of these measures would then remove the requirement for a comprehensive masterplan based approach for both sites, while acknowledging that this could be considered as the preferred option.

We note that PCC is preparing an Education Needs Assessment. We would be grateful if a copy of the final Assessment and recommendations could be issued to us once it has been published.

Milton Neighbourhood Forum

Despite the many meetings at which details of the above proposal to vary the 2013 Site Allocations Strategy have been presented, I and the residents of Milton, remain unconvinced it is necessary to include the University Playing Field and the St James Cricket Pitch in the Site Allocation Strategy Document. These are valuable local assets which have an essential function in the locality by offering feeding grounds to protected species, helping to maintain a wildlife corridor and offering healthy recreation to many local people who reside in cramped streets in other parts of the city.

We request that these sites are excluded.

Further, these 2 sites are not included as development sites in the Portsmouth Plan. In the City's Portsmouth Plan approach to a green and healthy city document, it is stated that "*the key points of the Portsmouth Plan approach to a green and healthy city are*

- *protecting the limited amount of green space we have and enhancing it wherever possible*
- *taking every opportunity to provide new green space*
- *working to tackle the health inequality in the city.*

The environment in which people live can impact on their health and wellbeing in many ways. High quality parks and open spaces have a number of social economic and environmental benefits from providing opportunities for social cohesion and biodiversity to promoting healthy living. High quality green spaces are not simply desirable but essential to the city's

continued development"

Why is the green space in Milton, suddenly excluded from these policy statements? It feels like an unjustified political move.

We also remain totally unconvinced of the need for housing to be built on the St James and university sites. We believe that the City Plan permits other uses such as educational or health use here and that these should be pursued much more energetically and effectively to demonstrate that our council is a responsible body acting in the interests of existing Council Tax payers.

We believe that the Harbour School in which the Council Tax Payers have invested should remain in this location and that there should be a transfer of land to the city. Many sites previously owned by establishments such as the former Teacher Training College at Furze Lane have simply transferred over to the Polytechnic and then University, why cannot sites be transferred back when the NHS no longer needs them?

Our reasons for advising you that the proposal for such a high number of houses on these 2 sites is unacceptable and impractical is that the proposal cannot be defended as a sustainable one. Sustainable development is development that meets the needs of the present, without compromising the ability of future generations to meet their own needs. ie it has no highway problems, traffic issues, lack of health facilities, lack of schools. This cannot be said of Milton.

Our area is already suffering from

- Insufficient school places in Milton
- Very congested roads as we need to use the city's trunk roads Eastern Road and Rodney Road, as local roads to get about the city. The Velder Avenue junction is currently at 1.3% over capacity which will rise to 5.4% with Tesco opening in 2015.
- The threat from continuing high air pollution levels at Velder Avenue where the Air Quality Measurement Station has shown no reduction over the past 5 years.
- Southern Water made a huge outflow of raw sewage only 2 weeks ago following heavy rain and it is acknowledged our sewers cannot cope.

In the immediate future it will be suffering further from

- Impact of 200 new homes being built in St Mary's Hospital which will share the same major accesses in Velder Avenue, Milton Road, and Rodney Road.
- Tesco development with 579 parking spaces plus large scale delivery lorries and internet delivery vans will be using the local roads 24 hours a day

The principal of sustainable development may be acceptable in cities set in countryside which can offer land for future expansion for these facilities but I argue coastal cities such as ours, which is in fact an island with no spare land, that the development being proposed here will prejudice future generations as there will be no land left to provide these essential services.

There is a huge wealth of wildlife on the St James site. It has breeding foxes, hedgehogs, squirrels, birds not found anywhere else on Portsea island such as Jays, woodpeckers, owls and has a population of bats for which a breeding roost and summers roosts have just been provided following the demolition of Light Villa, under licence. The local homes immediately adjacent to the hospital site enjoy visits from these creatures, but they do not stray any further. St James is an enclosed site large enough to sustain their existence there and building on the site will remove their habitat.

The large mature trees on St James are necessary to take up ground water and provide oxygen for this city. Without the open land, there will be more run-off and flooding for the city to cope with and the sewage system must be at breaking point due to the unauthorised overflows every time we have heavy rain and it is not just rainwater which is discharged straight into a harbour alongside the marina berths and water sports area.

The local roads were never designed for the level of traffic they take. Local people in Locksway Road do not open their windows facing the road now, due to noise and fumes.

The UK is currently failing to meet European air quality targets. How will more homes, more cars and nowhere for them to get out onto a creaking road network help the country and the city achieve these standards? Cycling down Locksway Road is hardly an option due to all the parked cars.

The City will have to bring in considerable traffic calming measures along this road to allow the 20mph to be adhered to. It is likely too that Residents Parking will be needed in the Locksway Road area to free up roadspace just to allow people to get around.

Views of local people have been sent to Cabinet when this proposal was first aired, 150 local people attended the last

Neighbourhood Forum Meeting to express very clear views against the development and very many people have taken the time and trouble to write to tell you what they, the residents of this area, would like to see on these sites. It is not unsustainable development. We ask our elected representatives to reflect the views of local people and resist the housing, the number of housing, the allocation of existing protected open space into the site allocations and find better and more acceptable uses for these sites.

Royal Society for the Protection of Birds (RSPB)

Many thanks for the additional time to respond to the Development Sites in Milton consultation.

As explained at our recent meeting with the Council, Natural England and the Wildlife Trust, the RSPB is seriously concerned about the individual and combined impacts of the increased new housing proposed for Milton on the internationally protected wildlife sites in the surrounding area.

As you know, this part of the City is particularly sensitive for wildlife; bounded by the Langstone Harbour SPA to the east, and additionally surrounded on the landward site by a large number of brent goose and wader sites. The ability to demonstrate that these features can be protected from the effects of the proposed new housing will be critical to the Site Allocations Plan passing its Habitats Regulations Assessment, and for the individual applications to do the same.

We are particularly concerned about the proposed additional allocation of the St James's Hospital site, which, combined with two earlier nearby allocations, now totals 370 new houses across the wider site. Individually, and in combination with the other remaining allocations in the area (in particular the Langstone Campus site and the proposed coastal path around Eastney Lake), this extended site will place considerable pressure on important wildlife sites in the surrounding area.

Reliance on the Solent Recreation Mitigation Partnership (SRMP) Strategy alone will not be sufficient to protect the SPA from the recreational effects of the Milton schemes, and considerable further assessment of localised impacts (including local visitor/household surveys) and further local mitigation measures will be necessary to support these applications.

As discussed at our recent meeting with you and the other nature conservation stakeholders, we are seriously concerned that it may not be possible to demonstrate that suitable mitigation (including, for example, the potential to increase both recreational capacity and enhancement for SPA birds at Milton Common without impacting on existing wildlife interests) will be deliverable, before the submission of the Site Allocations Plan. Therefore, by including this new allocation, we consider the Plan is in serious danger of being found unsound.

Due to these uncertainties, we object to the allocation of St James's Hospital for 370 new dwellings. However, we consider that a significantly reduced allocation could potentially be deliverable under the Habitats Regulations, were it to allow the creation of more substantial open space within the site, thereby diverting at least some of the pressure for dog-walking and other recreational needs away from other sensitive sites in the area.

In addition to a significantly reduced allocation for St James's Hospital site, we consider that the proposed coastal path around Eastney Lake should also be removed from the Plan, and further policy provision put in place to ensure no net loss of habitat and no increased disturbance to the brent goose feeding resource at the Langstone Campus Field, which is now also proposed for formal inclusion within the Langstone Campus allocation site boundary.

I hope these comments are helpful, and thank you again for taking our views on board after the consultation deadline.

Agenda item:

Title of meeting: PRED 2nd December 2014

Subject: City Development - Annual Monitoring Report 2013/14

Report by: City Development Manager

Wards affected: All

Key decision (over £250k): No

Full Council Decision No

1. Purpose of report

1.1 To set out the results of the tenth Annual Monitoring Report (AMR) for Portsmouth City Council.

2. Recommendations

2.1 **The Cabinet Member is recommended to approve the AMR for publication on the council's website**

3. Background

3.1 As local planning authority the Council must publish an annual monitoring report in each year covering the period 1 April – 31 March of the preceding year. The 2014 report covers the period from 1 April 2013 to 31 March 2014.

3.2 The report sets out progress made towards delivering the policies in the Portsmouth Plan, and reports on a number of indicators that are of particular interest to the government.

4. Findings

4.1 The full AMR is attached at Appendix 1.

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.
- 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 peoples' 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 where refusals have been justified by reference to the relevant development plan policy and SPD.
- 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 difficult 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 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 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 strategic planning 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 more closely together to bring about change.

5. Reasons for recommendations

5.1 The city council is required to publish an annual monitoring report

6. Equality impact assessment (EIA)

6.1 An EIA has not been carried out on the AMR as the report monitors adopted policies and progress towards targets. The development plan documents and supplementary planning documents which make up the LDF have been, or will be, subject to EIA.

7. Legal Implications

7.1 Section 35 of the Planning and Compulsory Purchase Act 2004 requires all local planning authorities (LPAs) to publish a monitoring report with prescribed details of the performance towards the implementation of the local development scheme and the extent to which the policies set out in the local development documents are being achieved during the relevant year. Submission and reception of the report are necessary to comply with such legislation. Publication of the report as recommended is compliant with obligations and with the general local government principles of transparency and accountability.

8. Head of Finance Comments

8.1 This report is recommending that the Annual Monitoring Report (AMR) be published. The AMR reports progress made by Portsmouth City Council as the Local Planning Authority against the Portsmouth City Local Plan and the emerging Portsmouth Local Development Framework. This being so, there are no financial implications in approving the recommendations contained within this report.

.....
Signed by:

City Development Manager

Appendices: Appendix 1 – Annual Monitoring Report 2013/14

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Annual Monitoring Report 2014

Covering the period 1 April 2013 - 31 March 2014

www.portsmouth.gov.uk



Annual Monitoring Report 2014

Covering the period 1st April 2013 - 31st 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

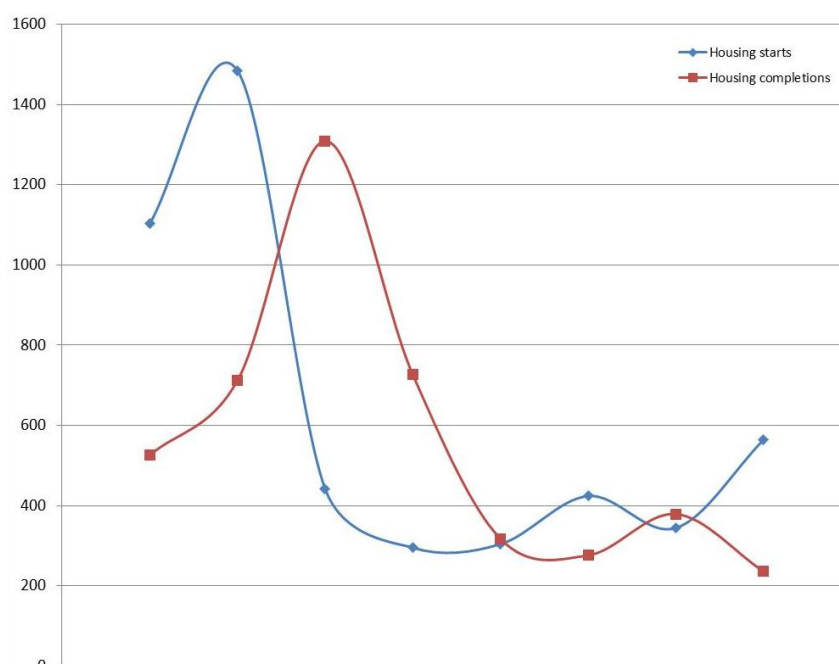
3.3.2 The Portsmouth Plan was adopted on 24th January 2012. As a result, it now forms a robust and up to date housing target for the city. The plan states that 12,254 net additional dwellings could be provided between 2006/7 and 2026/7. This equates to an average of 584 homes per year over the 21 years. 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



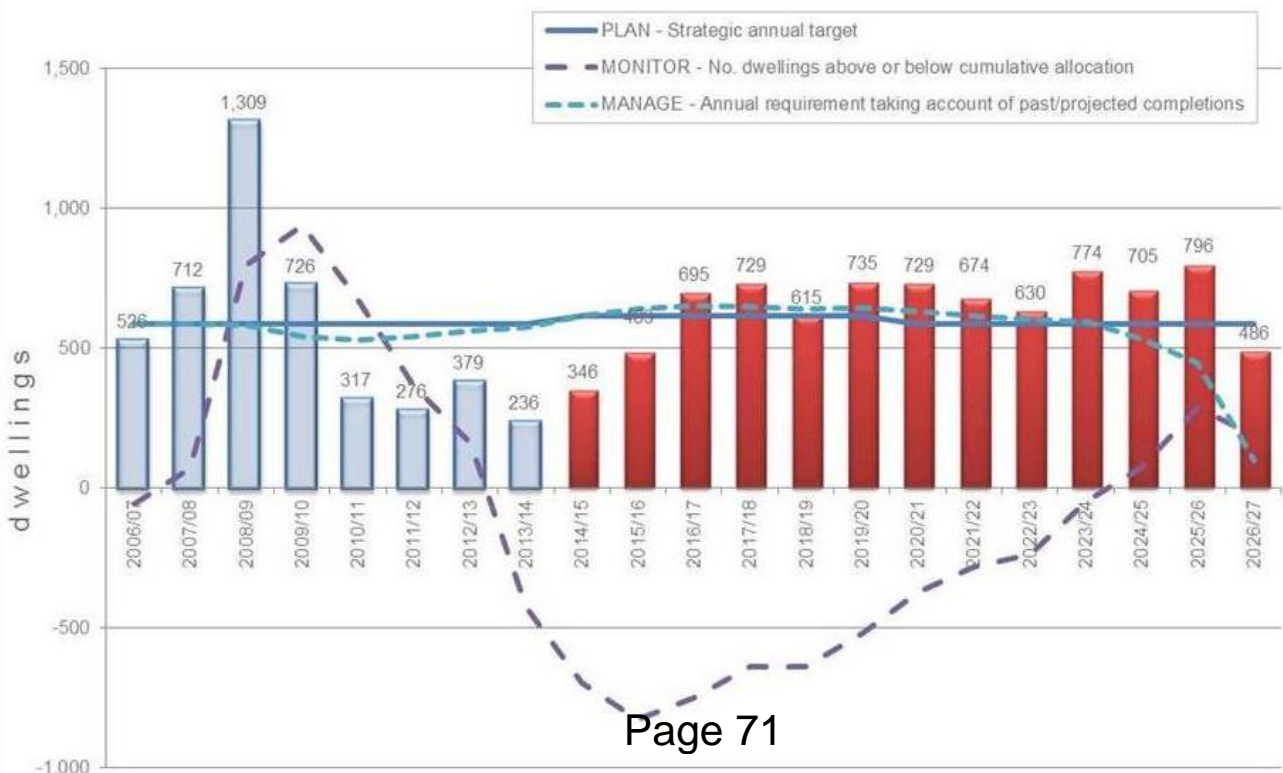
3.3.8 The Strategic Housing Land Availability Assessment has been reviewed to ensure that the city has a sufficient supply of housing land moving forward. The results of the study show that Portsmouth is able to fulfil its housing requirements for the first 10 years of delivery. In total the city will 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.

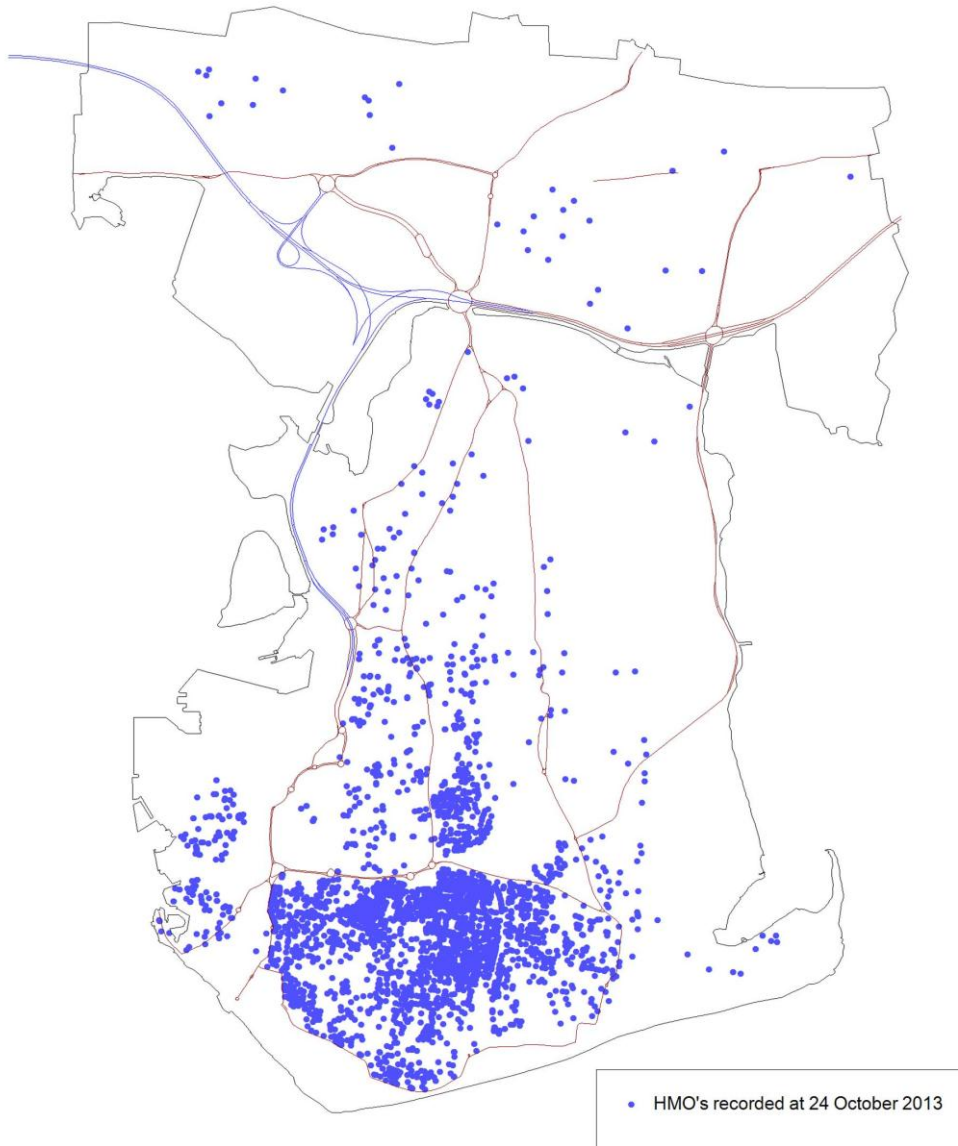
Houses in Multiple Occupation

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.

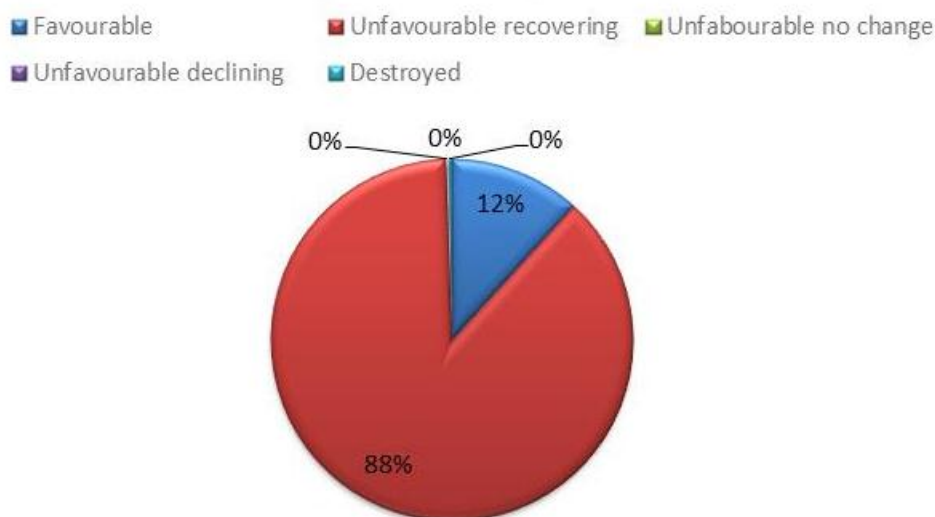
3.4.17 A total of eight responses were received, mostly from nature conservation organisations. More than half of the respondents either did not submit specific comments or generally supported the proposals. There were a number of suggestions regarding terminology, of which some can be addressed. There 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.

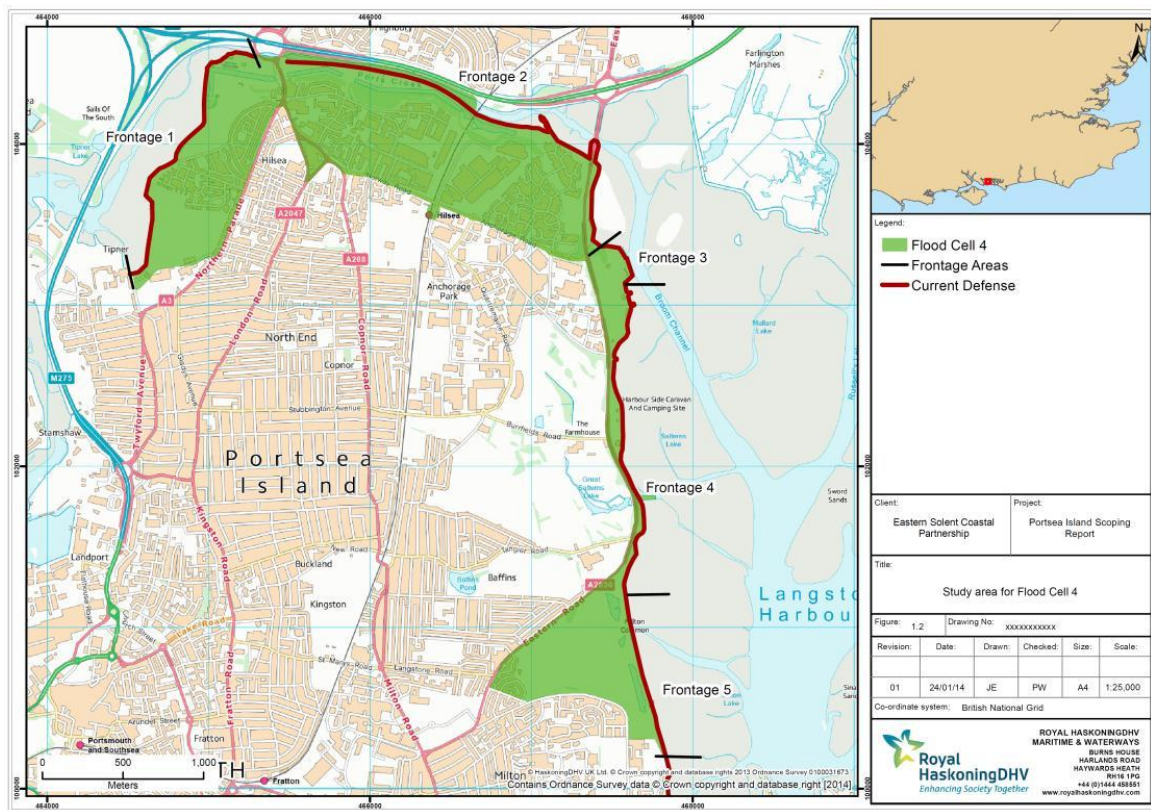
3.4.26 The proposed layout of the scheme under the reserved matters application included a centrally located area of open space, incorporating a play area. It had an area of 0.48ha whilst four smaller areas which are part of the scheme between them contribute 0.127ha giving a combined total open space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

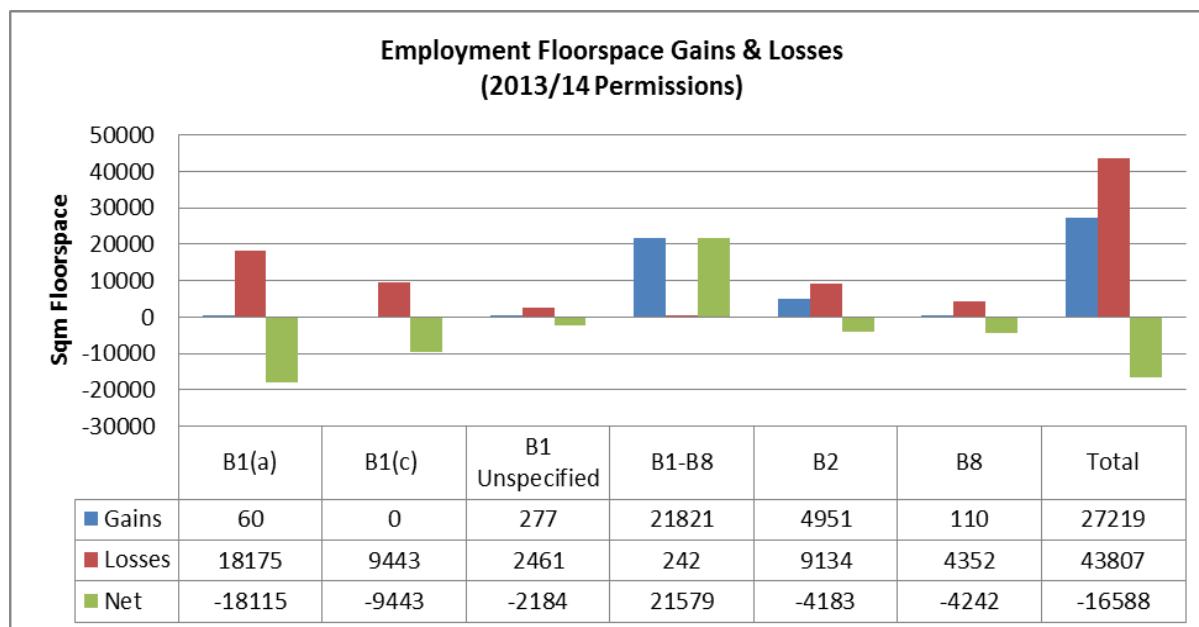
KEY MONITORING NEWS IN THIS SECTION

- 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.

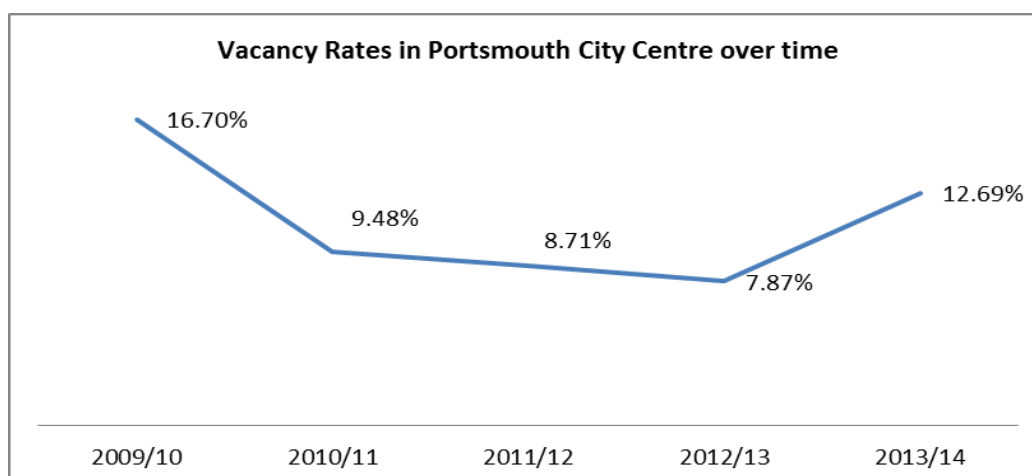
Level of A1 shops in Portsmouth City Centre at the end of the monitoring period		
75% of the frontage is	1834.47m	75.00%
Current level of A1 (incl vacant units)	1777.38m	72.67%
Additional non-A1 frontage which can be accommodated	-57.09m	-2.33%

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

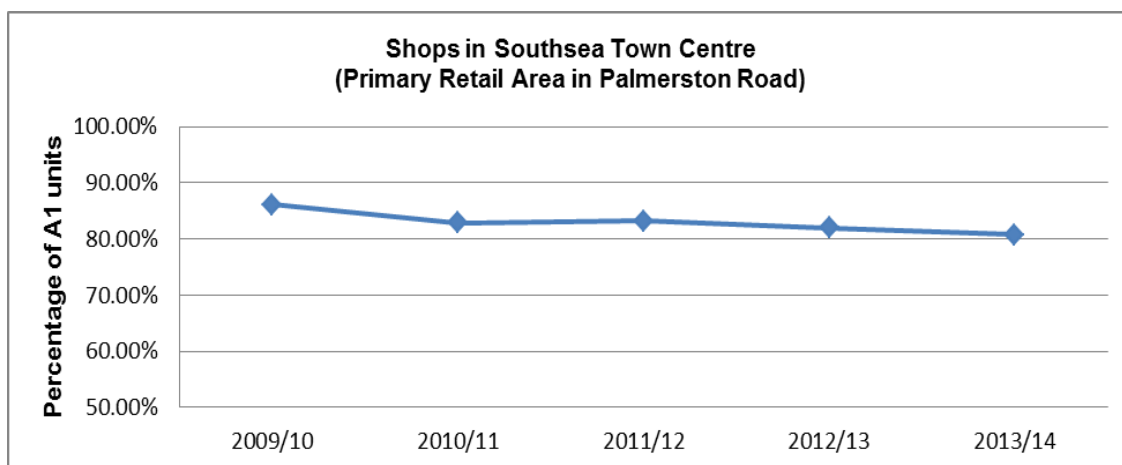
3.5.12 There are two strands to the policy framework for Southsea Town Centre: one is a focus on maintaining a healthy level of retail shops in the primary shopping area around Palmerston Road, the other is to create a restaurant / café quarter in the southern part of Palmerston Road and Osborne Road 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.



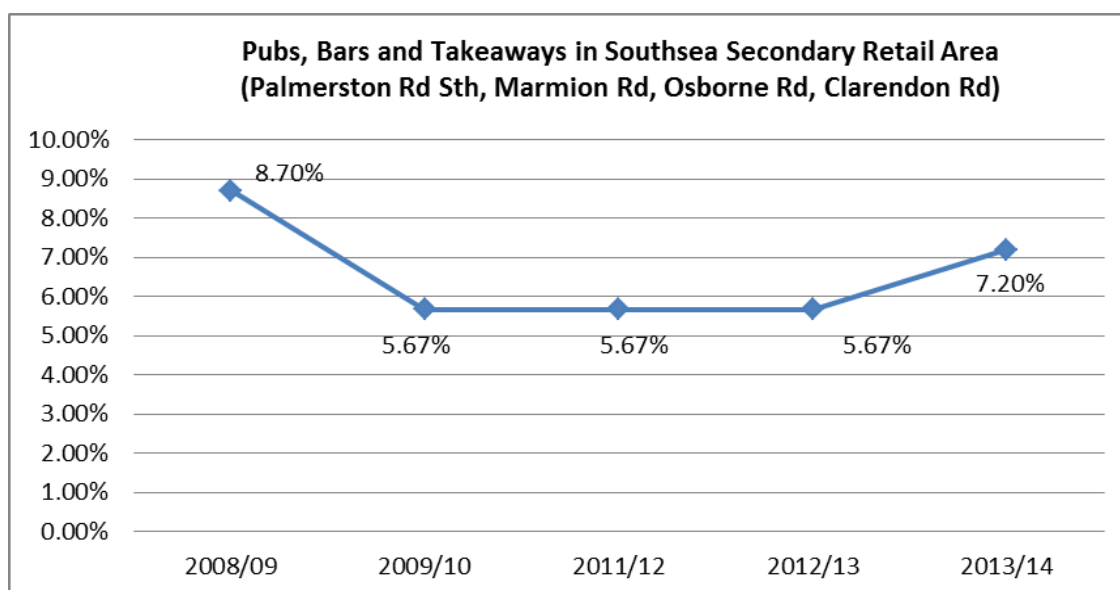
3.5.15 Vacancy rates have continued to fall in the primary retail area to 1.26%, but have increased in the secondary area to 7.64%. However there are very low levels across

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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Title of meeting:	Cabinet Member for Planning, Regeneration and Economic Development
Date of meeting:	02 December 2014
Subject:	Eastney Beach Habitat Restoration and Management Plan Supplementary Planning Document
Report by:	City Development Manager
Wards affected:	Eastney and Craneswater
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 To approve the Eastney Beach Habitat Restoration and Management Plan Supplementary Planning Document (SPD) for adoption.

2. Recommendations

The Cabinet Member is recommended to:

1. **Note the results of the consultation on the draft SPD and approve the Consultation Statement (Appendix A)**
2. **Adopt the Eastney Beach Habitat Restoration and Management Plan SPD (Appendix B)**
3. **Authorise the City Development Manager to make editorial amendments to the SPD (attached as Appendix B) prior to publication, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development. These amendments shall be restricted to correcting errors and formatting text and shall not alter the meaning of the statement.**

3. Background

- 3.1 Eastney Beach is a designated Local Wildlife Site (LWS) as the beach is home to a large amount of vegetated shingle, which is a priority habitat. The Portsmouth Plan sets out a framework in Policy PCS13 to ensure that any impacts to LWS and the habitats they support are properly considered during the planning process.
- 3.2 Portsmouth Plan Policy PCS9 and The Seafront Masterplan set out ambitious proposals to develop and enhance the seafront. The Masterplan recognises that the vegetated shingle at Eastney Beach is valuable for the species that use it and

valued by the large number of residents and visitors who visit every day. The area is also identified for a number of development opportunities in the future which, together with others along the seafront, will maximise the potential of the area as a whole.

- 3.3 It is likely that developments in this area identified in the Seafront Masterplan will result in adverse impacts on the LWS and habitats within it unless there are mitigation measures which could be used to remove this impact. These development proposals – particularly the smaller ones – may well find it difficult to address the impacts they would cause on an individual basis.
- 3.4 This management and restoration plan will provide a coherent, strategic approach to this issue. Future development aspirations would be able to link in to this wider strategy to help facilitate the on-going management and restoration of the site and thus ensure that the impacts of their developments on the vegetated shingle habitat are mitigated and compensated for.

Consultation

- 3.5 The draft SPD was approved for consultation on 7th October 2014. Following this, a targeted consultation took place between 8th October 2014 and 5th November 2014. All specific and general consultation bodies with an interest in nature conservation or the coast were sent either a letter or email notifying them of the consultation. In addition, a further 203 letters were sent to those who live close to Eastney Beach and posters were displayed along the beach highlighting the consultation to those who visit the beach. A copy of the neighbour notification area and the poster which was displayed are at appendix 1. The draft SPD was made available on the city council's website, at the city council's offices and at Southsea Library.
- 3.6 Ten people and organisations submitted comments on the SPD, including Natural England which is the Government's statutory advisor on nature conservation. An analysis of the comments which were made is at appendix A of this report.
- 3.7 Overall, the consultation responses suggest that only minor changes should be made to the SPD. These are included in the final of the SPD, which is at appendix B. Changes made as a result of the comments are highlighted in blue.

4. Reasons for recommendations

- 4.1 So as to receive full weight in planning decisions, the SPD needs to be adopted by the city council.

5. Equality impact assessment (EIA)

- 5.1 A preliminary EIA has been conducted. As the plan is principally concerned with habitat restoration, it is not considered that a full EIA is needed.

6. Legal Implications

- 6.1 The process by which the City Council prepares supplementary planning documents, including public consultation, is regulated by the provisions of The Town and Country Planning (Local Planning) (England) Regulations 2012 (“the Regulations”).
- 6.2 Publication, consultation with appropriate stakeholders, and receiving and considering relevant representations are necessary steps towards adoption, and the report and recommendation support compliance with the Council’s statutory obligations as local planning authority.

7. Head of Finance Comments

- 7.1 There will be no costs to the Planning Service associated with implementation of the Eastney Beach Habitat Restoration and Management Plan.
- 7.2 The cost for physical works arising from the implementation of the plan will be met from contributions received from applicants. As part of the application process, there is a legal requirement for the applicant to provide funding to cover mitigation costs.
- 7.3 Small items such as bins and signage will continue to be met from the seafront budget.

.....
Signed by:

Appendices:

Appendix A - Consultation Statement

Appendix B - Eastney Beach Habitat Restoration and Management Plan Supplementary Planning Document

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
None.	

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Appendix A:

Eastney Beach Habitat Restoration and Management Plan Supplementary Planning Document

Consultation Statement

1. This statement sets out who the city council consulted when preparing the Eastney Beach Habitat Restoration and Management Plan Supplementary Planning Document (SPD), a summary of the responses raised and how those issues have been addressed in the final SPD. Preparation of this statement is a requirement of Regulation 12(a) of the Town and Country Planning (Local Planning) (England) Regulations 2012.
2. The draft SPD was approved for consultation on 7th October 2014¹. Following this, a targeted consultation took place between 8th October 2014 and 5th November 2014 focussed mostly on bodies with an interest in nature conservation, those who live close to Eastney Beach and those who visit the beach.
3. All specific and general consultation bodies with an interest in nature conservation or the coast were sent either a letter or email notifying them of the consultation. In addition, a further 203 letters were sent to those who live close to Eastney Beach and posters were displayed along the beach highlighting the consultation to those who visit the beach. A copy of the neighbour notification area and the poster which was displayed are at appendix 1. The draft SPD was made available on the city council's website, at the city council's offices and at Southsea Library.
4. A total of 10 representations were received. No representations were made on the Strategic Environmental Assessment & Sustainability Appraisal draft screening statement. The issues which were raised by the respondents and the consequent changes to the SPD are set out in the table below.

¹ <http://democracy.portsmouth.gov.uk/ieListDocuments.aspx?CId=158&MId=2349&Ver=4>

Eastney Beach Habitat Restoration and Management Plan Supplementary Planning document consultation

Respondent	Comments which were made during the consultation	The city council's response to the comments	Changes which will be made to the SPD
General comments			
Natural England	Welcome city council's decision to produce an SPD to help restore and safeguard the rare and important vegetated shingle community present along Eastney Beach.	Support noted.	None.
L Higgins	<p>Congratulates the city council on an excellent document outlining the Eastney Beach draft:- Habitat Restoration and Management Plan.</p> <p>The report is more than sufficient to know PCC knows the importance to the flora and to a lesser extent the fauna (mini beasts) of them. I might however add that I was asked the question if the vegetated shingle habitat died or was significantly destroyed what would be the effect to the stability of the beach and the coast defence upon which we rely? I am afraid I could not answer but may I request that this issue is investigated before any further action is taken.</p>	Support noted. The mitigation measures set out in the plan should ensure that there is no damage to the vegetated shingle habitat from development. The monitoring done to date is establishing a baseline condition for the habitat and annual monitoring in the future will detect any possible deterioration before the vegetated shingle could be considered significantly destroyed.	None.
N Hewellyn-Thomas	<p>Wish to register my objection to any development of Eastney Beach. I take issue with the assumption that in order to make Portsmouth the Great Waterfront City, we must 'develop' every part of the waterfront. As you acknowledge, the beauty and value of the Eastney Beach lies in the fact that the shingle beach environment has, so far, been preserved. Why would you then follow this statement with how a description of how you can then develop the area and "mitigate" the damage caused by this development by moving sensitive species? You also state how much the beach is "really valued by those who like to enjoy the wilder and more natural beach" but then follow this statement with a wish to change that status by "small-scale development opportunities". Opportunities for whom? Clearly not the people who value the beach as it is because they value it as it is. If we wish to retain a great waterfront then it would be far more sensible to restrict renewal to those areas further west that have already been developed. These are the busiest areas and should remain so leaving Eastney Beach intact as a quieter, more natural area. This would enhance the diversity of the waterfront giving a wide range of distinct areas along its length, from the Clarence Pier 'Entertainment' zone to the Eastney Beach</p>	The SPD proposes to put a framework in place to allow that development, the principal of which has been previously established in the Seafront Masterplan, to go ahead. However in doing this, it seeks to ensure that no net damage takes place to the Eastney Beach Local Wildlife site. This ensures that the natural habitat which makes Eastney so attractive is able to continue to thrive but there are sufficient facilities in place so that as many people as possible to get to enjoy one of Portsmouth's more natural areas.	None.

	'Eco' zone. A truly ecologically sensitive zone free from cafes (whether branded 'eco' or not) and motorised water sports facilities.		
J Jackson	Vegetated shingle is an internationally rare habitat supporting a large range of plant and animal life. It is a priority habitat in the UK Biodiversity plan and designated a conservation area (source - information board on Eastney beach)	Noted - the SPD seeks to ensure that the habitat is preserved for the future.	None.
J Jackson	The area is 'wilder' and more tranquil than other parts of the seafront and is appreciated by many people because of this. Any development must not detract from this (source SPD age 2 and 8). Development is likely to cause habitat loss and increasing degradation (source SPD page 9), and lead to the area becoming less natural and tranquil.	The SPD proposes to put a framework in place to allow that development, the principal of which has been previously established in the Seafront Masterplan, to go ahead. However in doing this, it seeks to ensure that no net damage takes place to the Eastney Beach Local Wildlife site. This ensures that the natural habitat which makes Eastney so attractive is able to continue to thrive but there are sufficient facilities in place so that as many people as possible to get to enjoy one of Portsmouth's more natural areas.	None.
English Heritage MMO 17	No comment.	Noted.	None.

Impact on the nearby European sites

Natural England	A significant part of the LWS provides supporting habitat for birds associated with the nearby Chichester Harbour and Langstone Harbour Special Protection Area. Given that SPA supporting habitat receives protection under the Habitats Regulations, we would recommend that the use of the site by SPA birds is made reference to in this document.	Agree this is the case. Further text will be added to highlight this fact and that developers will need to consider this.	Text regarding SPA designations and supporting habitat has been added at paragraphs 3.4 and 3.5.
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Indirect losses of habitat

Natural England	The SPD refers to avoiding impact to the LWS as a result of the developments proposed in the seafront masterplan. It focuses on the direct loss of habitat that could occur but we would highlight that increased use of the LWS as a result of adjacent development - such as beach huts - could have impacts on both the vegetated shingle and the SPA. The management of these impacts is also likely to be relevant to the SPD.	Agree - more explicit reference should be made to the need to ensure that indirect habitat loss is accounted for.	Text regarding indirect habitat loss has been added to paragraph 3.18
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Reasons for changes at Eastney			
G Bremer	It is unsafe to propose a single factor for the progression of the vegetated shingle westwards. I have noticed that use of the entire Southsea beach has declined in use over the past ten years. Would suggest this is a major factor in the westward spread of the vegetation.	Noted. The city council is committed to continuing the ecological monitoring of the beach on an annual basis.	None.
Targets and mitigation measures.			
G Bremer	Pleased that a plan has been set out and agree with target 1, but have reservations about some other aspects of the restoration and management prescriptions. Target 2b sets out proposals to enhance 4.2ha of habitat. The shingle community is self-regulating though. There will always be bare patches and colonised patches and the patterns of these will change over time. Similarly, composition of the community will change with time. Cannot see value in trying to grow seedlings for bare patches as these are an intrinsic part of the habitat. What is the nature of the "enhancement" and who decides what should be "enhanced". Fencing off areas may not have an impact - how would human interference be quantified?	The restoration would largely consist of the selected removal of non-native species and those which are not valuable to the vegetated shingle habitat and native species which are not typical of vegetated shingle (eg bramble), which is highlighted in paragraph 3.43. This will allow the more valuable species to thrive. It will not require seeding. The work would be overseen by the city council's ecologist.	None.
Monitoring			
G Bremer	The small scale habitat lends itself to simple quadrat and transect surveys which could form the basis for ongoing datasets.	Agree - this already takes place on an annual basis and is referred to in paragraph 3.48.	None.
N Llewellyn-Thomas	the quality of any development on any of the waterfront needs to be open to much closer scrutiny. Poor quality design and construction are the surest ways to undermine the goal of achieving a great waterfront (or any other part of the city). This is perfectly highlighted by the ongoing construction of the new Coffee Cup building. This is exactly the type of inappropriate and insensitive development and poor quality design that will ruin this beautiful area. How this got planning permission is beyond comprehension. In the context it is too big, too ugly and too permanent.	The SPD proposes to put a framework in place to allow that development, the principal of which has been previously established in the Seafrost Masterplan, to go ahead. However in doing this, it seeks to ensure that no net damage takes place to the Eastney Beach Local Wildlife site. This ensures that the natural habitat which makes Eastney so attractive is able to continue to thrive but there are sufficient facilities in place so that as many people as possible to get to enjoy one of Portsmouth's more natural areas.	None.
J Jackson	As a resident of Portsmouth for 26 years I have come to appreciate and enjoy Eastney beach. I am concerned that any development in the area between the new coffee house at St Georges road and east to Henderson road would be detrimental. I suggest that no development takes place	The SPD proposes to put a framework in place to allow that development, the principal of which has been previously established in the Seafrost Masterplan, to go ahead. However in doing this, it	None.

		seeks to ensure that no net damage takes place to the Eastney Beach Local Wildlife site. This ensures that the natural habitat which makes Eastney so attractive is able to continue to thrive but there are sufficient facilities in place so that as many people as possible to get to enjoy one of Portsmouth's more natural areas.	
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Principals of the SPD

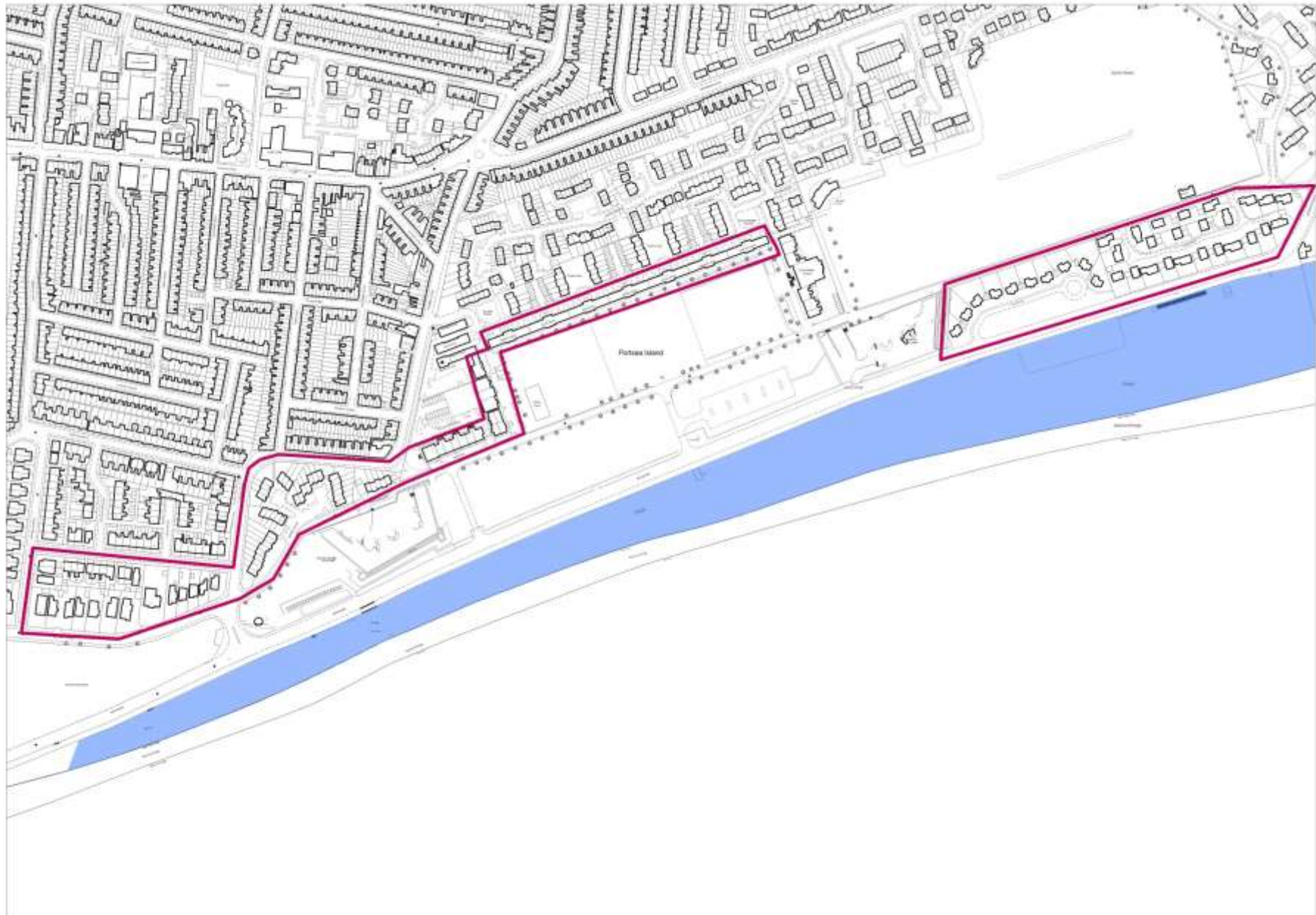
Page 19	R Drake	The Coffee Cup building under construction and the vehicles and other equipment that is on the building site has probably destroyed some of this habitat already. Why are you asking for comments when the city council has allowed the development to take place already? The harm to the habitat has already been done, unless you can advise me of actions that were taken to prevent this before Coffee Cup building work was stated...none I fear!!!!	The SPD proposes to put a framework in place to allow that development, the principal of which has been previously established in the Seafront Masterplan, to go ahead. However in doing this, it seeks to ensure that no net damage takes place to the Eastney Beach Local Wildlife site. This ensures that the natural habitat which makes Eastney so attractive is able to continue to thrive but there are sufficient facilities in place so that as many people as possible to get to enjoy one of Portsmouth's more natural areas.	None.
	R Drake	Does anyone in the council realise that no everyone wants noise, development and YET MORE COFFEE OUTLETS but to have some undeveloped natural beach and seafront for the enjoyment of more nature loving residents?	The SPD proposes to put a framework in place to allow that development, the principal of which has been previously established in the Seafront Masterplan, to go ahead. However in doing this, it seeks to ensure that no net damage takes place to the Eastney Beach Local Wildlife site. This ensures that the natural habitat which makes Eastney so attractive is able to continue to thrive but there are sufficient facilities in place so that as many people as possible to get to enjoy one of Portsmouth's more natural areas.	None.

Other comments

G Bremer	I have been observing the intriguing considerable westward expansion of the Eastney Beach community in the past two decades. Access to remote sensing images from this period may provide valuable data on the progression of colonisation of formerly bare areas of shingle.	Noted - this will be investigated with the Hampshire Biodiversity Information Centre. Analysis of historical aerial photographs and historic mapping has already been used. As a long term analysis tool, this could be	None.
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		very useful.	
G Bremer	Would want to see recognition that the shingle resource would be an important resource for schools.	Agree	Paragraph 2.11 refers to educational value.
J Jackson	Development tends to lead to further development over time	Noted.	None.

Appendix 1 - neighbour notification area



Eastney Beach is home to a wide variety of different species which makes this area a quiet escape from city life. We want to make sure that some improvements can also take place which will improve Eastney Beach for the future whilst also protecting the habitats here and are asking for your views on these.

Eastney Beach, between the mouth of Langstone Harbour and St George's Road, is identified as a local wildlife site for the valuable and rare vegetated shingle habitat that has flourished here. The Seafront Masterplan recognises that the vegetated shingle is really valued by those who like to enjoy the wilder and more natural beach here. However some improvements and small-scale development opportunities have been identified in the masterplan to further improve the area.



These developments could cause harm to the vegetated shingle and so we have identified how much less valuable habitat currently exists on the beach and where restoration techniques could be used to restore and improve the habitat.



You can look at the draft plan on our website if you go to portsmouth.gov.uk and search for 'Eastney Beach' or you can come into the Civic Offices or Southsea Library to pick up a copy. We would like your comments on the proposals before taking the plan forward. You can email your comments to us at planningpolicy@portsmouthcc.gov.uk or you can write to Planning Policy Team, Portsmouth City Council, Guildhall Square, Portsmouth, PO1 2AU. If you would like to send us your comments on the plan, please get these to us by **5th November**.



The valuable habitat at Eastney Beach. From the top: Sea Holly, Yellow Horned Poppy and Sea Beet

Eastney Beach Habitat Restoration and Management Plan

Supplementary Planning Document

www.portsmouth.gov.uk

Appendix B

Eastney Beach Habitat Restoration and Management Plan
Supplementary Planning Document

Adopted on 2 December 2014

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Section 1: Introduction

1.1 Eastney Beach is a designated Local Wildlife Site (LWS) as the beach is home to a large amount of vegetated shingle, which is a priority habitat. The Portsmouth Plan sets out a policy framework to ensure that any impacts to LWS and the habitats they support are properly considered during the planning process.



1.2 The Seafront Masterplan was adopted in April 2013 with ambitious proposals to develop and enhance the seafront. The Masterplan recognises that the vegetated shingle at Eastney Beach supports a wide variety of species and is highly valued by those who use it and by the large number of residents and visitors who visit every day. The area is also identified for a number of development opportunities in the future which, together with others along the seafront, will maximise the potential of the seafront as a whole.



1.3 Beaches along the Seafront are regularly and heavily used by a wide range of residents for a variety of purposes, and the different sections of the Seafront offer a welcome variety of experiences, from the more managed, open, beach west of the Pier, to the more semi-natural, 'wilder' sections further towards Eastney. To continue to be able to provide residents with this diversity of choice and to enhance it, this Plan should be used to clearly define the different areas of provision and management of the different sections of the Seafront.



1.4 These twin aspirations of conserving and enhancing the biodiversity of Eastney Beach and maintaining and

Figure 1: The valuable habitat at Eastney Beach. From the top: Sea Holly, *Eryngium maritimum*, Yellow Horned Poppy *Glaucium flavum* and Sea Beet *Beta vulgaris* subsp. *maritima*.

enhancing diversity and quality of choice are clearly consistent with the Seafront Masterplan and Policy PCS9 'The Seafront' of the Portsmouth Plan. This Restoration and Management Plan will therefore be an essential part of the successful implementation of the Seafront Masterplan.

- 1.5 It is likely that developments in this area identified in the Seafront Masterplan will result in adverse impacts on the LWS and habitats within it unless mitigation measures are used to remove this impact. Developers may well find it difficult to address the impacts that their scheme would cause on an individual basis, particularly in the case of smaller developments. This may be due to the costs involved, the difficulties of co-ordination of a number of smaller projects by different organisations and due to impacts being occurring on land outside the applicant's control.
- 1.6 This management and restoration plan will provide a coherent, strategic approach to this issue. Future development aspirations would be able to link in to this wider strategy to help facilitate the on-going management and restoration of the LWS and thus enable developers to ensure that the impacts of their developments on the vegetated shingle habitat are mitigated and compensated for.
- 1.7 The objectives of this SPD are therefore to ensure that the natural environment of Eastney Beach is preserved for the future whilst also providing mitigation options so that the development identified in the Seafront Masterplan can go ahead. The SPD also ensures the existing and future variety of choice of beach provision for residents is maintained and enhanced. Finally, in line with national planning policy (NPPF paragraph 109), is to enhance the biodiversity value of the site. The biodiversity objectives will broadly be achieved through measures to improve the quality and abundance of the vegetated shingle habitat. A glossary is provided at appendix 1 which explains some of the more technical terms used.



Figure 2: From the left: Sea-Kale *Crambe maritima* and Nottingham Catchfly *Silene nutans*

Section 2: What is vegetated shingle?

- 2.1 Shingle is defined as sediment with particle sizes in the range 2-200 mm¹. The term 'vegetated shingle' can be applied to all vegetated or potentially vegetated shingle - i.e. that which is identified as shingle at the surface on geological maps. However, the nature of shingle dictates that some may be regarded as agricultural land, whereas some may be regarded as a mobile resource to be used for sea defences, so there is much variation in the criteria used in various studies².

Distribution

- 2.2 Globally, the distribution of shingle beaches vegetated (or having the potential to be vegetated) has been largely determined by the limits of the Pleistocene glaciation period and are thus confined to higher latitudes. The extent of the coastal vegetated shingle resource within England is estimated at 42.76 km², largely concentrated along the south and east coasts. It is also well represented around Scottish coastlines.

Formation

- 2.3 Four environmental factors are responsible for the growth of a shingle beach³. There needs to be a suitable supply of material as well as the right wave, tide and wind conditions. The interactions between these factors is unpredictable so conditions without movement of the shingle occurring may exist for considerable periods, interspersed by times of marked activity resulting in stable and mobile shingle habitats varying both in time and space.

Structure

- 2.4 Shingle structures take the form either of spits, barriers or barrier islands formed by longshore drift, or of cusped forelands where a series of parallel ridges piles up against the coastline.

Species

- 2.5 There are two main types of vegetation communities supported by such shingle habitat, as described by the Joint Nature Conservation Committee and used for habitat monitoring purposes: Annual vegetation of driftlines⁴ and perennial vegetation of stony banks⁵.

Annual vegetation of driftlines

- 2.6 This habitat type occurs on deposits of shingle lying at or above mean high-water spring tides. It can include National Vegetation Classification (NVC) types SD2 Honkenya peploides – *Cakile maritima* strandline community (i.e. including sea sandwort and sea rocket) and SD3 *Matricaria maritima* – *Galium aparine* (sea chamomile and cleavers) strandline community on stony substrates. MC6 *Atriplex prostrata* – *Beta vulgaris ssp. maritima* (spear-leaved orache and sea beet) sea-bird cliff community and other vegetation with abundant *orache Atriplex spp.*

¹ http://jncc.defra.gov.uk/pdf/UKBAP_BAPHabitats-10-CoastVegShingle.pdf

² http://www.biodiversitysussex.org.uk/file_download/58

³ DOODY, P. and R RANDALL, 2003, Guide to the Management and Restoration of Coastal Vegetated Shingle, English Nature: Peterborough

⁴ <http://jncc.defra.gov.uk/protectedsites/sacselecion/habitat.asp?FeatureIntCode=H1210>

⁵ <http://jncc.defra.gov.uk/protectedsites/sacselecion/habitat.asp?FeatureIntCode=H1220>

Perennial vegetation of stony banks

- 2.7 This habitat occurs where the conditions allow for more stable vegetation development. There are some affinities with the annual driftline vegetation communities, including such species as yellow horned-poppy *Glaucium flavum*, the rare sea-kale *Crambe maritima* and sea pea *Lathyrus japonicus*. In more stable areas above this zone, where sea spray is blown over the shingle, plant communities with a high frequency of salt-tolerant species such as thrift *Armeria maritima* and sea campion *Silene uniflora* occur. These may exist in a matrix with abundant lichens. On the largest and most stable structures the sequence of vegetation includes scrub, notably broom *Cytisus scoparius* and blackthorn *Prunus spinosa*. Heath vegetation with heather *Calluna vulgaris* and/or crowberry *Empetrum nigrum* occurs on the more stable shingle structures, particularly in the north. This sequence of plant communities is also influenced by natural cycles of degeneration and regeneration of the shrub vegetation that occurs on some of the oldest ridges.

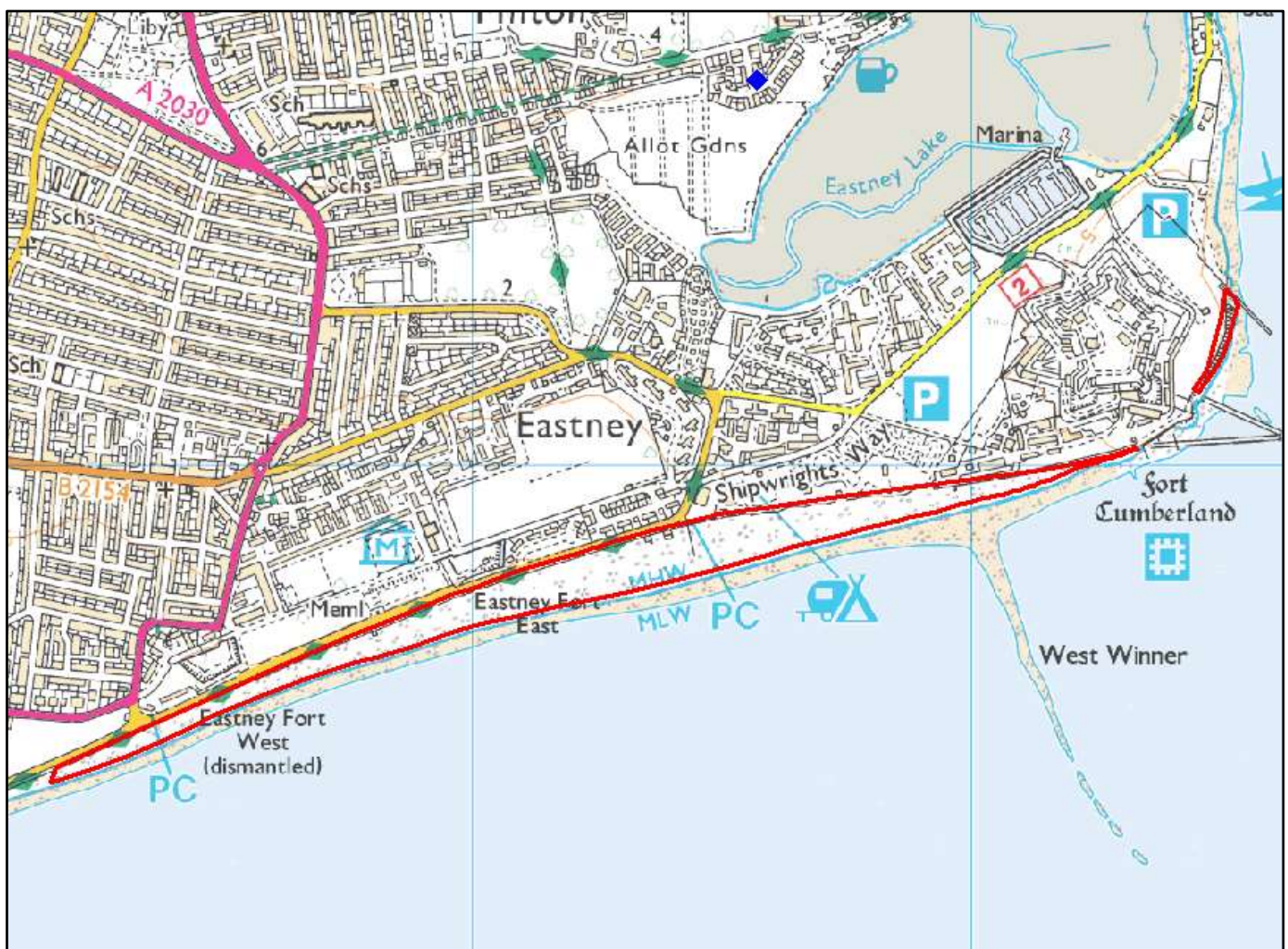
Value of vegetated shingle

- 2.8 Because shingle beaches are mobile structures developed in dynamic high-energy environments, they are highly efficient dissipaters of wave energy and can form important components of sea defences, with the vegetation higher up the beach contributing to the stability of the landward edges of such areas.
- 2.9 In social terms, vegetated shingle sites provide a recreational resource away from more traditional beaches. There are proven links between public health and recreational access to nature.
- 2.10 In ecological terms, they contribute to a higher level of biodiversity through the unique plant species that they support. This in turn supports a diverse assemblage of invertebrates which are themselves of value to other species such as birds. This ecological diversity also contributes to the social value of such sites.
- 2.11 Given the national scarcity of vegetated shingle as a habitat, Eastney Beach also provides a valuable resource for local schools to learn about how biodiversity can thrive, even in an urban location such as Portsmouth.

Section 3: Eastney Beach

Existing protection

- 3.1 Photos 1 and 2 (below) show, as example, how the extent of the habitat has changed since the end of the Second World War.
- 3.2 Eastney Beach is currently designated as a Local Wildlife Site (LWS). It was originally designated in the Portsmouth City Local Plan, which was adopted in 2006. In 2010, the designation was extended as more recent survey data showed that the vegetated shingle habitat had grown. The up to date boundary is shown in map 1.
- 3.3 Map 1 shows the extent of this designation.



Map 1: location of Eastney Beach LWS.

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- 3.4 It should also be noted that Eastney Beach is immediately adjacent to Langstone Harbour which is internationally designated as part of Chichester and Langstone Harbours Special Protection area and Ramsar site as well as the Solent Maritime SAC. In addition to this, SPA species regularly use a number of terrestrial sites either for feeding or roosting. There

are several such sites along the seafront, including one within the local wildlife site boundary. Langstone Harbour is also nationally designated as a Site of Special Scientific Interest.

- 3.5 This SPD does not address impacts which development may have on the international or national designations. How any impact would be addressed is set out in Policy PCS13 of the Portsmouth Plan. However given that international and national designations afford the sites legal as well as policy protection, this matter should be discussed with the city council at the earliest possible point.



Photo 1: Aerial photos of Eastney beach taken immediately after WWII.

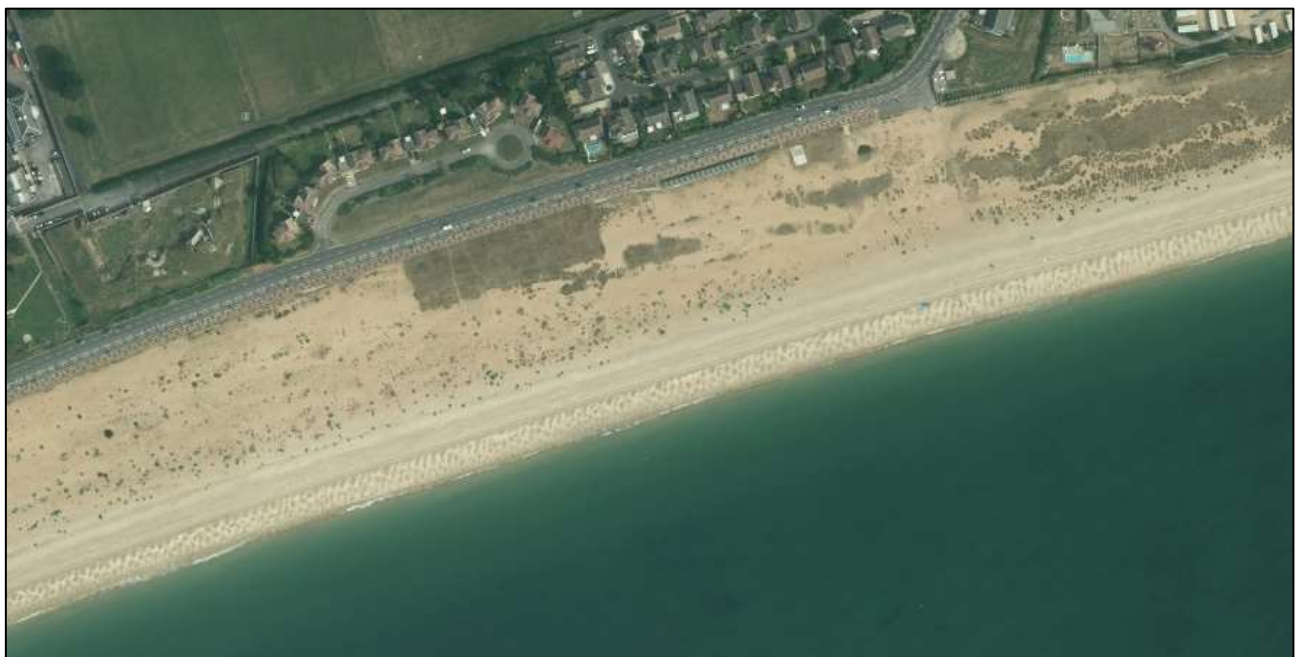


Photo 2: Aerial photo (2013) of the same area, showing areas of planted grassland and other vegetation establishment

© Copyright Blom Aerofilms Ltd, 2013

- 3.6 While LWS are not legally protected, the Portsmouth Plan sets out a policy framework to ensure that impacts to LWS and the habitats they support are properly considered during the planning process. Where developments may affect a LWS, Policy PCS13 '*A Greener Portsmouth*' states that the Council will protect green infrastructure by:
- Recognising the benefits of local sites for nature conservation and its enjoyment for residents and visitors
 - Ensuring that the intrinsic habitat value of the site can be retained or enhanced through development proposals
 - Allowing development only if it clearly outweighs the substantive nature conservation value of the site, an impact on the site cannot be avoided or mitigated and compensatory measures are provided.
- 3.7 Additionally, Policy PCS9 '*The Seafront*' states that new development will contribute to the revitalisation of the seafront, tourism and the wider regeneration strategy for Portsmouth, and that this will be achieved by (amongst other things) encouraging and supporting proposals for small scale restaurants, cafés and other uses and activities that will diversify the leisure and cultural offer without detracting from the open character of the seafront, and by protecting the nature conservation value at Eastney Beach.
- 3.8 This was carried through into the Seafront Masterplan SPD, one of the objectives of which includes protecting the valuable wildlife habitat at Eastney Beach. The objective is reflected in the various proposals for Eastney Beach in section 4 of the Seafront Masterplan, which recognises that the area is quieter and less developed than other areas of the Seafront, providing an opportunity for visitors to 'escape'. The masterplan sets out that new development and public realm opportunities in the area must not detract from the 'informal' and tranquil atmosphere that visitors value.

Surveys

- 3.9 A Hampshire-wide survey in 2000⁶ covered areas not previously mapped, despite the County including some of the larger shingle units in the UK. This survey focused on strandline communities of fringing beaches and the numerous spits and included chenier banks and harbour island sites (for example, Portsmouth) not represented elsewhere within the 1994 inventory. The estimates of the shingle habitat resource were lengths rather than areas and the community mapping was based on 140 quadrats that have been used to identify NVC and affinities with NVC community types. These quadrats have extended into transitions with saltmarsh and grasslands. As has been found elsewhere there are many variants that do not match well with the current NVC and where there is overlap with terrestrial and MC community types on a shingle and shingle matrix substrate.

⁶ COX, J. and K. CROWTHER, 2001, *Survey of Solent Strandline Vegetation: July – September 2000 - A Report to Hampshire County Council.*

- 3.10 The baseline conditions at the site as presently understood (gained from an analysis of existing survey reports^{7 8}) can be described in the following key points.
- 3.11 As a general description, the habitats on site support a good diversity of shingle and maritime grassland species. These include the Nationally Scarce suffocated clover (*Trifolium suffocatum*), the County Scarce sea bindweed (*Calystegia soldenella*), night-flowering catchfly (*Silene noctiflora*) and sea radish (*Raphanus raphanistrum maritimum*).
- 3.12 There are notable areas of more stable grassland, which generally conform to typical vegetation for this habitat. However, it is believed that much of the more stable grassland is a result of deliberate sowing, notable an area of beach was sown deliberately to provide a dog exercise area. This is highlighted in the aerial photos from after WW2, examination of recent aerial photos (see aerial photos at the end of this outline Plan) and examination of the vegetation and species lists in the HBIC, ECOSA and Arbtech reports that show that while there are maritime species present in this community, there are areas of amenity grassland variant community.
- 3.13 A typical full range of vegetation zones, from bare shingle nearer the high tide line through to scrub communities on the landward side of the habitat extent, is not present at Eastney and will not form, due to the high visitor pressure and presence of sea wall and urban development on the landward side. Management of later succession stages into scrub through grazing and / or scrub control is therefore not necessary. However, there are small areas where succession is proceeding, where patches of bramble scrub have developed. There are also clearly significant areas of maritime grassland habitats, typical of vegetation zones further up the shingle bank in more stable areas – however as discussed these areas are largely anthropogenic in nature so are not all necessarily typical of the site's natural processes that would have occurred in the absence of human intervention.
- 3.14 There are areas of invasive species such as holm oak and sycamore as well as ground flora such as spear thistle and ragwort, both negative indicators of vegetation composition (as described in the Common Standards Monitoring for this habitat – see references at the end of his document).

Pressure from existing use

- 3.15 There is a high degree of litter and dog waste on the site. Although the City Council employs officers to manage the beach, this is an ongoing issue that needs to continue to be managed.
- 3.16 Access to the beach is high by members of the public, with one of the more popular activities being dog walking. It is believed that some of the more stable grassland areas were deliberately seeded as a resource for dog walkers.

Pressure from future use

- 3.17 Further development proposals are likely to come forward along the seafront, through the implementation of the Seafront Masterplan⁹. These will include a mix of smaller proposals

⁷ ECOSA, 2012, *Southsea Beach Huts, Southsea, Hampshire – Extended Phase 1 Ecological Assessment* (see http://publicaccess.portsmouth.gov.uk/online-applications/files/06BCFF91174C56D080B5EB7B418F90B5/pdf/13_00791_FUL-ES_APPENDIX_1_-EXTENDED_PHASE_1_ECOLOGICAL_ASSESSMENT-595896.pdf)

⁸ ARBTECH, 2013, *Ecological Walkover* (see http://publicaccess.portsmouth.gov.uk/online-applications/files/70200EF8001045831F962BB36A764784/pdf/13_00791_FUL-ES_APPENDIX_2_-ARBTECH_REPORT-595897.pdf)

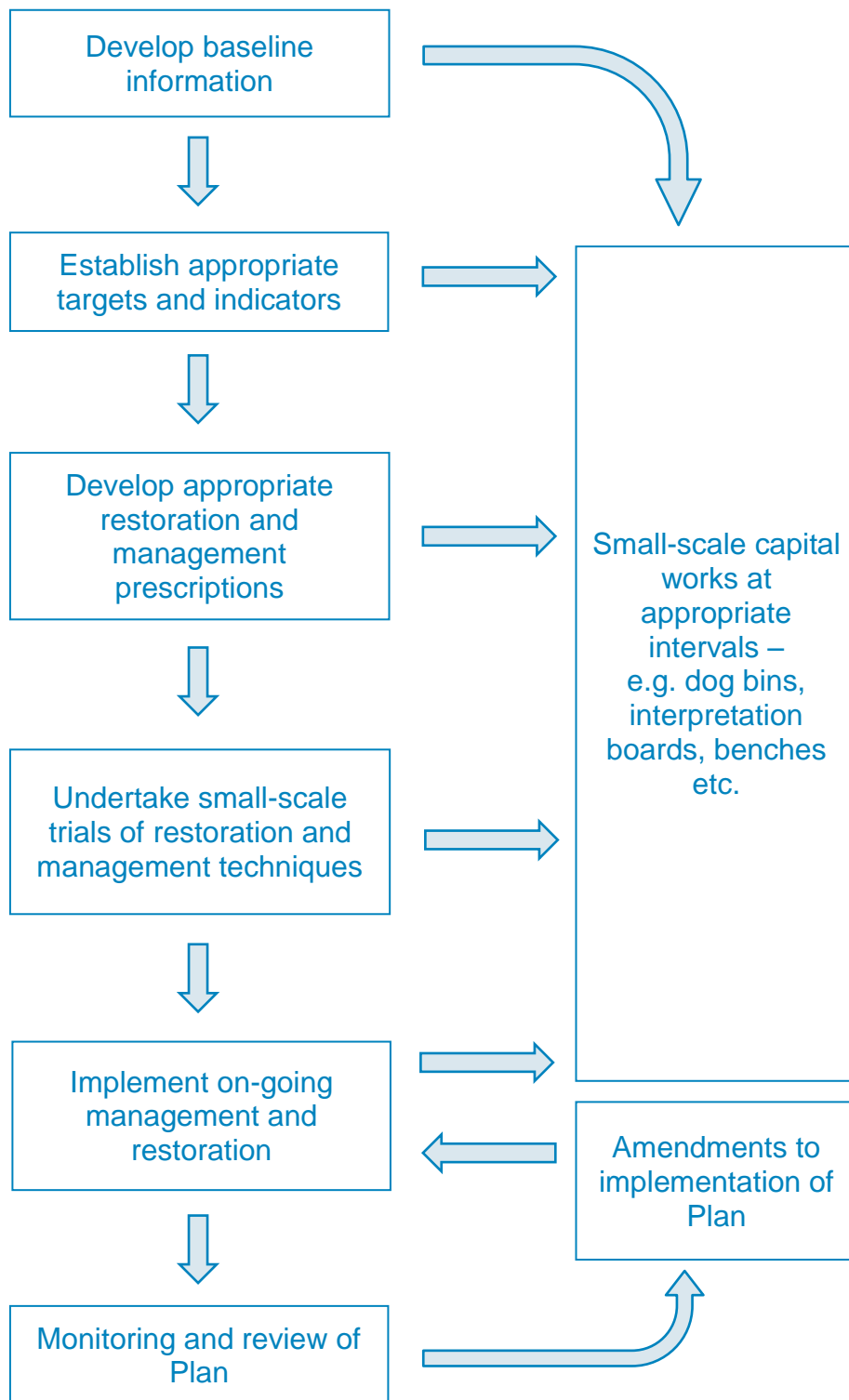
(such as concessions) as well as larger proposals for key buildings and recreational facilities.

- 3.18 Impacts from such proposals are currently unknown. However, they are likely to result in some or all of the following:
- Permanent direct habitat loss (through loss of habitat within development footprint);
 - Permanent indirect habitat loss (through increase in activity from nearby development)
 - Temporary habitat loss (during construction activity);
 - Habitat degradation across a wider area around the developments (due to increased recreational pressure)

Future Management

- 3.19 Previous planning history has shown that smaller developments are extremely likely to result in uncompensated permanent impacts to the LWS and habitats within it. There is likely to be increasing development pressure and consequent recreational use of the site. These proposals – particularly the smaller ones – may well find it difficult to address the impacts they would cause on an individual basis. This may be due to the costs involved, co-ordination of a number of smaller projects by different organisations, and impacts being experienced on land outside the applicant's control.
- 3.20 A coherent, strategic approach to future management is therefore recommended. Future development aspirations would thus be able to link in to this wider strategy through mechanisms such as developer contributions to help fund the on-going management and restoration of the site and thus ensure that the impacts of their developments on the vegetated shingle habitat are mitigated and compensated for.
- 3.21 Beaches along the Seafront are regularly and heavily used by a wide range of residents for a variety of purposes, and the different sections of the Seafront offer a welcome variety of experiences, from the more managed, open, beach west of the Pier, to the more semi-natural, 'wilder' sections along Eastney. To continue to be able to provide residents with this diversity of choice and to enhance it, this Plan can be used to help clearly define the different areas of provision and management of the different sections of the Seafront.
- 3.22 In summary, the management and restoration of the beach is proposed to comprise a number of key stages, as follows

⁹ <https://www.portsmouth.gov.uk/ext/documents-external/dev-seafront-masterplan-final.pdf>



- 3.23 Splitting the Plan up into such stages should make it easier to develop a ‘phasing’ approach so that developments coming forward that need to engage with it and thus provide contributions can result in the Plan being implemented in step with the impacts.
- 3.24 There are however a variety of constraints and limitations likely to affect the implementation and success of this Plan. Therefore the Plan has been drafted to try and be sufficiently flexible to address these.
- Compared to many important areas of vegetated shingle, Eastney Beach is relatively small. Therefore, it will be more sensitive to small changes. Thus, for example, a 0.1ha impact at Eastney would be proportionally greater than at a larger vegetated shingle site. Therefore, care needs to be taken to ensure restoration measures proceed only once successfully trialled on a small scale.
 - High public use – need to ensure the buy-in and understanding of residents and visitors
 - Uncertain success of measures – due to non-typical general environment and site specifics;
 - Site pressures will change as developments take place, making planning of the restoration and enhancement difficult;
 - Established methods such as grazing and large-scale mechanical operations are not possible on this site.

Develop baseline conditions

- 3.25 As discussed above, there is a reasonable amount of existing survey data relating to Eastney Beach. However, an update survey, including botanical, bird and entomological interest, that is designed to be repeatable, would be useful in better understanding the detail of the conditions at the site and to use as a monitoring tool for future review and amendment of the Plan and its implementation.
- 3.26 Natural England has set out a useful survey method for this habitat¹⁰, and the following is based on this. Essentially, the survey is based on quadrat samples at defined transects across the beach profile. Each sample should measure the following parameters:

Parameter	Description at a quadrat
Average Vegetation Height/s	Estimated height of the vegetation within the quadrat for i) ground layer, ii) field or sub-shrub layer, iii) shrub layer/understorey and iv) canopy. All measurements should be in metres.
Altitude (proximity to tidal frame / sea level rise)	Not so relevant in vegetated shingle, and may be determined from secondary sources (Lidar) more easily than from the ground.
Slope	Slope measurement (degrees).
Aspect	Octants (compass directions).
Geology of substrate	Principal geology of the shingle material (for example, chert, flint, shell).
Matrix materials	Estimate of the extent of matrix (sand, soil debris) within the shingle and the extent of litter.

¹⁰ MURDOCK, A., HILL, A.N., COX, J. & RANDALL, R.E. 2010. *Development of an evidence base of the extent and quality of shingle habitats in England to improve targeting and delivery of the coastal vegetated shingle HAP*. Natural England Commissioned Reports, Number 054

Substrate Particle Size	Particle size based on B axis measurements or estimated based on Comparison Cards categories.
Sorting	Extent of sorting of the particle size. Based on comparison card estimates.
Succession signs	Signs of succession: variations in the vigour of species, the predominance of growth phases, the age structure of populations of individuals, or signs of senescence, death or regeneration as indicated by Rodwell (2000).
Internal morphology	Morphology at the location of the quadrat / habitat for example, apposition ridges.
Management	Management classes within the vegetation adjacent to the quadrat: grazing (by which stock), recreational, cutting etc.
Land use	Land use within the vegetation adjacent to the quadrat – broadscale classification of the land use.
Pressures	Pressures and impacts adjacent to the quadrat location; Grazing (all types of stock), recreational pressure, waste disposal etc.

3.27 Ideally, such a survey would be undertaken from late spring to the end of August each year, although some annuals may be lost in later surveys, and driftline vegetation is usually only evident in later months.

3.28 Transects would be taken across the shingle from the foreshore extending beyond the last habitat that is considered to be vegetated shingle (so that the adjacent habitat is also described). The number of transects would be selected based on the complexity of the vegetation pattern present and the morphological formation of the shingle. The transect forms a standard repeatable alignment that allows for analysis of changes in widths of communities and the validation of habitat boundaries.

Establish targets and indicators

3.29 At present, the following targets and indicators have been used as a ‘starting point’ for this Plan. Following the development of the baseline data (see above), these can be amended as appropriate through the normal review process of the Plan.

Overall habitat extent

3.30 The general target for this habitat if it were managed as a SSSI would be no decrease in extent from the baseline, subject to natural change.

3.31 The causes of any changes in habitat extent need to be carefully considered. The site would not fail to reach its target if the extent has reduced due to natural processes rather than anthropogenic factors, including an inability of the habitat to extend landwards due to the presence of manmade features (in the case of Eastney, the sea wall, road and urban development).

3.32 However setting targets for this plan need to be slightly different; it is extremely likely that there will be some decrease in habitat extent as a result of future development (e.g. beach huts being constructed on the habitat). However it is important to consider that a proposal would have impacts extending beyond direct loss of habitat caused by the development.

Target 1 - no net decrease in habitat extent beyond that identified in the Seafront Masterplan SPD.

Vegetation composition and zonation

- 3.33 As discussed, vegetated shingle can generally be broken down into annual vegetation of driftlines and perennial vegetation of stony banks. The NVC only describes part of the pioneer phase of perennial shingle vegetation, namely SD1 *Rumex crispus* – *Glaucium flavum* shingle community although IHS includes several NVC communities in SS31.
- 3.34 At Eastney, the pioneer vegetation for the most part extends from the shingle ridge (typically demarcated by a strip of Babbington's orache being closest to the water) right up to the sea wall. The more stable perennial vegetation does not immediately conform to the typical zonation and composition of typical vegetated shingle sites, most likely due to the higher levels of historic human intervention and ongoing high visitor pressure.
- 3.35 The non-typical nature of the zonation and composition of the communities on some sections of Eastney means that it is therefore not immediately clear how to address targets for these characteristics. The completion of the proposed baseline data gathering would inform this; however at this stage, the following sets out consideration and broad parameters for this.
- 3.36 In order to achieve the objective of no net loss of biodiversity, targets need to include a target for the restoration of lower-quality areas of the habitat that currently support some of the less diverse and untypical grassland and scrub areas.
- 3.37 The purpose of the objective is to compensate for likely habitat loss by restoration of the retained areas of MG6a grassland in the grassland area to SD1a community, and enhancement of other areas of MG6a with higher amenity grassland variant elsewhere on nearby beach sections. Precise locations of this restoration are yet to be defined. While at this stage the preferred option is to initially restore the rectangular section central to the beach hut development strip, this may be less acceptable as it may impact on future projects. It may therefore be the case that other areas of similar grassland further east may be a more appropriate location. Alternatively, smaller-scale trial restoration measures might be carried out to the eastern MG6a areas prior to restoration of the central rectangle.
- 3.38 Shingle is recognised as being important for invertebrates; some of the rarest occur on sparsely-vegetated shingle, while the richest assemblages generally occur on stable shingle with an incomplete vegetation cover. Therefore complete clearance of an area of grassland is not desirable. Rather, it may be appropriate to reduce the area of grassland in scalloped strips and allowing pioneer vegetation to establish in the cleared areas. The scalloped edges would introduce a longer edge habitat (often a valuable element due to the variations on the vegetation structure and microhabitats) than if a straight interface was used.

Target 2a – restoration of 4.2ha of MG6a amenity variant grassland to SD1a.

Target 2b – enhancement of 4.2 ha of existing habitat supporting SD1a pioneer community.

- 3.39 There are small areas of MG1v community present. This community is generally a widespread grassland community found in many habitats. It is generally seen as a typical

rough grassland community comprising common and widespread species. While its value is limited, it is a recognised stage for the succession of vegetated shingle and therefore at this stage, intervention in these areas is not recommended. Given that it appears distinct from the planted ryegrass areas more typical of amenity grassland, it is considered that these are part of the natural succession of the site. It is notably present in two adjacent 'hollows' either side of the beach entrance opposite the Royal Marines museum; the different conditions here (less exposed to wind / salt spray, possibly more stable hydrology) are likely to have resulted in this community becoming established naturally. Management prescriptions are given below to maintain these areas.

- 3.40 These targets also recognise the importance of diverse vegetated shingle communities for invertebrates.
- 3.41 It should be noted that bare shingle is an important element of this habitat – the aim here is not to significantly reduce the areas of bare shingle, but to provide a more robust SD1a community, more likely to survive the additional recreational pressure that is likely to result from the proposed developments.

Restoration and management prescriptions

- 3.42 In general, typical management of vegetated shingle would be extremely non-interventionist. In some cases, succession is best managed through grazing. However this is wholly inappropriate for Eastney Beach. The busy nature of the site and the significant human intervention in the vegetation composition requires non-standard management techniques (although it is arguable that there is a standard management technique for vegetated shingle).
- 3.43 The following prescriptions are identified as likely to address the key pressures acting on the site and likely to meet the targets necessary to achieve the objectives. However, given the site characteristics, it is considered likely that ongoing management – particularly relating to reverting some of the amenity grassland areas to more typical SD1 communities will need flexibility in their extent and the methods employed.

Target 1 - no net decrease in habitat extent beyond that identified in the Seafront Masterplan SPD.

- a) Ongoing habitat mapping (repeats of initial baseline transects / quadrats);
- b) Regular litter-picking;
- c) Annual monitoring for first 5 years post-completion, followed by every 2-5 years subsequently (maybe using HBIC as part of normal survey schedule). Consider the use of fixed-point photography; Monitoring to be based on NE Common Standards Monitoring for vegetated shingle (see references below) to measure against targets and objectives.
- d) Targeted routine management of invasive species and bramble scrub as determined by monitoring;
- e) Ad-hoc management of succession to grassland (sown ryegrass / bent can be persistent so may re-colonise restored areas dependent on site conditions).

Target 2a - restoration of 4.2 ha of MG6a amenity variant grassland to SD1a.

- a) Establish small-scale trial plots (such as 3 plots per option, each approximately 10 sq m)
- b) Restoration of primary and secondary areas of MG6 amenity variant areas using methods as determined by small-scale trials (see below).
- c) Monitoring of restored areas as per elements for Target 1 above.

Target 2b - enhancement of 4.2 ha of existing habitat supporting SD1a pioneer community.

- a) Removal of invasive tree species (holm oak and sycamore) and spot clearance of thistle and ragwort;
- b) Clearance of some of the bramble areas (some bramble, in the right place, will provide some benefit as part of the overall vegetation mosaic);
- c) Collect seeds from existing SD1a vegetation and grow on as plug plants for planting in bare areas of shingle;
- d) Monitoring of enhanced areas as per elements for Target 1 above.

Small-scale trials

3.44 Restoration of smaller-scale, heavily-used vegetated shingle sites are not well documented in the literature. However a number of methods have been used in various scenarios. It is suggested that in order to identify the measures most likely to be successful, several of these are trialled at Eastney. The following options are considered appropriate here:

- a) Mechanical vegetation management – e.g. mowing / strimming (and removing arisings to reduce nutrients) – to see if this encourages more maritime species to become established; Trial plots may need to be fenced off temporarily with appropriate signage.
- b) Physical removal of grassland and common species – including root masses – to create areas of bare shingle; examination of natural colonisation;
- c) As b) but carried out in areas where SD1a species are present in a grassland matrix
- d) As b) but followed by new planting of SD1a species – plugs from gathered seeds, or seeds only. Transplanting may be ineffective as plants on shingle typically have long tap roots making successful moving difficult.
- e) Possibly consider fencing off three larger areas – one area of stable grassland, one area of pioneer shingle vegetation and one of bare shingle, to assess how they react in the absence of intervention and access.

Small-scale capital works

3.45 The targets would be supported through works such as

- a) Erection of interpretation boards – temporary to inform people of the restoration and enhancement work, as well as more permanent ones (if needed) to describe the biodiversity of the area. Possibly moving existing boards to new locations?
- b) Dog waste / litter bins (if considered appropriate);
- c) Installations of benches along the sea wall to help guide people around the site via less sensitive areas.

Implementation of longer-term restoration and management

- 3.46 Upon completion of the small-scale trials, these would be reviewed and the appropriate method implemented on a wider scale.
- 3.47 Given that developments that affect the site are likely to come forward over a period of time, the extent of the longer-term measures may need to be increased in phase with the developments.

Routine monitoring and review of the plan

- 3.48 The transect and quadrat surveys of the beach profile (see 4.1) should be repeated at appropriate intervals. This should ideally be at least every five years. The Plan should be reviewed in the light of the on-going monitoring.

Amendments to implementation of the plan

- 3.49 Any amendments to the Plan should result in corresponding amendments to the management activities on the site.

Appendix 1: Glossary

Annual vegetation	Plant species that complete all aspects of their lifecycle from germination to seed production within one year.
Baseline conditions	The conditions (such as extent of vegetation, or diversity of species) present at the start of a project that inform future works
Core Strategy (also known as the Portsmouth Plan)	This will include an overall vision as to how Portsmouth will develop. It will set out how much development is intended to happen where, when and by what means it will be delivered.
The Development Plan	The Development Plan comprises the Local Development Framework and the Minerals and Waste Development Framework.
European sites	These provide ecological infrastructure for the protection of rare, endangered or vulnerable natural habitats and species of exceptional importance within the European Union. These sites consist of Special Areas of Conservation (SACs) and Special Protection Areas (SPAs), whilst Government policy is to include Ramsar sites as well. Under the Conservation of Habitats and Species Regulations 2010 (the Habitats Regulations), plans or projects which could have a significant impact on European sites must be subject to a Habitats Regulations Assessment.
Habitat	The environment in which a species or range of species lives
Joint Nature Conservation Committee (JNCC)	JNCC is the public body that advises the UK Government and devolved administrations on UK-wide and international nature conservation.
Local Wildlife Site (LWS)	These are designated at a local level as they contain features of substantive nature conservation value. The purpose of designation is to provide recognition of this value, to give sites a degree of protection and to encourage access to wildlife and nature. Elsewhere in Hampshire these local sites are known as sites of importance for nature conservation (SINCs).

National Vegetation Classification (NVC)	The system of classifying natural habitats according to the vegetation communities they support
Natural England (NE)	The government's advisor on the natural environment
Partnership for Urban South Hampshire (PUSH)	A partnership of 11 local authorities in South Hampshire, from the New Forest in the west to Havant in the east, set up to co-ordinate economic development, transport, housing and environmental policy. Often referred to as the sub regional level.
Perennial vegetation	Plants that live for more than two years, producing new growth, flowers and seed over a longer period of time.
Portsmouth City Local Plan	This document (adopted in 2006) guides current development in the city. This will be replaced by a series of documents known collectively as the Local Development Framework.
The Portsmouth Plan	This is the name given to the core strategy of Portsmouth's Local Development Framework (see core strategy).
Quadrat	A standard unit of area for study of the distribution of an item over a large area. The quadrat is suitable for sampling plants, slow-moving animals (such as insects). When an ecologist wants to know how many organisms there are in a particular habitat, it would not be feasible to count them all. Instead, they would be forced to count a smaller representative part of the population, called a sample. Sampling of plants or animals that do not move much, can be done using a sampling square called a quadrat. A suitable size of a quadrat depends on the size of the organisms being sampled.
Ramsar	An internationally important wetland site given protection at the 1971 Ramsar Convention in Iran.
Seafront Masterplan SPD	The masterplan is intended to guide improvements to the Seafront area of the city. It provides further detailed guidance about how Policy PCS9 (The Seafront) of the Portsmouth Plan will be implemented. The masterplan: <ul style="list-style-type: none"> ▪ set out the background and context for development opportunities (including the

redevelopment and re-use of existing buildings), and public realm improvements;

- articulate a clear identity / role for each of the Seafront's six unique character areas, and
- establish a high quality baseline for proposals including design principles, potential mix of uses and guidance for buildings and public spaces.

Site of Special Scientific Interest (SSSI)	Areas designated by Natural England that are of national importance in terms of ecology or geology.
Special Area for Conservation (SAC)	An area of open water or land of international importance designated to conserve natural habitats and wild fauna and flora, which are considered rare or endangered and are recognised as being under a particular threat.
Special Protection Area (SPA)	An area of international importance for the conservation of wild birds and of migratory species, with a particular focus on wetlands.
Spp	This is the abbreviation for a species as a plural. So for example, " <i>Phaseolus spp</i> ". is just a short hand way of referring to an indefinite number of species of the genus <i>Phaseolus</i> .
Supplementary Planning Document (SPD)	Provides additional guidance to development plan policies for a specific area or a specific topic. SPDs only provide more detailed guidance on existing policies though, they do not create new policies.
Sustainable Development	Sustainable development is development that meets the social, economic and environmental needs of the present without compromising the ability of future generations to meet their own needs.
Vegetation community	The range of plants within a defined, generally uniform area.

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Agenda Item 8

Agenda item:

Decision maker: Cabinet Member for Planning, Regeneration and Economic Development

Subject: Beach huts - consultation update

Report by: City Development Manager

Wards affected: Eastney & Craneswater

Key decision: No

Full Council decision: No

1. Purpose of report

- 1.1 The purpose of this report is to provide the cabinet member with a summary of the consultation responses received in regard to the addition of beach huts along the seafront.

2. Recommendation

It is recommended that the Cabinet Member for Planning, Regeneration and Economic Development:

- 2.1 **Notes the responses received and advise the City Development Manager on which site (or sites) further design work should be carried out.**

3. Background

- 3.1 The city council operates a number of beach huts on the seafront and has a desire to add more huts to meet existing and future demand. There are currently three sites at Eastney Beach, Esplanade (nr St Georges Road junction) and Lumps Fort providing a total of 18, 20 and 78 huts respectively. With large waiting list of people wanting a hut, the ability to provide more beach huts would generate a number of benefits including an enhanced revenue stream for the council, enabling more people to enjoy the seafront and bringing more people into the area for local concessions and businesses.
- 3.2 In April 2013, the Seafront Masterplan was adopted by the city council and this document provides an evidence based analysis of the seafront and highlights a number of sites for increased activity including new concessions, beach huts and visitor attractions.

3.3 A report to the Cabinet Member on 7th October detailed five potential locations where new beach huts could be accommodated, four of which were included within the adopted Seafront masterplan together with one new opportunity.

- Site 1 Eastney beach
- Site 2 Esplanade
- Site 3 Lumps Fort
- Site 4 South of Canoe Lake
- Site 5 South of Eastern Parade golf

3.4 The report provided a brief overview of each site, identifying key constraints and an indicative capacity. The Cabinet Member requested that a period of consultation took place to gather any further thoughts from interested members of the public on the locations and this took place during November 2014.

3.5 The table below provides a summary of all of the responses received (9 in total, some raising more than one issue) and which of the sites they refer to.

Comments	Sites
Additional beach huts along the seafront have full support	All
No information on cost of huts so hard to determine which would generate most revenue	All
Do not want to be swamped with beach huts and only 25 should be allowed. Leave the beautiful natural areas of the beach alone	All
Suggest that no development takes place between St Georges Road and Henderson Road section of Eastney Beach due to vegetated shingle and need to retain this protected habitat	Site 1
Should be no further development on Eastney beach - protected wildlife area and should be retained for people to enjoy. Removal of habitat and shingle could increase flood risk. Existing huts often unused and not convinced those on waiting list will all still want a beach hut	Site 1
Do not believe that plan for additional huts in this location should be taken forward. Views of the beach will be spoilt as will ability for users of the beach to enjoy its natural qualities	Site 1
Proposal for fewer huts at a lower height seems much more sensible as long as any impact on vegetated shingle can be mitigated in acceptable way	Site 1
Eastney and South of Canoe Lake seem most appropriate however latter site seems a very moveable beach	Sites 1 & 4
Reconfiguration / refreshing sites of existing huts a good idea	Sites 2 & 3
These currently seem more like sheds next to a main road rather than beach huts	Site 3
Potential issues over storm damage due to high winds and shingle disposition in this location	Site 4
Possible to provide a small row of huts east of South Parade Pier near to Speakers Corner? Excellent disabled access here	N/A

3.6 Taking into consideration the responses received, of the four sites identified in the Seafront masterplan and the additional site put forward to the Cabinet Member on 7th October 2014, officers consider that sites **1** (Eastney), **4** (South of Canoe Lake) and **5** (South of Eastern Parade golf) provide the most deliverable short term solution for providing more huts. Sites **2** (Esplanade) and **3** (Lumps Fort) require more significant work to ensure that the opportunity to deliver key objectives from the masterplan is not lost and should be considered as long term opportunities.

3.7 To take Sites **1**, **4** and **5** forward initial design work is required to more specifically assess the capacity of each site and the potential siting of any additional huts alongside locations of access. Key issues raised in the consultation responses outlined above, for example the impact of additional huts on Site **1** on the vegetated shingle and whether this can be successfully mitigated, and likelihood of storm damage and shingle movement (Site **4**) can also be assessed as part of this initial design work and form part of any planning applications.

4. Reasons for recommendations

4.1 The city council wish to introduce more beach huts on the seafront, and following the preparation and adoption of the Seafront Masterplan, officers are able to take forward the site or sites that the cabinet member considers most appropriate.

4.2 Once the additional work identified in paragraph 3.7 of this report has been carried out on the sites agreed by the cabinet member, planning applications can be submitted, all of which would include a statutory period of 21 days consultation.

5. Equality impact assessment (EIA)

5.1 A preliminary equalities impact assessment has been carried out and shows that there is no need for a full assessment.

6. Legal Implications

6.1 There are no immediate legal implications arising from the recommendation within this report.

7. Finance comments

7.1 There are no immediate financial implications arising from the recommendation within this report.

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Signed by:
City Development Manager

Appendices:

There are no appendices to this report.

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Portsmouth Plan (Core Strategy)	Planning Services, 5 th Floor, Civic Offices
Seafront masterplan (SPD)	Planning Services, 5 th Floor, Civic Offices

The recommendation(s) set out above were approved/ approved as amended/ deferred/
rejected by on

.....

Signed by:



Title of meeting: Cabinet Member for Planning, Regeneration and Economic Development
Date of meeting: 02 December 2014
Subject: Strategic Housing Land Availability Assessment 2014 update
Report by: City Development Manager
Wards affected: All
Key decision: No
Full Council decision: No

1. Purpose of report

- 1.1 Section 159 of the National Planning Policy Framework (NPPF) requires local planning authorities such as Portsmouth City Council to have a robust evidence base which sets out the supply of land for residential development. This must be done through a Strategic Housing Land Availability Assessment (SHLAA).
- 1.2 The purpose of this report is to seek approval to publish the SHLAA 2014 update.

2. Recommendations

The Cabinet Member is recommended to:

- 1. approve the Strategic Housing Land Availability Assessment 2014 update (attached as Appendix A of this report) for publication.**
- 2. authorise the City Development Manager to publish appendix 1 of the Strategic Housing Land Availability Assessment 2014 update, containing detailed site profiles, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development.**
- 3. authorise the City Development Manager to make editorial amendments to the study (attached as Appendix A) prior to publication, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development. These amendments shall be restricted to correcting errors and formatting text and shall not alter the meaning of the statement.**

3. Background

- 3.1 Portsmouth City Council published a SHLAA in September 2009. This study has been updated annually since then, which is a requirement of the NPPF in order to show a rolling supply of housing land.
- 3.2 The SHLAA forms a key part of the evidence base for planning policy documents in the city. Policy decisions though will continue to be taken in such documents and not in the SHLAA. When investigating a site's potential for housing, developers should refer to the adopted development plan¹ and relevant Supplementary Planning Documents rather than the SHLAA.
- 3.3 Nothing in the SHLAA should be understood to pre-determine the outcome of planning applications for specific sites or proposals.**
- 3.4 A number of changes have been made to the study since the 2013 update was published. Of principal importance has been the publishing of the National Planning Practice Guidance. This updated the previous SHLAA guidance which was published in 2007. A number of changes have been made to the study to reflect the revised guidance. Of particular importance is the need to assess whether the city has met its housing target from the start of the Portsmouth Plan until today. Any shortfall must be accounted for in the first five years rather than spread across the remaining delivery period as has been the case in the past.
- 3.5 Similarly important is that all of the potential housing sites which are considered to be deliverable² and so have been phased in the first five years of delivery have been subjected to a viability assessment, which was carried out by District Valuer Services. The results of this background work are reflected in section 3 of the study.
- 3.6 Finally, since the 2013 update was published, the joint City Deal between both Portsmouth and Southampton cities and the Government has been signed. This changes and revises the strategic sites in a number of ways, which is fully explained in section 3 of the study.
- 3.7 More minor updates to the study include:
- Completions that took place in the year 2013/14 have been included
 - The sites in the planning system have been updated to include all outstanding applications which would result in residential completions at 1st April 2014.

¹ This currently consists of the Portsmouth Plan, saved policies from the Portsmouth City Local Plan (2001-2011), the Somerstown and North Southsea Area Action Plan and the Southsea Town Centre Area Action Plan.

² Footnote 11 of the NPPF states that "To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans."

- Following a reassessment of each potential housing site and the sites in town centres, some have had their yields and/or phasing revised.

3.8 If the Cabinet Member approves the 2014 SHLAA update, it will be published on the city council's website.

Results of the study

3.9 The results in section 4 of the study, summarised in figure A below, show that Portsmouth is able to fulfil its housing supply requirements.

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				

Figure A

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

3.10 In total, it is likely that 769 dwellings more than are required will be delivered over the first ten years. Taking into account years 11 and 12, there will be a surplus of 883 net new homes.

3.11 The study also demonstrates that Portsmouth has a five year housing land supply from 01 April 2015 with a surplus of 177 homes.

3.12 However the NPPF also requires the city council to identify an additional buffer of 5% of the target to ensure choice and competition in the market for land. It goes on to state that where there has been a record of persistent under-delivery of housing, local planning authorities should increase the buffer to 20% to provide a realistic prospect of achieving the planned supply. Since 1997/98 there have only been nine instances where the city's housing delivery dropped below the current 584 annual target, with four of those years being during the recent recession. Portsmouth has consistently delivered the level of housing needed and as a result, the 5% buffer has been applied. As such, the city's five year housing target is 3,234. As 3,257 new homes should be provided in that time, this exceeds the 5% buffer target by 23.

4. Reasons for recommendations

4.1 The city council is required to assess whether Portsmouth has a five year housing land supply and this must be done through a SHLAA.

4.2 The study assesses the urban capacity of the city and helps to demonstrate the level of development that could theoretically be achieved over the lifetime of the Portsmouth Plan. As a result, it forms one of the main pieces of evidence for future planning policy documents.

5. Equality impact assessment (EIA)

5.1 A preliminary EIA has been conducted. It concluded that a full EIA is not necessary.

6. Legal Implications

6.1 There are no immediate legal implications arising from the recommendations. References to specific sites in the SHLAA should not be relied on by any person to indicate the Council’s conclusions or decisions regarding the appropriate development on any particular site or in any particular location.

7. Head of Finance Comments

7.1 There are no financial implications associated with the approval of the recommendations contained within this report. The update of the SHLAA is a core function of the Planning Service and is funded through the revenue budget allocated to the Service.

.....
Signed by:

Appendices:

Appendix A - Strategic Housing Land Availability Assessment 2014 update.

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
None.	

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Local Plan evidence base:

Strategic Housing Land Availability Assessment

2014 update

December 2014

**You can get this information in large print,
Braille, audio or in another language by
calling 023 9268 8633.**

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Disclaimer

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

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

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

- vi. The inclusion of potential housing sites, buildings or areas in the study does not preclude them from being developed for any other purpose(s).
- vii. The boundaries that are attached to sites, buildings and areas are based on the information available at the time. The SHLAA does not limit any extension or contraction of these boundaries for the purposes of a planning application.
- viii. The exclusion of sites, buildings or areas from the study (either because they never formed part of the SHLAA or because they have been discounted) does not preclude the possibility of planning permission for residential development being granted on them. It is acknowledged that sites will continue to come forward, particularly those below the threshold of five units (this threshold is explained later in the report). Their exclusion from this study does not preclude the possibility of residential development on those sites.
- ix. The study has a base date of 01 April 2015 and the findings are only a 'snapshot' of information held at the time the report was compiled. Therefore some of the information contained in the study will be the subject of change over time. The SHLAA will be updated annually.

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

Executive Summary

A Strategic Housing Land Availability Assessment is a requirement of the National Planning Policy Framework (NPPF) and is designed to assess whether the city has a flexible supply of land for housing.

The methodology for the study followed the standard guidance in the National Planning Practice Guidance with minor amendments made to reflect the city's unique geography. The study has a base date of 01 April 2015, reflecting the Annual Monitoring Report's five year supply period and the start of the next financial year. The study is divided into three phases of delivery. The housing which will form each phase is made up of sites in the planning system, small potential housing sites and larger strategic sites with a small allowance made for unidentified sites of less than 5 dwellings.

The Portsmouth Plan was adopted on 24th January 2012. As a result, it now forms a robust and up to date housing target for the city. The plan states that, with the full level of development at Tipner, 12,254 net additional dwellings could be provided. Past completions have been used to calculate the annual housing delivery target moving forward to ensure that a small under-delivery up to this point is resolved in the first five years.

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				

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

The results of the study (a summary of which is in figure i) show that Portsmouth is able to fulfil its requirements for the first 10 years of delivery under the Portsmouth Plan. In total the city will likely provide 769 dwellings more than required. Taking into account the 11-12 year supply, there will be a surplus of 833 net additional dwellings.

The study also demonstrates that Portsmouth has a five year housing land supply with a surplus of 177 dwellings. The NPPF also requires that local planning authorities identify an additional buffer of 5% of the target. This increases the five year target to 3,234 dwellings and result in the city having a surplus of 23.

Over the 21 year period from 2006/107 to 2026/27 there is likely to be a delivery of 12,878 net additional dwellings. This would result in an overall surplus over the 21 year period of 624 dwellings.

1. Introduction

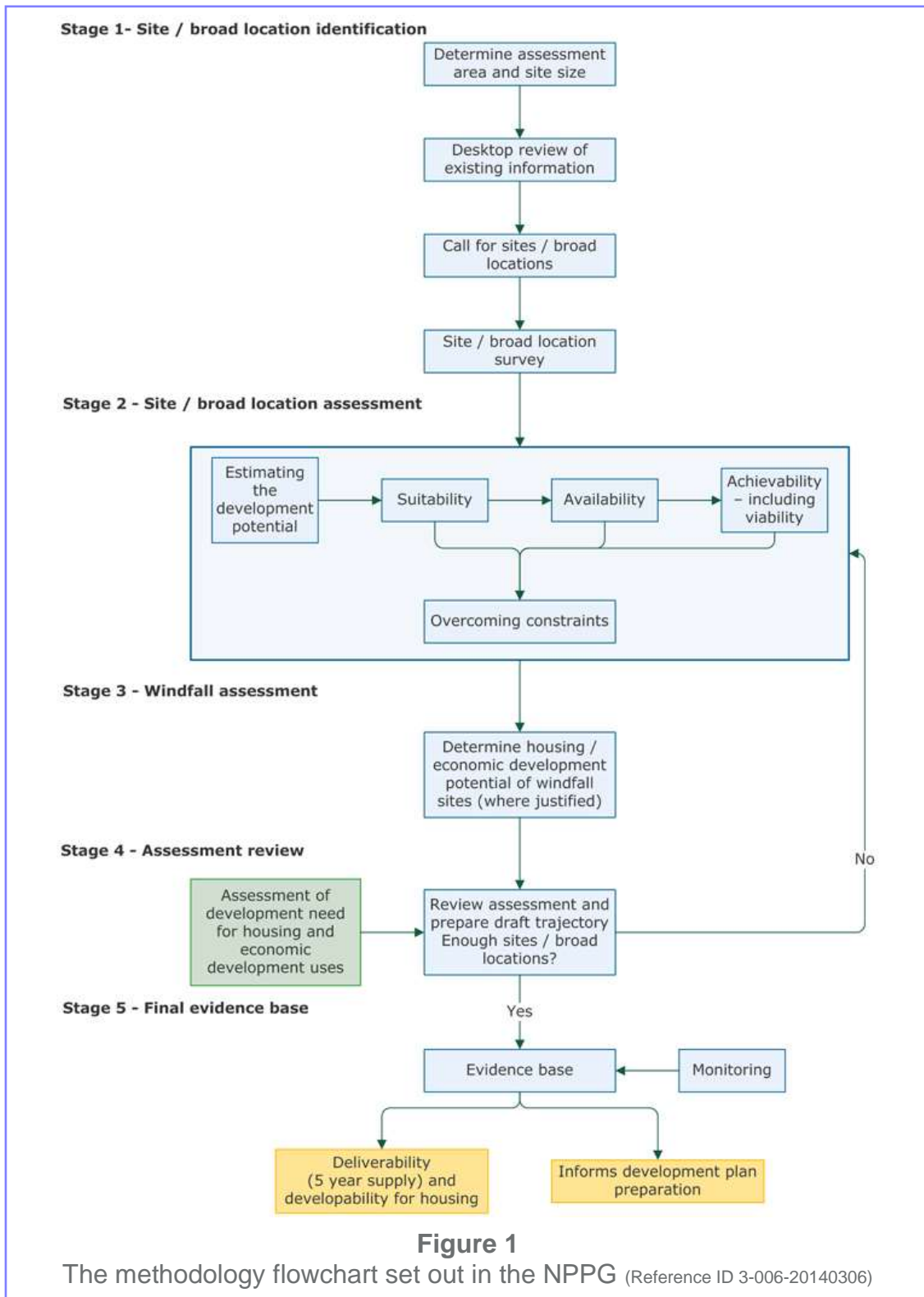
- 1.1 The Portsmouth Strategic Housing Land Availability Assessment (SHLAA) forms a key component of the evidence base for the city's Local Plan and will support the delivery of sufficient land for housing in order to meet the needs of the city's population.
- 1.2 Section 159 of the National Planning Policy Framework (published in March 2012), requires local planning authorities to *"prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period"*.
- 1.3 In Portsmouth's case, the SHLAA looks at the city's supply of housing land to cover the period of 01 April 2006 to 31 March 2027 as this will be the lifetime of the Portsmouth Plan¹. The Portsmouth Plan sets a housing target for the city to provide 12,254 net additional homes between 1st April 2006 and 31st March 2027 (see table 2 on p81).
- 1.4 The city council published a SHLAA in September 2009 and has updated it every year since then. This SHLAA reflects changes since the 2013 study following further survey work and the progression of sites through the planning system. The base date is 01 April 2015 as this constitutes the five year period in the Annual Monitoring Report.
- 1.5 To supplement the policy requirement for the study in the NPPF for the study itself, the National Planning Practice Guidance (NPPG)² sets out what the purpose of the study is, how local authorities should go about putting together a SHLAA and what the study should contain. The latest updates to the methodology were on 3rd March 2014. Compared to the previous studies, this SHLAA has been put together in line with the NPPG. However relatively few significant changes to the methodology were necessary, the exception being that all sites which are phased in the first five years of delivery have now been viability assessed to demonstrate deliverability.
- 1.6 It should be noted that the SHLAA constitutes one part of the evidence base for Portsmouth's Local Plan and that the inclusion of sites in this assessment **does not** allocate them for housing development, grant planning permission nor imply necessarily that planning permission would be granted.

¹ <https://www.portsmouth.gov.uk/ext/development-and-planning/planning/the-portsmouth-plan.aspx>

² <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/>

2. Methodology

2.1 Portsmouth's SHLAA has followed the methodology as set out in the NPPG, with some minor alterations to reflect local circumstances. Where these take place, they are fully justified in line with paragraph 5 of the guidance⁴. The NPPG sets out a five stage assessment methodology which is summarised in the flowchart below for ease of reference.



⁴ reference ID 3-005-20140306

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

Planning the assessment

- 2.3 The ideal area over which to conduct the assessment is the housing market area⁵. For Portsmouth this would be a wider area than the local authority boundary covering southeast Hampshire. However, whilst consideration was given to a joint SHLAA report, given that different local authorities are at different stages of development of their Local Plans this was not able to be pursued. Nonetheless, discussions continue with other local authorities in South Hampshire to ensure consistency in methodology and approach within the housing market area.
- 2.4 On the important issue of site size threshold, the NPPG suggests⁶ a minimum site size threshold of five dwellings. This has historically been the threshold for SHLAAs in Portsmouth and a gross figure of five is used in this study. A lower threshold than this risks too many sites being put forward for assessment, as all large dwellings would offer the potential for subdivision. An analysis of past trends shows that if a higher threshold than five units is used a significant proportion of the city's housing land supply would be overlooked. Consequently, a threshold of five units is deemed to be most appropriate.

Identification of sites and broad locations

- 2.5 The NPPG⁷ is clear that the study should identify as wide a range of sites as possible and should not be overly constrained by policy as an important part of the review is to test the appropriateness of previously identified constraints. There should be an proactive search for sites rather than simply relying on known development sites.
- 2.6 The following data sources were used as a basis for selecting sites to take forward as part of the SHLAA:

Sites in the planning system

- i. Sites with planning permission or outline approval for residential (or mixed use development with a residential element) that are under construction
- ii. Sites with planning permission or outline approval (including on appeal) for residential (or mixed use development with a residential element) at or before 31.03.2014 where development has not commenced⁸

Potential housing sites, identified sites in town centers and strategic sites

- i. Planning applications received from 01.04.2014 for residential development
- ii. Existing or proposed housing or mixed use (including housing) allocations
- iii. Sites where planning permission for residential has been refused or the application withdrawn⁹

⁵ Reference ID 3-008-20140306

⁶ Reference ID 3-011-20140306

⁷ Reference ID 3-012-20140306

⁸ Please note that a resolution to grant planning permission by the Planning Committee does not constitute planning permission.

- iv. Strategic sites in the Portsmouth Plan
 - v. Strategic sites in the City Deal¹⁰
 - vi. Large scale redevelopment and redesign of existing residential or economic areas
 - vii. Sites submitted by developers and agents
 - viii. National Land Use Database sites
 - ix. Surplus public sector land (using the Register of Surplus Public Sector Land and Portsmouth City Council sites)
 - x. Pre-application discussions regarding residential development
 - xi. Sites where planning permission has been granted but the application has subsequently expired
 - xii. Sites from the city council's eyesore group
- 2.7 Sites with planning permission for residential development were included in the assessment in accordance with the NPPG as they form an integral part of the city's future housing land supply.
- 2.8 The production of the SHLAA benefited from access to the Hampshire County Council Land Availability Management System (LAMS), which is used to monitor planning applications. The LAMS software is also used to monitor the implementation of planning permissions. This data has allowed the study to accurately assess the status of applications once they have been permitted and was therefore an extremely useful tool for assessing the status of sites across the city.
- 2.9 A small number of suggested sources of sites from the NPPG¹¹ were not applicable given Portsmouth's constrained urban character. These are:
- i. Sites in rural locations
 - ii. Sites in and adjoining villages or rural settlements and rural exception sites
 - iii. Potential urban extensions and new free standing settlements
- 2.10 Given the tightly drawn boundary of the city, with two harbours, the Solent and Portsdown Hill acting as physical constraints and the absence of any rural sites within the administrative area, there is no possibility of any of these types of sites being found in Portsmouth.
- 2.11 All of the above sources of information were brought together mapped to identify any duplication. A review of land currently in non-residential use with the potential to be developed for housing then took place using information from the existing sources of supply, overlaid with aerial photography of the city. This provided the means to find sites which had not previously been identified as possible sites for housing, yet where residential development could be possible.
- 2.12 These 'visually identified sites', along with sites from the sources in section 2.7 were then taken forward for surveying.

⁹ Including such sites enabled officers to evaluate whether the reasons for refusal could be overcome in a future application.

¹⁰ <http://tinyurl.com/m3s6f3d>

¹¹ Reference ID 3-013-20140306

Assessment of sites and broad locations

- 2.13 The NPPG states that all sites identified in the desktop review should be surveyed and this has taken place. The type of survey varied depending on the status of the site. All sites with planning permission are regularly monitored to record the development progress, with site visits undertaken at least annually. Therefore these site visits also informed the development of the SHLAA.
- 2.14 All sites which are being assessed as potential housing sites, strategic sites or identified sites in town centres were individually assessed. The nature and intensity of the assessment and analysis depends very much on the status of the site.
- 2.15 Any new sites which have not been considered by the city council before were subject to an intensive survey. This included desk based work to establish site area and current land use, environmental constraints and the character of surrounding area. This was ratified using a site visit.
- 2.16 Nonetheless, the city council already has a large amount of information and knowledge of most of the sites being considered through previous work, chiefly:
- the Site Allocations Plan
 - the Portsmouth Plan
 - The Somerstown and North Southea Area Action Plan
 - The City Centre and Hard SPDs
 - Existing or previous planning applications
 - The City Deal
- 2.17 Where extensive knowledge already exists on sites, this was used to inform the SHLAA.
- 2.18 The information collected for each site was recorded in a database.

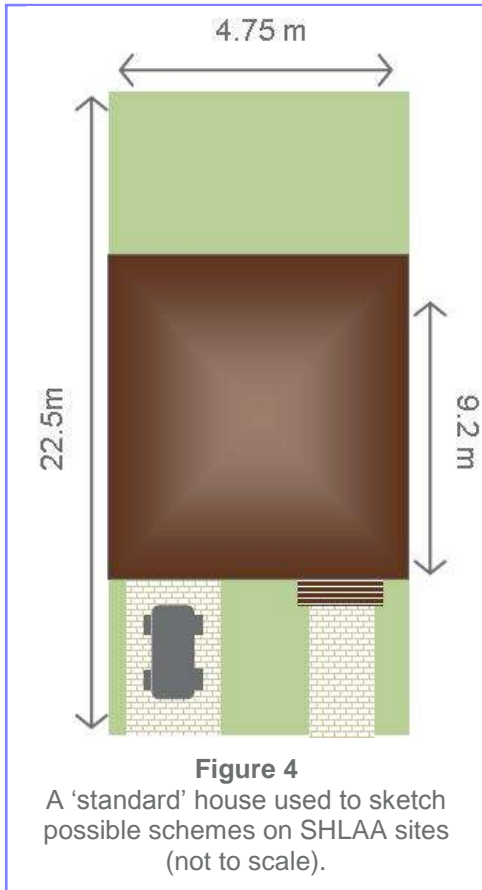
Estimating the development potential

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

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

Figure 3
The formulae used to calculate net developable area.

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



2.21 A mock scheme, drawn up on a site-by-site basis, was then put together for each site. To do this, sites were examined in the context of their surrounding area in order to visualise the kind of development that should take place on the site. This was to answer two fundamental questions:

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

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

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

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

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

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

2.24 If the site was deemed more suitable for flats, the yield was based on an algorithm. The footprint of the development was deemed to be an average of 40% of the plot size. The remaining space would be accommodated by landscaping, paths and parking as well as suitable space to ensure that the setting of the buildings is appropriate in terms of their bulk and size. The footprint size was then multiplied by the number of storeys of residential development it was deemed the site could accommodate. 75% of this total floorspace was then taken forward as space for dwellings. The remaining 25% would accommodate stairs, lifts, cycle and waste storage. The total floorspace for dwellings was then divided by 67 based on the minimum space standard¹² for a two bedroom flat in Portsmouth of 67m². This ensures that the scheme should comply with the space standards in policy PCS19 of the Portsmouth Plan. This process is summarised in figure 5.

¹² Space standards are on the [city council's website](http://www.portsmouth.gov.uk/living/9957.html).
(<http://www.portsmouth.gov.uk/living/9957.html>)

- 2.25 However this algorithm was often altered to take account of the specifics of certain sites. Where it was thought that the site could potentially accommodate a mix of houses and flats, the algorithm in figure 5 was altered to suit the location, usually by increasing the footprint of the development in relation to the size of the site.
- 2.26 When assessing the yield from a conversion, 100% of the footprint of the building was used to base the calculation on, instead of 40% of the plot. Additionally, the resultant yield was usually reduced slightly as many conversions use non-residential buildings, which often means that that the internal layout of the building is not ideally designed for residential use.
- 2.27 Nonetheless, the yield that this process resulted in was subject to change based on, for example, the particular constraints facing a specific site or a nearby scheme which it was felt served as a model of good development in that particular area. In addition a great deal of survey work has been done to inform the Local Plan and this has informed the yield of sites.
- 2.28 All sites were given a gross yield based on the number of new dwellings that could potentially be accommodated on the site. However the Portsmouth Plan's target is for a net increase in dwellings. Consequently, any existing units on the sites were accounted for and a potential net increase in dwellings calculated for all sites.
- 2.29 Both when formulating the methodology for deriving the yield of sites and when assessing the individual sites, the city council has been conservative in assessing yields. This is not intended to be a ceiling to the level of development which could be accommodated at sites. As is described in the disclaimer at the front of the study, this does not preclude proposals coming forward for a higher level of housing development. Instead, this seeks to ensure that the study is prudent when assessing if the city has sufficient housing land to meet its housing needs and to ensure that the risk of undersupply when sites come forward is minimised.
- 2.30 Overall, this process has ensured that potential yields can be suggested in the study. However this was only a desktop exercise and so cannot be relied upon to accurately predict the yield that each site could accommodate.
- 2.31 In order for sites to be included in the first five years supply, they must be considered to be deliverable. Footnote 11 of the NPPF sets out that *"To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans."*
- 2.32 Footnote 12 of the NPPF sets out that *"To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged."*

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

Suitability

2.34 The NPPG generally recommends including as wide a range of sites as possible¹³, including sites with policy constraint to test them. Nonetheless, the particular physical constraints of the city and the need for sufficient employment development to support economic growth mean that there are some high level constraints which mean that development would be highly unlikely to be possible in some areas. These are set out below:

- i. **Sites of Special Scientific Interest** - development on these is unlikely to be possible due to high level protection in the NPPF and legal requirements in the Wildlife and Countryside Act.
- ii. **Protected open space** - Portsmouth is the most densely populated area of the country outside London. Good quality open space is already at a premium in the city and given the likely increase in population over the next twenty years, the protection of all open spaces is deemed the only pragmatic approach to the issue. The only exception to this broad approach is developments where there is scope to reconfigure existing open spaces as part of the development, ensuring a 'no net loss' approach
- iii. **Employment areas** - those areas of the city which are essential to meeting the identified need for employment floorspace in the Portsmouth Plan
- iv. **Extreme flood risk** - where the site is located in flood zone 2 or 3 and has either a high or very high flood hazard level

2.35 These high level constraints are set out in figure 2.

2.36 Outside of the areas identified in figure 2, housing is generally seen as a suitable use for a site in all likelihood. Further site specific considerations were however taken into account where necessary. Indeed any sites which fell within these areas were considered on an individual basis to see if the constraint could be overcome. For example, development on open space may be acceptable if a suitable alternative space is available nearby which could be converted to open space, resulting in no net loss.

¹³ Reference ID 3-012-20140306

Availability

- 2.37 Sites were examined in order to determine whether, and when, they would likely be available to come forward for housing development.
- 2.38 The city council has identified the owner of all sites through the development of the Site Allocations Plan. This has been established through approaches from site owners through the call for sites, existing knowledge of the site (such as a recent planning application) or through Land Registry Searches. This enables a reasonable assessment to be made of whether there are any land ownership problems that might mean that a site will be delayed in coming forward.
- 2.39 Communication with landowners and developers on the issue of availability is crucial in establishing whether a site is actually available and ready to come forward for development. Only sites which are available now can be considered deliverable and phased in the first five years.
- 2.40 The other aspect that has been highlighted through the survey work was whether the site is currently in use. This helps to inform the phasing of sites as relocating an existing use will inevitably take time. This was assessed in conjunction with the suitability criteria.

Achievability

- 2.41 In assessing achievability, the study seeks to identify when a site is likely to yield residential development, according to the best information available for the study. For sites benefiting from an extant permission on them, the site was generally assumed to come forward and was phased according to the size and complexity of the site.
- 2.42 The NPPG also promotes the use of a preliminary residual appraisal to assess achievability. This is particularly pertinent as the NPPF requires that potential housing sites phased for the first five years of delivery (ie considered to be deliverable) must be shown to be viable.
- 2.43 For a full breakdown of the appraisal methodology and results, see appendix 2.
- 2.44 Nonetheless, it should be stressed that at this point, the appraisal can only be a rough indication and the exact mix of units, specification of units, phasing of construction and house price rises or falls would have a significant impact on the viability of sites as they come forward.
- 2.45 The nature of the local housing market for each site was also established. This used Acorn data which provides precise and in-depth information on the demographics found in certain areas of the city. Acorn data sources include but are not limited to: income, borrowing, spending, savings, occupation, employment, age, ethnicity, health, housing type, tenure, amenities, internet access, population density and communal establishments. Further information can be found at caci.co.uk/acorn.
- 2.46 These data sources are then compiled to produce a picture of the socio-economic character of specific areas. This can be used to demonstrate the type of local housing market area that the site is in and so helps to highlight the likely value of the site to a developer.

- 2.47 Acorn data presents this socio-economic picture through five categories. However to relate the data more to the housing market they have been renamed as follows:
- i. high strength housing market
 - ii. mid-high strength housing market
 - iii. mid strength housing market
 - iv. mid-low strength housing market
 - v. low strength housing market.
- 2.48 Presenting the Acorn data in this way can give a good impression of the characteristics of communities and the likely land value of a site. Sites in higher strength housing markets will be more achievable and more likely to be bought by developers and put forward for housing development. However it is only a snapshot and can only reflect the current situation, giving no account of how an area could change as a result of development.
- 2.49 It should also be noted of course that economic conditions and housing markets are inherently unpredictable and subject to short term change, which can have a dramatic impact on the housing market. It is accepted that some of these predictions will likely turn out to be unrealistic. Each site's achievability will be re-assessed as part of the SHLAA's annual updates.
- 2.50 The assessment of availability, along with conclusions on the site's suitability and achievability led to conclusions as to the likely phasing of each site.
- 2.51 The draft results of the SHLAA have enabled the city council to produce a more detailed assessment of the housing numbers that it is anticipated will be produced by specific sites/areas annually up to 2027. This information has been used to produce the housing trajectory.

Identifying and assessing the housing potential of broad locations

- 2.52 These sites have been assessed in broader terms than the potential housing sites as constraints and availability could vary across the individual plots that together form the site.
- 2.53 The strategic sites that have been identified in the study are made up of strategic allocations in the Portsmouth Plan and sites identified in the City Deal. These are:
- i. Port Solent
 - ii. Tipner East
 - iii. Tipner West
 - iv. Tipner Firing Range
 - v. The city centre, and
 - vi. Somerstown and North Southsea
- 2.54 The suggested phasing of these sites (which can be seen in section 3) reflects their size and complexity.
- 2.55 The yield for Somerstown and North Southsea is based on the proposals in policy PCS6 of the Portsmouth Plan which states that a minimum of 539 net additional dwellings would be

provided. The comprehensive redevelopment of the area is being led by the Somerstown and North Southsea Area Action Plan, which was adopted on 17th July 2012.

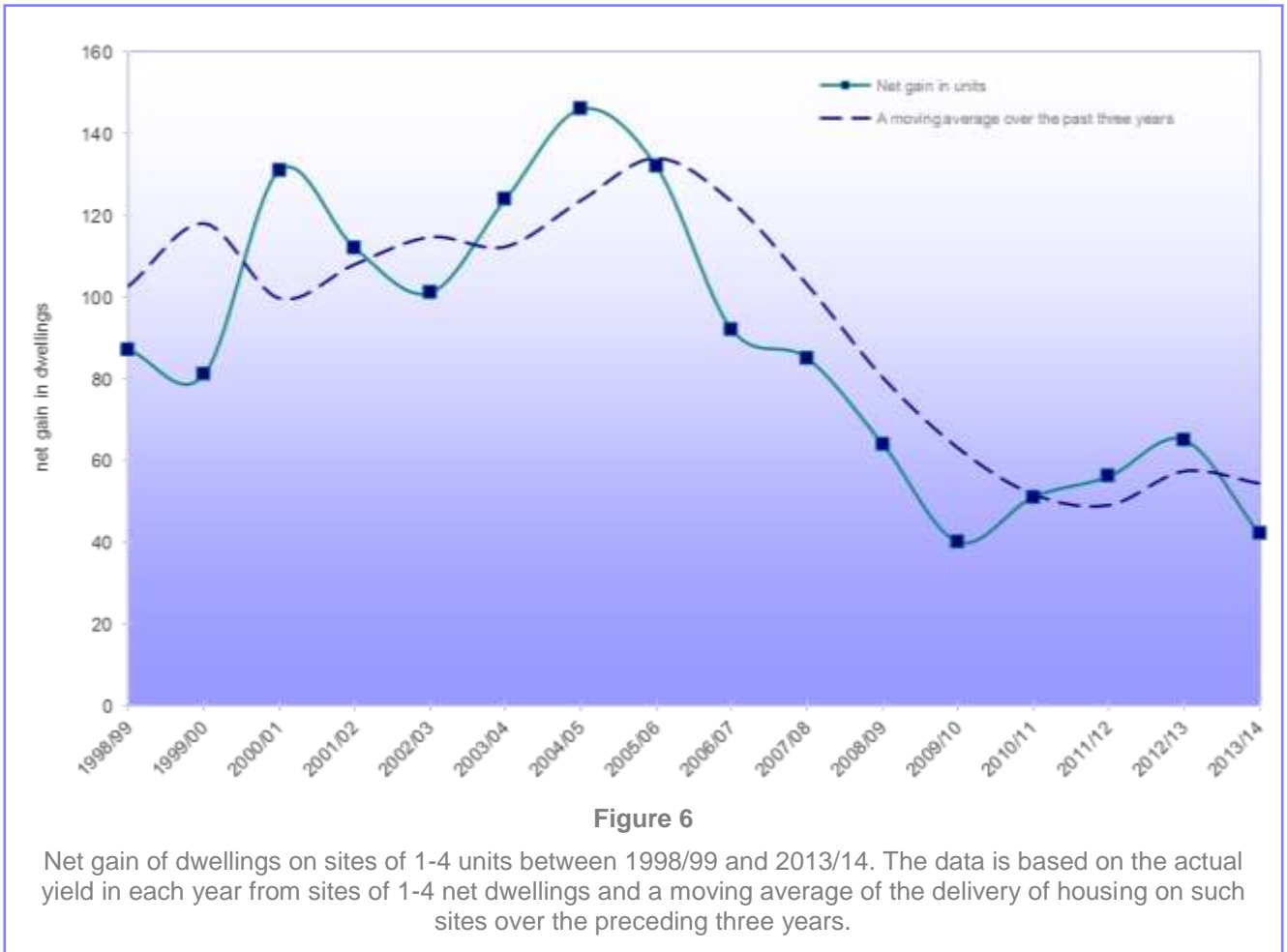
- 2.56 The City Centre is made up of a large number of smaller sites. The total yield of the city centre was determined through an urban capacity assessment carried out as part of the 2008 draft Portsmouth Plan. This assessment used evidence from the Station Square and Station Street Supplementary Planning Document, the likely residential yield from the Northern Quarter development based on the approved outline application (A*39165/AA) and masterplanning work associated with the development of the Guildhall Square area. The assessment did not take into consideration schemes which were already permitted, completed or under construction. This work has been updated and built on in 2010, looking at individual development sites and taking account of how the market for city centre apartments has changed since the 2008 draft Portsmouth Plan was published. This has resulted in a revised yield of 1,600 dwellings in the adopted Portsmouth Plan.
- 2.57 Tipner was originally identified in the Portsmouth Plan. The yield for the site has however been updated through the City Deal and so it is these yields that are now used for Tipner East and Tipner West. Tipner Firing Range lay outside the strategic allocation in the Portsmouth Plan and is a new site.
- 2.58 Horsea Island was originally allocated for housing in the Portsmouth Plan. However it is now an identified employment site in the City Deal and so has been removed from the assessment.
- 2.59 Overall, the strategic sites are seen as being the focus of development in the city and capable of accommodating a substantial proportion of the city's housing and employment requirements. Bringing these sites forward underpins the city's future development.

Determining the housing potential of windfalls

- 2.60 The NPPG recognise that a realistic approach must be taken towards windfalls. Ultimately, it is always preferable to have identifiable sites that will form the city's housing land supply. The certainty that such sites offer is beneficial in planning for infrastructure provision and ensuring that the most suitable parts of the city are prioritised for residential development.
- 2.61 Nonetheless, the NPPF does state that windfalls can be identified in the first five years of delivery, providing there is compelling evidence¹⁴ that such sites have consistently been available in the local area and will continue to provide a reliable source of supply, as set out in paragraph 48 of the NPPF.
- 2.62 The justification and forward projection on the level of the windfall allowance will be based on the amount of completions from sites of 1-4 dwellings since 1998/99. In line with the advice in the NPPF, development on garden land has not been included, where data is available on this. It should be noted that this represents an extremely low proportion of overall housing delivery in Portsmouth: in the 2012/13 there were two completions on garden land out of 379 overall completions.
- 2.63 Figure 6 uses a three year moving average to show the level of completions from sites of 1-4 dwellings over this timeframe. Whilst in recent years the level of delivery has fallen in line

with the overall level of housing delivery, historically it has been approximately 100 dwellings per year.

- 2.64 Consequently, a prediction of a yield of 100 units per annum from sites yielding 1-4 dwellings is seen to be a realistic and robust approach. A yield of 50 dwellings per year has been given to 2014/15 and 2015/16 to reflect the fact that a number of applications already exist which will contribute to the supply of homes from small sites over these two years.



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

3. Findings

Portsmouth’s housing target

- 3.1 This section sets out the results of the study, according to the source of supply and then sub-divided by the phase of delivery (see figure 7).
- 3.2 The base date of this study is 01 April 2015. The study’s phases of delivery follow from this base date and are outlined in figure 7 for reference. The NPPG²³ sets out that the starting point for housing requirement figures is an up-to-date adopted Local Plan and considerable weight should be given to this. The Portsmouth Plan was adopted on 24th January 2012. As a result, the Portsmouth Plan now forms a robust and up-to-date housing target for the city.
- 3.3 Table 2 of the plan²⁴ sets out the city’s housing supply from 2006/07 up to 2026/27 and states that between 11,484 and 12,754 net additional homes could be provided, depending on the provision of infrastructure. Following the construction of the motorway interchange at Tipner, the full provision of housing from this site can now be targeted.
- 3.4 This brings the total housing target to 12,254 net additional homes in the city between 2006/07 and 2026/27. This equates to an average of 584 homes per year over the 21 years. The annual target will be reassessed each year, based on previous completions. This will ensure that any over-delivery or under-delivery is compensated for later in the plan period, if necessary.

2014/15	Year 0	.
2015/16	Year 1	1-5 years
2016/17	Year 2	
2017/18	Year 3	
2018/19	Year 4	
2019/20	Year 5	
2020/21	Year 6	6-10 years
2021/22	Year 7	
2022/23	Year 8	
2023/24	Year 9	
2024/25	Year 10	
2025/26	Year 11	11-12 yr
2026/27	Year 12	

Figure 7
The phasing of the 2013 SHLAA update.

²³ Reference ID: 3-031-20140306

²⁴ See page 81 of the Portsmouth Plan.

- 3.5 Completions from 2006/07 to 2013/14 are shown in figure 8. 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. Figure 8 shows that completions to 31 March 2014 are 4,481. This leaves a deficit up until this point of 191 homes. The NPPG²⁵ sets out that any past under-supply should be ideally addressed in the first five years.
- 3.6 To address this undersupply would require 8,176 homes to have been delivered by 31 March 2020²⁶. 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. All told, completions to 31 March 2014 combined with the resultant targets summarised in the lower section of figure 8 would lead to a total net delivery of 12,165 dwellings in the 2006/07 - 2026/27 period.
- 3.7 The sites which will form the city's future housing land supply, in conjunction with the windfall allowance (see section 2) are:
- i. sites in the planning system;
 - ii. potential housing sites; and
 - iii. strategic sites.
- 3.8 The rest of section 3 is divided up according to the type of supply as outlined above. Each of those subsections then outlines the contribution each source of supply will make towards each of the three phases of delivery. These results are then summarised in section 3.7 and analysed in sections 4 and 5.

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

Figure 8

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

²⁵ Ref ID: 3-036-20140306

²⁶ Calculated as 584 * 14, based on 8 years of delivery up to 31 March 2014 together with year 0 and the first five years.

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

What types of development count towards the target

3.10 All proposals for C3 and C4 development, both as gains and losses, are considered to count towards delivery of housing targets

3.11 The NPPG²⁷ also makes clear that housing for older people in the C2 use class should also count towards housing requirements, as should student housing.

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

Figure 9

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

²⁷ Reference IDs: 3-038-20140306 & 3-039-20140306

Sites in the planning system

- 3.12 Sites in the planning system are comprised of status 1-4 sites. The city council monitors sites with planning permission on a regular basis to determine when a planning permission is being implemented. This enables the city council to accurately measure performance against its housing targets. Status codes for the sites below are based on data collected in April 2014.
- 3.13 This category does not include sites with only a resolution to grant planning permission or outline approval as this does not constitute planning permission.
- 3.14 Sites which have planning permission but are listed as potential housing sites or are part of strategic sites are marked as indicated as such and the yields are not counted here to ensure there is no double counting. Please see either the potential housing sites, strategic sites or identified sites in town centres tables for further details on these applications.
- 3.15 Sites which have planning permission are generally considered deliverable, as set out in footnote 11 of the NPPF which states that "*Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.*" Any sites which are not deliverable for the above reasons are phased for later periods of delivery, this includes some of the permissions in strategic sites.
- 3.16 Please note that on a small number of sites the completions, projected completions and existing units do not equal the gross units permitted. This is due to completions that took place in previous years.

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
13/00544/FUL	93 HAVANT ROAD	51	0	-1	52	3
13/00300/PAMOD	176 LONDON ROAD	38	0	38	0	2
13/01040/FUL	240 FRATTON ROAD	2	0		2	3
14/00046/FUL	9 WADHAM ROAD	1	0		1	3
13/00989/FUL	FONTENOY HOUSE GRAND PARADE	2	0		2	3

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
13/01378/FUL	LAND BETWEEN 9 - 11 MANOR ROAD	1	0		1	3
13/01463/FUL	MARINE LODGE CLARENCE PARADE	1	0		1	3
13/01383/FUL	H & E CAR SPARES 234 TWYFOFRD AVENUE	1	0		1	3
13/01475/FUL	LONDON MALL 143 - 147 LONDON ROAD	2	0		2	2
13/01220/FUL	CRESCENT SNOOKER CLUB 136 - 138 KINGSTON ROAD	7	0		7	3
13/01088/FUL	10 WILSON GROVE	-1	0		-1	3
13/01418/FUL	2A GROVE ROAD SOUTH	1	0		1	3
13/00228/FUL	19 LENNOX ROAD SOUTH	2	0		3	2
13/01244/FUL	1 LANDPORT TERRACE	1	0		1	3
13/00006/PACOU	THIRD FLOOR 34 - 54 ARUNDEL STREET	10	See strategic sites			
13/01133/FUL	SHOP 35 CLIVE ROAD	1	0		2	3
12/01382/FUL	249 FORMER CONTENTED PIG PH FRATTON ROAD	9	0		9	3
13/01071/FUL	4 MALVERN ROAD	-1	0		-1	2
13/01115/FUL	81 FESTING GROVE	-1	0		-1	3
13/00983/FUL	RIDGEWAY HOUSE UNICORN ROAD	10	See strategic sites			
13/00570/FUL	PORTSMOUTH FOYER 22 EDINBURGH ROAD	29	See strategic sites			
13/01048/REM	THE CROWS NEST GARAGE PORTSDOWN HILL ROAD	4	-1	5	0	2
13/00975/FUL	LAND ADJACENT 4 HUNTLEY CLOSE	1	0		1	3
13/00876/FUL	313 GROUND FLOOR LONDON ROAD	1	0		1	2
13/00912/FUL	THE TANGIER PH, 61 - 63 TANGIER ROAD	2	0		2	2
13/00779/FUL	CAVANDISH HOUSE 18 VICTORIA ROAD SOUTH	1	0		1	3

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
13/00004/PACOU	RIVERS STREET STUDIOS RIVERS STREET	2	0		2	3
13/00748/FUL	162 COPNOR ROAD	1	0		1	3
13/00740/FUL	143 WHALE ISLAND WAY	1	0		2	3
13/00713/FUL	PRINTCRAFT 108 MARMION ROAD	1	0		1	3
13/00561/FUL	FIRST FLOOR 8 NORTH END POST OFFICE DERBY ROAD	1	0	1	0	2
12/01083/FUL	119 SITE OF FORMER RAILWAY PH HIGH STREET	20	0		20	2
13/00297/REM	ST MARYS HOSPITAL WEST WING & MATERNITY BLOCK MILTON ROAD	191	0	75	116	2
13/00357/FUL	2 ST CATHERINE STREET	1	0		1	3
13/00367/OUTR	LONGDEAN LODGE HILLSLEY ROAD	40	See potential housing sites			
13/00416/FUL	229 - 231 COMMERCIAL ROAD	6	See strategic sites			
13/00407/REM	LAND AT REAR OF ST JAMES HOSPITAL LOCKSWAY ROAD	13	0	13	0	2
13/00413/FUL	REAR OF 2 LENNOX ROAD SOUTH	1	0		1	3
12/00943/OUTR	11 - 14 CLOCK STREET	4	See strategic sites			
12/00906/FUL	122 ST AUGUSTINE ROAD	2	0		2	3
13/00117/FUL	WILMCOTE HOUSE TYSELEY ROAD	4	0		4	3
13/00259/FUL	R/O 284C, D & E ALLAWAY AVENUE	1	0		1	2
13/00271/FUL	14 BROAD STREET	1	0		1	2
13/00269/FUL	REAR OF 126 - 128 ALBERT ROAD	1	0		1	2
13/00195/FUL	141 GLADYS AVENUE	1	0		1	2
13/00166/FUL	SUN COURT 9 RIVERS STREET SEDGLEY CLOSE	1	0		1	3
12/01215/FUL	LITTLE ACORNS NURSERY ADJACENT 1 PORTSDOWN AVENUE	2	0		2	2

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
13/00095/FUL	ANNESLEY HOUSE QUEENS CRESCENT	1	-1		2	2
13/00083/FUL	208 LONDON ROAD	2	-1		3	2
13/00114/FUL	LAND ADJACENT 1A EVELEGH ROAD	1	0		1	3
12/01041/FUL	22 CONSTRUCTION SITE MIDDLE STREET	14	0		14	3
13/00053/FUL	27 HAVANT ROAD	3	0		3	3
13/00047/FUL	20 LANDPORT TERRACE	4	0		4	3
12/01310/FUL	FORMER HILSEA BUS DEPOT LONDON ROAD	59	0		59	2
12/01185/FUL	76 Highbury Grove	1	0		1	3
12/01119/FUL	47 - 49 KINGSTON ROAD	4	0		4	3
12/00880/FUL	65 LAWRENCE ROAD	1	0		1	3
12/01064/FUL	1 LAND ADJACENT BODMIN ROAD	1	0		1	3
12/00952/FUL	71 KINGSTON ROAD	1	0		1	3
12/00858/FUL	5A - 8A LOWER BROOKFIELD ROAD	6	0		6	2
11/01328/FUL	38 PUBLIC HOUSE KENT ROAD	16	0		38	3
12/00481/FUL	158 - 160 LONDON ROAD	4	0		5	3
12/00760/FUL	9 DEERHURST CRESCENT	1	0		1	3
12/00349/FUL	FINCHDEAN HOUSE ST MARYS HOSPITAL MILTON ROAD	73	0	73	0	2
12/00610/FUL	80 PUBLIC HOUSE CLARENDON ROAD	0	0	1	0	2
12/00568/FULR	50 MAGDALEN ROAD	1	0		1	3
12/00329/FUL	EX WESTFIELD JUNIOR SCHOOL JUBILEE AVENUE	85	82	3	0	2
12/00412/FUL	169 - 171 ALBERT ROAD	2	0	2	0	2

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
12/00385/FUL	1 SHADWELL ROAD	1	0		2	3
11/00997/FUL	306 FRATTON ROAD	2	0		2	3
12/00233/FUL	2A LENNOX MANSIONS CLARENCE PARADE	1	0		1	3
12/00197/FUL	202 CHICHESTER ROAD	1	0		1	3
11/00271/FUL	18 HELENA ROAD	1	0		1	3
11/00656/FULR	WAREHOUSE CROSS STREET	165	See strategic sites			
12/00045/FUL	THE DAME JUDITH PROFESSIONAL CENTRE SUNDRIDGE CLOSE	46	0	46	0	2
10/00849/OUT	LAND OFF AND BETWEEN M275 SOUTH OF TIPNER LAKE INCLUDING GREYHOUND STADIUM TWYFORD	518	See strategic sites			
14/00362/OUT	TIPNER EAST - PHASE 4 TWYFORD AVENUE	80	See strategic sites			
14/00070/FUL	1 - 95 HALLIDAY CRESCENT	48	See potential housing sites			
12/00155/OUT	108 - 112 ELM GROVE	17	0		17	3
12/00146/FUL	LAND ADJACENT 1 CROFTON ROAD	1	0		1	3
12/00118/FUL	147 ALBERT ROAD	2	0		3	3
12/00204/FUL	44B HIGH STREET	2	0		2	3
12/00055/FUL	65 OSBORNE ROAD	2	0		2	3
12/00139/FUL	5 FLATS 1 - 11 VECTIS WAY	3	0		3	3
10/01247/FUL	LAND ADJACENT TO HOMEHEIGHTS AND QUEENS HOTEL	38	See potential housing sites			
11/01246/FUL	ALEXANDRA LODGE WYLLIE ROAD	80	0		80	2
11/01070/FUL	46 - 48 FRATTON ROAD	4	0		5	3
11/00113/FUL	151 - 153 HAVANT ROAD	3	0		3	2

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
11/01040/FUL	138 CLARENDON ROAD	3	0		3	3
11/00970/FUL	1 - 41 BEAMOND COURT LINDISFARNE CLOSE	7	0		7	2
11/01204/REM	205 WALKER CAR SALES GOLDSMITH AVENUE	14	See potential housing sites			
11/01174/FUL	149 - 153 SOMERS ROAD	3	0		3	3
11/01020/FUL	70 AND STORE REAR OF 80 DARLINGTON ROAD	2	0		3	3
11/00832/REM	191 EASTNEY ROAD	9	0		9	2
11/00269/FUL	FORMER SIR ROBERT PEEL PH ASTLEY STREET	17	0	17	0	2
11/00620/FULR	143 HAVANT ROAD	2	0		2	3
11/00488/FUL	8 TO 10 OCEAN APARTMENTS ST HELENS PARADE	1	0		2	3
11/01011/FUL	99 WINTER ROAD	1	0		2	3
11/00789/FUL	12 LAKE HOUSE ST HELENS PARADE	9	0	9	0	2
11/00967/FUL	80 CLARENDON ROAD	2	0		2	3
11/00903/FUL	256 CHATSWORTH AVENUE	0	0		0	3
11/00833/FUL	CENTRAL STUDIO HOUSE RIVERS STREET	1	0		1	3
11/00409/FUL	THE SWAN 100 COPNOR ROAD	12	-1		13	2
11/00025/FUL	SOUTHSEA UNITED REFORM CHURCH VICTORIA ROAD SOUTH	8	0		8	2
11/00147/FUL	DOYLE COURT 443 LONDON ROAD	9	0		9	3
11/00099/FUL	75 - 77 COPNOR ROAD	7	0		7	2
11/00319/FUL	253 ALBERT ROAD	1	0		1	3
11/00308/FULR	11 - 12 CARBIS CLOSE	-1	0		-1	2
11/00169/FUL	37 - 43 HIGH STREET	2	0		2	3

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
10/01263/FUL	38 - 42 SOUTH PARADE	6	0		6	3
11/00010/FUL	3 OUTRAM ROAD	1	0		1	2
11/00106/FULR	THE TOWN HOUSE PORTLAND ROAD	9	0		9	3
11/00035/FUL	190A ALBERT ROAD	-2	0		-2	2
10/01114/FUL	3 LABURNUM GROVE	2	-1		3	2
10/00113/FUL	2-4 ST GEORGES WAY	3	0		3	2
08/01941/FUL	NIGHTCLUB QUEENS HOTEL OSBORNE ROAD	60	See potential housing sites			
09/01564/REM	116 NORTH END AVENUE	7	-1		8	2
08/00344/FUL	8-10 THE OCEAN HOTEL AND APARTMENTS ST HELENS PARADE	6	0		6	3
05/00497/FUL	SAVOY BUILDINGS SOUTH PARADE	92	See potential housing sites			
20262/AB*C	102 FMR WIGHTLINK WORKSHOPS BROAD STREET	14	See potential housing sites			
24209/AC*A	LAND R/O THE LANYARD PH (FMR BAPTIST CHURCH) LONDON ROAD/HEATHFIELD ROAD	10	0	10	0	2
TOTAL:				292	619	
TOTAL of all sites in the planning system				911		

Potential Housing Sites

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

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1-5 years (2015/16 - 2019/20)							
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery	RLV (£/acre)
10	Land west of Homeheights House	38	0	38	3	1-5 years	1,955,311 (pp)
44	Land north of Southampton Road	32	1	31	5	1-5 years	343,699
47	Scottish and Southern Energy Depot	143	0	143	3	1-5 years	632,357 (pp)
48	Drayton Dairy	125	0	76	5	1-10 years	364,829
136	Darby House	8	0	8	5	1-5 years	43,948 (pp)
137	Portland Hotel	10	0	10	5	1-5 years	56,753

1-5 years (2015/16 - 2019/20)

Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery	RLV (£/acre)
143	Land at Halliday Crescent	40	0	40	5	1-5 years	-158,488
146	Clinic south of Alexandra Lodge	12	0	12	5	1-5 years	584,300
150	Southsea Police Station	23	0	23	5	1-5 years	504,802
151	Trafalgar Wharf	160	0	40	5	1-10 years	974,197
155	University of Portsmouth St George's Building	30	0	30	5	1-5 years	1,035,484
156	Seymour Close Parking Area	10	0	10	5	1-5 years	-574,889
158	Edinburgh House	30	0	30	5	1-5 years	-464,135
159	TA Centre at Tudor Crescent	33	0	33	5	1-5 years	571,276
160	Acorn Lodge	8	0	8	5	1-5 years	-357,167
163	Site of Savoy Buildings	90	0	90	5	1-5 years	566,206
164	TA Centre at Perrone Close	35	0	25	5	1-5 years	235,272
166	Hilsea Lodge	30	0	30	5	1-5 years	-464,329
170	Garages at Dursley Crescent	5	0	5	5	1-5 years	35,427
171	Longdean Lodge	40	0	40	5	1-5 years	-786,913
172	Land at Point, east of Broad Street	32	0	32	5	1-5 years	1,220,364
177	Walker Car Sales	14	0	14	5	1-5 years	-998,332 (pp)
183	251-253 New Road	9	0	9	3	1-5 years	pp
184	107 Havant Road	27	1	26	3	1-5 years	pp
185	Land at the rear of Portland Hotel	6	0	6	3	1-5 years	pp
186	Kingsway House	13	0	13	3	1-5 years	pp
187	22 Middle Street	124	0	124	3	1-5 years	pp
188	29-31 Kingston Crescent	190	0	16	3	1-5 years	pp

1-5 years (2015/16 - 2019/20)

Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery	RLV (£/acre)
189	Building Complex 9000, Lakeside	108	0	108	3	1-5 years	pp

Total delivery from potential housing sites in the 1-5 year phase: 1,070

pp - the site has planning permission or was granted planning permission under the General Permitted Development Order. As such, it is considered deliverable without the need for specific viability testing as per footnote 11 of the NPPF.

6-10 years (2020/21 - 2024/25)

Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
29	City Records Office	75	0	40	5	6-12 years
48	Drayton Dairy	125	0	49	5	1-10 years
89	Alfa Romeo Showroom, Havant Road	20	0	20	5	6-10 years
101	Vauxhall Showroom (London Road)	40	0	40	5	6-10 years
151	Trafalgar Wharf	160	0	120	5	1-10 years
178	University of Portsmouth - Brunel House	25	0	25	5	6-10 years
182	Kingston Prison	130	0	130	5	6-10 years

Total delivery from potential housing sites in the 6-10 year phase: 424

11-12 years (2025/26 - 2026/27)

Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
29	City Records Office	75	0	35	5	6-12 years
33	North End Kwiksave	20	0	20	5	11-12 years
40	Museum Store	12	0	12	5	11-12 years

11-12 years 2025/26 - 2026/27)

Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
53	Unity Hall and Deaf Centre	70	0	70	5	11-12 years
168	University of Portsmouth - Langstone Campus	110	36	74	5	11-12 years
179	Portsmouth Adoption Centre	10	0	10	5	11-12 years
180	White Heather Garag	30	0	30	5	11-12 years
Total delivery from potential housing sites in the 11-12 year phase:				251		
Total delivery from potential housing sites across the 1-12 year periods:				1,745		

Identified sites in town centres

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

Identified sites in town centres						
Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
5	Cosham Cinema, High Street	46	0	46	5	1-5 years
23	22-30 Fratton Road	15	0	15	5	1-5 years
60	115-127 Fratton Road (Former Fratton Cinema)	24	0	24	5	1-5 years
18	The Queens Hotel, Osborne Road	60	0	30	3	1-12 years
Total delivery from identified sites in town centres in the 1-5 year phase:				115		
72	Cosham Bingo Hall	60	0	60	5	6-10 years
102	Venture Tower, Fratton Road	19	0	19	5	6-10 years
69	Corner of Derby Road and London Road, North End	18	0	18	5	6-10 years
85	Knight and Lee, Palmerston Road, Southsea	15	0	15	5	6-10 years
49	Southsea Debenhams, Palmerston Road	50	0	50	5	6-10 years

Identified sites in town centres

Site number	Site Name	Proposed units	Existing on site	Net gain in units	Status	Timeframe for delivery
Total delivery from identified sites in town centres in the 6-10 year phase:				162		
76	East of Northern Road	80	0	80	5	11-12 years
97	Southern corner of Northern Road and Medina Road	45	0	45	5	11-12 years
71	Corner of Spur Road and Northern Road, Cosham	28	0	28	5	11-12 years
18	The Queens Hotel, Osborne Road	60	0	30	3	1-12 years
Total delivery from identified sites in town centres in the 11-13 year phase:				183		
Total delivery from identified sites in town centres:				460		

Strategic sites

- 3.26 These are large scale sites which involve the comprehensive regeneration of several parts of the city.
- 3.27 The Government confirmed in its 2011 Autumn Statement that funding for the Tipner interchange will be provided and indeed this is now complete. As a result, the site’s capacity has been assessed as having the potential to yield 1,250 net additional dwellings. As described at the start of section 3 this has also had the effect of raising the city’s overall housing delivery target.
- 3.28 Due to the large size of all of these sites and the many complex issues on each one, delivery of housing will not be in a single year or phase of delivery. The phasing of these sites has been calculated on this basis, often in conjunction with the likely developer of the site.

Horsea Island and Port Solent

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

Somerstown and North Southsea

- 3.30 Any planning application that is intended to implement the Somerstown and North Southsea Area Action Plan will count towards the delivery of the strategic site. Any application that is not intended to implement the Area Action Plan will not count towards the delivery of the strategic site.
- 3.31 Previous completions and unimplemented planning applications that have or will count towards the delivery of the Somerstown and North Southsea strategic site are shown below.
- 3.32 As a result of the completion of 53 units in Somerstown and North Southsea before the study’s base date, the residual amount of development that needs to be provided has fallen from 539 to 486.

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Somerstown and North Southsea strategic site delivery						
Application reference	Site name	Gross units permitted	Existing units on site	Predicted net completions before 31.3.2014	Predicted net gain in units during plan period	Status at April 2014
Completions which are intended to implement the Somerstown and North Southsea Area Action Plan						
07/02436/FUL	58-62 ST. JAMES ROAD SOUTHSEA PORTSMOUTH	24	0	24	0	1

10/00544/FUL	Land Adjacent To Tipton House	7	0	7	0	1
11/00038/FUL	WELLINGTON STREET, SOUTHSEA	22	0	22	0	1
TOTAL:				53	0	
Outstanding planning applications intended to implement the Somerstown and North Southsea Area Action Plan at 1 April 2014						
-	-	-	-	-	-	-
TOTAL:				0	0	

The city centre.

- 3.33 This site will use a 'cut off date' approach. The urban capacity assessment for the Portsmouth Plan was done in 2008. As a result, planning applications for an increase of more than five dwellings that were given planning permission after 01 April 2008 count towards the delivery of the strategic site. Applications that were given planning permission before 01 April 2008 do not count towards the delivery of the strategic site.
- 3.34 The urban capacity assessment has recently been re-examined. This showed that, particularly given the changes in the housing market since the previous work (see section 3.8) the capacity of the sites had reduced from 2,100 in the draft Portsmouth Plan to 1,589. This led to PCS10 setting a target of 1,600 net additional homes for the city centre. However as part of the 2010 update the same sites were reassessed as in 2008 and so it is not proposed to change the cut off date.
- 3.35 Previous completions and existing planning applications that have or will count towards the delivery of the city centre strategic site are shown below. The level of expected delivery in the city centre across the three periods of delivery is then set out in figure 10. It should be noted that, whilst not all delivery in the first five years are from sites with planning permission, all delivery is scheduled to be from specifically identified sites which either have planning permission or which are being actively brought forward by developers.
- 3.36 This shows that there has been a net gain in units of 81 in the city centre through applications permitted after 01 April 2008. As such, the remainder to be provided has fallen from 1,600 units to 1,519.

City Centre strategic site delivery

Application reference	Site name	Gross units permitted	Existing units on site	Net completions before 31.3.2014	Predicted net gain in units during plan period	Status at April 2014
Completions which have taken place on applications permitted since 01 April 2008						
08/00027/FUL	1-2 SEYMOUR TERRACE ST GEORGES WAY	1	2	-1		1
09/00302/FUL	FLATS 116-117 NO. 1 GUNWHARF QUAYS	1	2	-1		1
09/00752/FUL	FLAT 141 AND 142 NO 1 GUNWHARF QUAYS	1	2	-1		1
09/00897/FUL	75/76 ADMIRALTY TOWER QUEEN STREET	1	2	-1		1
09/01498/FUL	FLAT, 7-9 MARKET WAY	0	1	-1		1
10/00137/PLAREG	13B EDINBURGH ROAD	1	0	1		1
10/00143/REM	10 THE THREE CROWNS ST JAMES'S STREET	0	1	-1		1
10/00499/FUL	14 MONTAGUE WALLIS COURT ST GEORGES WAY	1	1	0		1
11/00378/FUL	MITRE COURT HOUSE 1A BISHOP STREET	1	0	1		1
11/00537/FUL	FLATS 124 & 125 NO 1 GUNWHARF QUAYS	1	2	-1		1
11/00053/FUL	1 - 5 QUEEN STREET	41	0	41		1
11/01232/FUL	FORMER CAROLINE LODGE BLOSSOM SQUARE	43	0	43		1
12/00119/FUL	70 COLLEGE STREET	1	1	0		1
12/01079/FUL	43 KING WILLIAM STREET	1	1	0		1
12/01301/FUL	15 - 16 THE HARD	0	2	-2		1
13/00396/FUL	58 & 58A QUEEN STREET	1	1	0		1
13/00084/FUL	UPPER FLOORS 1 GUILDHALL WALK	4	0	4		1
				TOTAL: 81	-	
Outstanding planning applications given permission after 01 April 2008						

11/00656/FULR	Warehouse, Cross Street	165	0	0	165	3
12/00943/OUTR	11-14 Clock Street	4	0	0	4	3
10/00113/FUL	2-4 St George's Way	5	0	0	5	3
13/00983/FUL	RIDGEWAY HOUSE, UNICORN ROAD	10	0	0	10	3
13/00570/FUL	PORTSMOUTH FOYER 22 EDINBURGH ROAD	29	0	0	29	3
13/00416/FUL	229-231 Commercial Road	6	0	0	6	3
TOTAL:					219	

Tipner East

3.37 This site was originally a strategic allocation in the Portsmouth Plan, although this has subsequently been revised through the City Deal. This site will be delivered by a small number of comprehensive developments. Several planning permissions have now been permitted. However, as there is extensive land remediation, land raising and other up-front preparatory work which is required, the phasing for the delivery of these sites is partly in the 6-10 year period. The phasing is based on current estimates for delivery of the City Deal.

Tipner East strategic site delivery

Application reference	Site name	Gross units permitted	Existing units on site	Net completions before 31.3.2014	Predicted net gain in units during plan period	Status at April 2014
Previous completions						
-	-	-	-	-	-	-
TOTAL:				0	0	
Outstanding planning applications						
10/00849/OUT	LAND OFF AND BETWEEN M275 SOUTH OF TIPNER LAKE INCLUDING GREYHOUND STADIUM TWYFORD AVENUE	518	0	0	518	2
11/00362/OUT	TIPNER EAST - PHASE 4 TWYFORD AVENUE	80	0	0	80	2
TOTAL:				0	598	

3.38 As well as the two planning permissions below, there have been further applications for 5 homes in Area 25 of Tipner East (13/00203/Out) and for 23 homes on Areas 16 and 24 (13/00202/OUT). The city council resolved to grant planning permission on both sites on 10th June 2013. This equates to a further 28 units which can effectively be added to the total below. As such, 626 units have either planning permission or a resolution to grant planning permission on Tipner East.

Tipner West

3.39 This site was originally a strategic allocation in the Portsmouth Plan, although this has subsequently been revised through the City Deal. This site will be delivered by a small number of comprehensive developments. No planning applications have yet been submitted for delivery of this site. Phasing for the site is derived from the delivery timetable for the City Deal. It should be noted that part of the delivery of this site will be beyond the timeframe of the Portsmouth Plan.

Tipner Firing Range

3.40 This site was not part of the strategic allocation in the Portsmouth Plan, it is a new site which has been identified in the City Deal. This site will be delivered by a small number of comprehensive developments. No planning applications have yet been submitted for delivery of this site. Phasing for the site is derived from the delivery timetable for the City Deal.

Strategic sites delivery phasing summary

Site number	Site name	Year 0	1-5 years	6-10 years	11-15 years	Total
3	City centre	4	420	797	298	1,519
16	Somerstown and North Southsea	0	16	320	150	486
38	Horsea Island	0	0	0	0	0
43	Port Solent	0	50	450	0	500
190	Tipner East	0	367	259	0	626
191	Tipner West	0	0	150	200	350
192	Tipner Firing Range	0	150	450	0	600
Total:		4	1,003	2,426	648	4,081

Figure 10
The phasing of strategic sites based on the levels of development currently anticipated.

3.41 The level and timing of development is based on officer judgement of the delivery of the strategic sites. Delivery in the first five years is purely from those sites in the strategic sites with planning permission or a resolution to grant planning permission. The levels of development in figure 10 will be used to inform the city's housing trajectory.

Summary of phased delivery

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

2014/15 (year 0)	
Sites in the planning system (status 1-4 sites)	
Net increase in units from sites in the planning process: 292	
Potential housing sites (status 5 sites)	
Net increase in units from potential housing sites: 0	
Net increase in units from identified sites in town centres: 0	
Strategic Sites (status 6 sites)	
Net increase in units from strategic sites: 4	
Unidentified sites	
Unidentified sites (1-4 dwellings): 50	
TOTAL predicted delivery in 2012/13: 336	
Total requirement under the Portsmouth Plan: 616	

1-5 years (2015/16 - 2019/20)	
Sites in the planning system (status 1-4 sites)	
Net increase in units from sites in the planning process (large and small): 619	
Potential housing sites (status 5 sites)	
Net increase in units from potential housing sites: 1,070	
Net increase in units from identified sites in town centres: 115	
Strategic Sites (status 6 sites)	
Net increase in units from strategic sites: 1,003	
Unidentified sites	
Unidentified sites (1-4 dwellings): 450	
TOTAL delivery in the 1-5 year phase: 3,257	
Total requirement under the Portsmouth Plan: 3,080	

6-10 years 2020/21 - 2024/25)	
Sites in the planning system (status 1-4 sites)	
Net increase in units from sites in the planning process (large and small):	0
Potential housing sites (status 5 sites)	
Net increase in units from potential housing sites:	424
Net increase in units from identified sites in town centres:	162
Strategic Sites (status 6 sites)	
Net increase in units from strategic sites:	2,426
Unidentified sites	
Unidentified sites (1-4 dwellings):	500
TOTAL delivery in the 6-10 year phase: 3,512	
Total requirement under the Portsmouth Plan: 2,920	

11-13 years (2024/25 - 2026/27)	
Sites in the planning system (status 1-4 sites)	
Net increase in units from sites in the planning process (large and small):	0
Potential housing sites (status 5 sites)	
Net increase in units from potential housing sites:	251
Net increase in units from identified sites in town centres:	183
Strategic Sites (status 6 sites)	
Net increase in units from strategic sites:	648
Unidentified sites	
Unidentified sites (1-4 dwellings):	200
TOTAL delivery in the 11-15 year phase: 1,282	
Total requirement under the Portsmouth Plan: 1,168	

4. Analysis of findings

4.1 This section examines the implications of the SHLAA's findings from the base date of 01 April 2015 against the housing delivery target in the Portsmouth Plan.

Phase of delivery	Net delivery of dwellings	Portsmouth Plan target	Difference to Portsmouth Plan target	Running difference to Portsmouth Plan target
1-5 years	3,257	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				

Figure 14

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

4.2 The results in figure 14 show that Portsmouth is able to fulfil its housing requirements for the first 10 years of delivery. In total the city will likely provide 769 dwellings more than required. Taking into account the 11-12 year supply, there will be a surplus of 883 net additional dwellings.

4.3 Furthermore, over the 21 year period from 2006/07 to 2026/27 there would be a delivery of 12,878 net additional dwellings, as set out in figure 15. The target, taken from table 2 of the Portsmouth Plan and adjusted to include the total delivery from Tipner, would be 12,254 net additional dwellings. This results in an overall surplus for the 21 year period of 624 dwellings.

Housing supply 2006/07 - 2026/27		
Source of supply	No. of units	
Completions up to 31 March 2014	4,481	
2014/15- 2026/27	Development in the pipeline	911
	Strategic sites (Apr 2014 onwards)	4,081
	Identified sits in town centres	460
	Potential housing sites	1,745
	Windfall	1,200
TOTAL: 12,878		
Portsmouth Plan target: 12,254		
Difference: 624		

Figure 15

Total housing delivery over the lifetime of the Portsmouth Plan.

4.4 The study also demonstrates that Portsmouth has a five year housing land supply from 01 April 2015. There is a surplus of 177 dwellings in the first five years.

4.5 Paragraph 47 of the NPPF also requires that local planning authorities identify an additional buffer of 5% of the target to ensure choice and competition in the market for land.

4.6 It goes on to state that where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% to provide a realistic prospect of achieving the planned supply. However the NPPG is clear that the assessment of a local

delivery record is likely to be more robust if a longer term view is taken as then it can take account of the peaks and troughs of the housing market cycle.

4.7 Portsmouth's housing delivery from 1996/97 to 2013/14 is set out in figure 16. This shows that over those years, there were only nine instances where housing delivery was below the

584 annualised target for the city between 2006/07 and 2026/27 whilst four of those years were during the recent downturn. Portsmouth has been consistently delivering the required level of housing and as a result the 5% buffer has been applied.

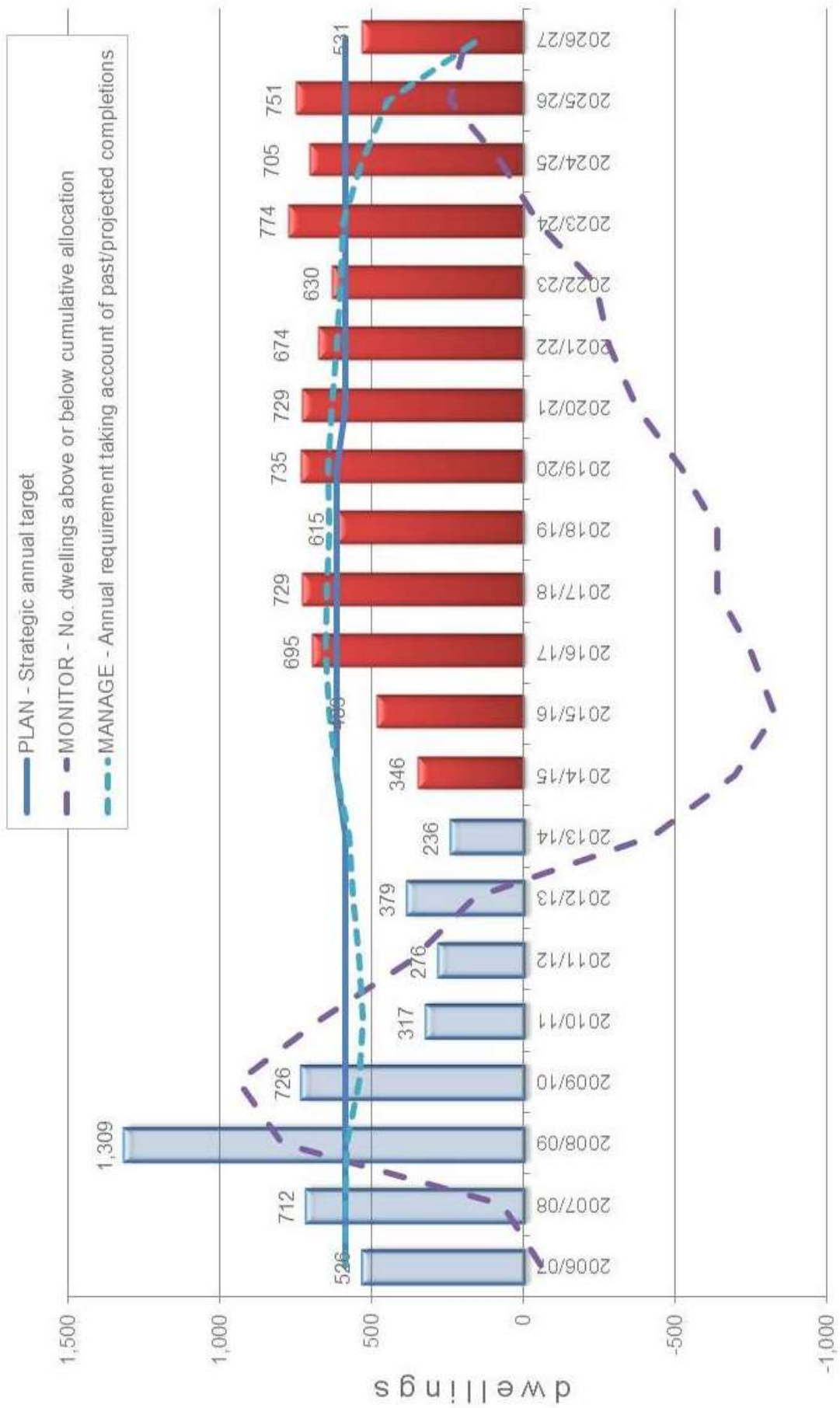
4.8 Overall, applying the 5% buffer increases the five year target to 3,234 dwellings. As 3,257 homes are likely to be delivered in this period, the city has a surplus of 23 homes compared to the 5 year target with the 5% buffer.

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

Housing supply 1996/97 - 2011/12	
Year	No. of units
1996/97	261
1997/98	632
1998/99	592
1999/2000	407
2000/01	612
2001/02	500
2002/03	605
2003/04	577
2004/05	737
2005/06	634
2006/07	526
2007/08	712
2008/09	1,309
2009/10	726
2010/11	317
2011/12	276
2012/13	379
2013/14	236

Figure 16

Recent housing delivery.



5. Conclusions

- 5.1 This SHLAA update gives a brief overview of the committed and potential supply of housing in Portsmouth up to 2026/27 from a base date of 01 April 2015. The study is based on the practice guidance issued in the NPPG, interpreted to reflect Portsmouth's unique geography.
- 5.2 The results show that the city should exceed its housing delivery target under the Portsmouth Plan and that city has a deliverable five year housing land supply, including a 5% buffer to ensure choice and competition in the market for land.
- 5.3 The SHLAA will continue to be a living document and will be updated at least annually, as per the NPPG. An updated housing trajectory will also be produced and fed into each year's Annual Monitoring Report.
- 5.4 Planning applications will continue to be assessed on their individual planning merits in accordance with the development plan and other material considerations. Information in the SHLAA may be useful to applicants, highlighting potential constraints. However it is not a substitute for the detailed surveys and assessments that will naturally form part of the development process.



Title of meeting:	Planning, Regeneration and Economic Development Decision Meeting
Date of meeting:	2 December 2014
Subject:	Post evaluation report for pilot Shopping Festival 2014
Report by:	City Development Manager
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 The purpose of this report is to provide an update to the Cabinet Member for Culture, Leisure and Sport on the success of the shopping festival and put forward recommendations for the future. It was committed in the PRED briefing of Thursday 27 March to bring back a report to a future, post event, portfolio decision meeting. The paper includes an analysis of the event and improvements and plans for next year.

2. Recommendations:

2.1 That the event is repeated in 2015 but with the proposed changes of:

- **That the festival run for a shorter duration of 4 days from 18th to 21st September 2015**
- **That the timing of the festival should be linked to a partner event in the Guildhall square**
- **That the city centre managers support and promote the festival in their district shopping centres and run individual events**
- **That the festival is expanded to cover certain shopping areas including the North of the city**

3. Background

3.1 Concept

- 3.1.1 The original concept of the shopping festival is a celebration of shopping (and Portsmouth) to include discounts, events and entertainment across the city.

- 3.1.2 The principal purpose was a marketing initiative, encouraging and promoting usual events happening in the city and bringing them together with some additional activities. The reason for the festival idea was to strengthen associations to culture as research (YouGov Place Brand) shows that the top ranked cities are rated top for culture, atmosphere and being easy to get around.
- 3.1.3 The shopping festival was timed from 12 to 28 September, outside of the peak summer season and to incorporate Freshers week and the return of the University students. It ran over 2 weeks and 3 weekends showcasing the variety of shopping that the city has to offer for residents and visitors.

3.2. Target Audiences

- The festival was timed to welcome the new intake of students and their parents.
- The target audience to bring income into the city is visitors from within an hour's drive.
- The festival was also hoping to attract local residents and a number of free activities were scheduled to appeal to a cross section of the community.

3.3 Partners

- 3.3.1 Various partner organisations supported the event by displaying posters, giving out flyers and stickers on the trail and via marketing and social media. The Kings Theatre, Central and Southsea Libraries, Portsmouth Museum, Aspex Gallery, Spinnaker Tower, Hawkins Bazaar, Cascades, The Guildhall, Spinnaker Tower, and Portsmouth University participated as well as a number of shops, restaurants and cafes.

3.4 Location

- 3.4.1 As this was the pilot year, the festival was selected to be in a walkable area which is easily connected. The festival took place in the south of the city as the shopping areas are in walkable distance of each other, close to the seafront and visitor attractions and at the heart of the university campus.

3.5 Events

3.5.1 The Sherlock Trail

- 3.5.1.1 As part of the cultural offering, (top cities are ranked top for culture) a Sherlock Holmes detective trail was planned, promoting the city's Conan Doyle collection, structured to encourage residents and visitors to move around the city between the shopping centres and through cultural venues.
- 3.5.1.2 The Sherlock Trail was used at the final exhibition for the Heritage lottery funded Sharing Sherlock project, and was the largest ever exhibition of the Conan Doyle

Collection in Portsmouth, with unseen gems from the collection enlarged and displayed in cultural venues across the city.

3.5.1.3 The trail brought over 100 people to the venues, feedback was very positive from participants, many of them, despite having lived in the area for years, had not known/visited some of the venues; Aspex, Bush House and the Portsmouth Museum in particular.

"Just thought I'd send a quick email to say we did the Sherlock Trail on Thursday with 5 pupils and they all really enjoyed themselves. We also found a few things around Portsmouth that some of us didn't know existed so if that was the aim then it worked!" Ellen Keefe, Harbour School

*"The Sherlock Trail was good fun, and just what we needed on a school inset day!"
Mother of participant*

3.5.1.4 Aspex Gallery, said they had enjoyed taking part and had seen a noticeable increase in footfall.

"It's a good idea and helps to encourage people to explore" Aspex Gallery

3.5.1.5 The Portsmouth Museum also had positive feedback

"Really popular with families... certainly added to visitor numbers during the time of the festival". Portsmouth Museum

3.5.1.6 Hawkins Bazaar, the only retail outlet included in the trail said they had appreciated the business saying that people had been in to make purchases and also photographing items for future purchase.

*"I thought the event was a good idea and helped to promote the CASCADES SHOPPING MALL in the city. Great idea to help increase footfall in the centre also
Hawkins Bazaar*

3.5.1.7 In addition to the people that participated, many other people collected flyers or saw the large images /posters across the city and read the information (including staff at the venues), so the trail promoted the existence of the collection outside those that completed it.

3.5.1.8 Feedback from the Learning and Education officer for the Conan Doyle collection was extremely positive saying that the Sherlock Trail achieved the following objectives:

- Raised the profile of the collection in the city to new (students & families) and existing residents
- Highlighted the City Museum, Central Library and Elm Grove as significant locations linked to the ACDC
- Raised the profile of the collection through the general advertising across the city & beyond

"The Sherlock Trail also enabled us to keep in contact with community groups and schools who designed the exhibitions originally, giving an additional marketing and kudos to their original exhibitions and their groups. This will then allow the connection to the collection continue once the Mobile App and online exhibition go live, building good local knowledge and involvement." Laura Weston

3.5.1.9 In addition to raising awareness of Conan Doyle and the cultural venues around The city, the trail also helped to develop the volunteers. One said the project had given him the confidence to go out and speak to people when handing them trail flyers, as he was so comfortable with the project. He had never been able to do this before.

3.5.1.10 In order to increase future engagement, a mobile app is planned to be developed In conjunction with the University, meaning the trail could be conducted at any time, particularly over school holidays

3.5.2 Guildhall Square

3.5.2.1 The main entertainment was in Guildhall Square to draw people from one area to another encouraging movement between shopping areas (demonstrating 'easy to get around') and after closing to encourage evening stays (and spend).

3.5.2.2 During the first two weekends International food markets with a bar and entertainment were planned in Guildhall square. The Funky Town Festival, incorporating the 'prize draw' by the Lord Mayor took place during the last weekend. of the festival. Some people had heard about the entertainment in Guildhall Square and had come along specifically, others had turned up spontaneously. Feedback was that the concept was a good one

3.5.2.3 Feedback was also received about the numbers of people attending; footfall was lower than expected. Despite the large amount of social media and press coverage, people were still unaware of the festival.

3.5.3 Other locations

- There were buskers in Commercial Road.
- There were various other events running at this time, planned to fit with the shopping festival. The Hampshire farmers market ran in Southsea during the 2nd weekend, the Making Waves Film Festival during the 2nd week (where they ran diary of a shopaholic on the big screen to link in with the theme)

3.6 Business Promotions

3.6.1 Retail outlets, cafes and restaurants provided prizes for the draw and discounts throughout the period to encourage secondary spend. Discounts and offers at over 20 cafes, restaurants and shops

- 3.6.2 A number of prizes were donated from restaurants and shops from a Southsea deckchair, various attraction/theatre tickets, picture, t-shirts, toy cars to a burrito a week for a year. The main 3 winners were drawn by the Lord Mayor at the Funky Town Festival as part of the closing ceremony.
- 3.6.3 Al Burrito, who provided prizes, said that they had the busiest week ever when their prize was first promoted by us via social media and the web.
- 3.6.4 Tango Tea Collectables in Albert Road thought it was a good idea and saw an increase in business, especially during the first weekend

"Keep going and let things evolve" Tango Tea

- 3.6.5 Packages were put together to encourage evening dining and overnight stays to encourage secondary spend and to encourage and build on the shopping experience. A methodology of how to evaluate and evidence this should be explored for 2015
- 3.6.6 The shopping festival has a strategic fit and works well with businesses and the city centre managers and can continue promoting Portsmouth as a shopping destination and supporting small businesses by involvement and support to events such as Independence Day and small business day.

4. Marketing activity

4.1 Website

- 4.1.1 The shopping festival page on the Visit Portsmouth website attracted 6365 page views (from inception in July. 5418 were unique, 942 were repeat visitors). During the festival it peaked at 500 in a day compared to the other main attraction pages Portsmouth Historic Dockyard, Gunwharf Quays and the Spinnaker Tower that attracted under 100 hits a day during the same period.

90% of website visitors were from the UK. Of these, a third came from Portsmouth, 15% London, 10% Southampton, 5% surrounding Portsmouth areas and 3% Brighton.

- 4.1.2 Internationally, website visitors were mainly from France, USA, Germany, Spain, Italy and Canada respectively

4.2 Reach

It was clear that we had reached an international audience. The event featured in articles in The Middle East/Africa and USA and from the internet we were contacted about the festival by performers from Italy wanting to take part next year.

4.3 Social Media

A dedicated Facebook page (92 likes), Twitter account (377 followers and still growing) and email address was set up for the festival.

4.4 Advertising

4.4.1 In addition the Internal PCC (free) advertising included Flagship, various promotional activities to databases such as to the leisure card database as well as the individual PCC shopping centre sites, PCC website and various Facebook pages and twitter accounts.

4.4.2 During the festival, events and activities were advertised on the big screen in Guildhall Square, on major road signs in the city and other communication screens in the libraries and museums around the city.

4.4.3 In addition to our own advertising, key partners, shops, restaurants and other entertainment venues across the city promoted the event.

4.5 Press Coverage

Over £15k VAE press coverage was achieved as well as coverage on the radio, internet and social media.

4.6 Resources and budget

4.6.1 The event was as planned, budget neutral, the main resource was officer time for Destination Brand Manager and support for the rest of the Economic development team and visitor services and Conan Doyle team

4.6.2 The Sherlock Trail was used as the final exhibition for the Heritage lottery funded Sharing Sherlock project, so relevant costs were covered by the funding.

4.6.3 The total marketing cost for the festival was £500.00 for a flyer to be designed and printed. This was offset by Income generated from renting of Guildhall Square to market traders for £500. There was also over £15,000 value added equivalent created by the festival

4.7 Challenges

4.7.1 Resources - the project team was not fully resourced this year and the limit resources available did impact on the depth and quality of the offer. Improvements would be to develop a fuller PCC project team with representatives from various areas of the council with dedicated responsibilities to include, Visitor services, City centre management, Conan Doyle, business support, event team

4.7.2 Reputation - the project has been planned to ensure the risk to reputation was limited, however there were concerns about quality of the Guildhall Square markets.

To provide a high quality event as desired, this would need funding directly, by a partner or via sponsorship

- 4.7.3 Security - It was planned that the markets would be fenced overnight for security purposes; However having stalls fenced in at night was an issue in terms of access to the square and presentation and we would not want to repeat this so options to have pop up/moveable stalls is more suitable

4.8 Reasons for recommendations

- 4.8.1 The Shopping Festival linked to a number of objectives in the seafront strategy and regeneration strategy:

- Increase awareness of Portsmouth as a shopping destination and a place to visit (enhance Portsmouth's image)

This was achieved in terms of media coverage in The News, Hampshire, the wider UK, US, Mid East and led to contacts from cancer research, UK, New Forest bus company and an Italian Circus Company about performing in 2015.

- Demonstrate the convenience and diversity of the city's shopping offer from boutique, antique, high street and to designer brand all within a mile of the city centre

This was achieved in terms of the Sherlock trail helped with this taking people from one shopping area to another.

- Attract new and repeat visitors

Whilst we do not have a direct measure for this, we know that over 6000 people viewed this on the website and whilst participants on the trail mainly came from Portsmouth, some completers came from as further away including Clanfield, Portchester and Farnborough.

- Encourage over nights stays

Whilst we do not have a direct measure for this, we know that of the 6000 people viewed this on the website, 10% were from overseas and half of the UK residents were outside the 90 minute drive time. We should consider a measure for this for next year

- Generate income for local businesses through retail and secondary spend

This was achieved: positive feedback from Tango Tea, Hawkins Bazaar, Aspex Gallery and The Portsmouth Museum all support this

4.8.2 Therefore it is felt that the shopping festival is a strategic fit in terms of brand and visitor economy strategy and should be repeated next year, but to reshape the delivery from the lessons we have learnt.

4.9 Options for the future

The event should be repeated as to achieve the original concept of a marketing initiative to strengthen external perceptions of shopping. The festival was to strengthen cultural associations and again this element would be lost if there was no festival.

4.10 Repeat but with a properly funded or sponsored event in Guildhall Square

4.10.1 The markets in Guildhall Square were organised at short notice and did not offer as many stalls as we would have liked. In addition they did not draw/family entertainment that was required to gain the desired footfall.

4.10.2 The Guildhall Square is a central point, linking the shopping centres. A future event should be professionally managed and be funded directly, via sponsorship or through working in partnership as the costs to such an event is approximately £8K

4.11 Repeat without the Guildhall Square element

The Guildhall Square took the most time and effort to organise, if this was left out then the city centre managers would be able to manage events in the centre directly and then there would only be a need for umbrella marketing.

5 Duration

There are benefits of both extending and shortening the length of time the festival :

- Reducing the length of the shopping festival to offer a more focussed experience into in one day/weekend is recommended. It would help us to develop the quality of the offer and to improved offers and discounts; shorter shopping trails could be developed, with alternative cultural or shopping themes. This was preferred option for town centre management
- However reducing the shopping festival length will impact on the ability to link up more of the existing events and may not give us the opportunities to maximise media coverage

6. Timings

6.1 The feedback was that the timing of the event should remain outside peak summer season, to coincide with Freshers week and incorporate various events such as the farmers market in Southsea, love Southsea markets and the film festival.

7. Equality impact assessment (EIA)

7.1 An equality impact assessment is not required as the recommendations do not have a negative impact on any of the protected characteristics described in the Equality Act 2010.

8. Legal comments

8.1 As the Festival involves the use of highways and non Council property appropriate permissions and insurances will need to be in place to cover any liability that may arise from the festival. All other legal matters are dealt with in the body of the report.

9. Head of Finance comments

9.1 The Shopping Festival was funded from internal resources. Options for the future development of the Shopping Festival can now be explored based on the success of the 2014 event.

9.2 Following the approval of the recommendation contained in this report, a financial appraisal will be prepared in order to analyse the costs of the proposed 2015 event.

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Signed by:
Claire Upton-Brown
City Development Manager

Appendices: None

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/
rejected by Cabinet Member for Planning, Regeneration and Economic Development on
2nd December 2014

.....
Signed by:

Cabinet Member for Planning, Regeneration and Economic Development