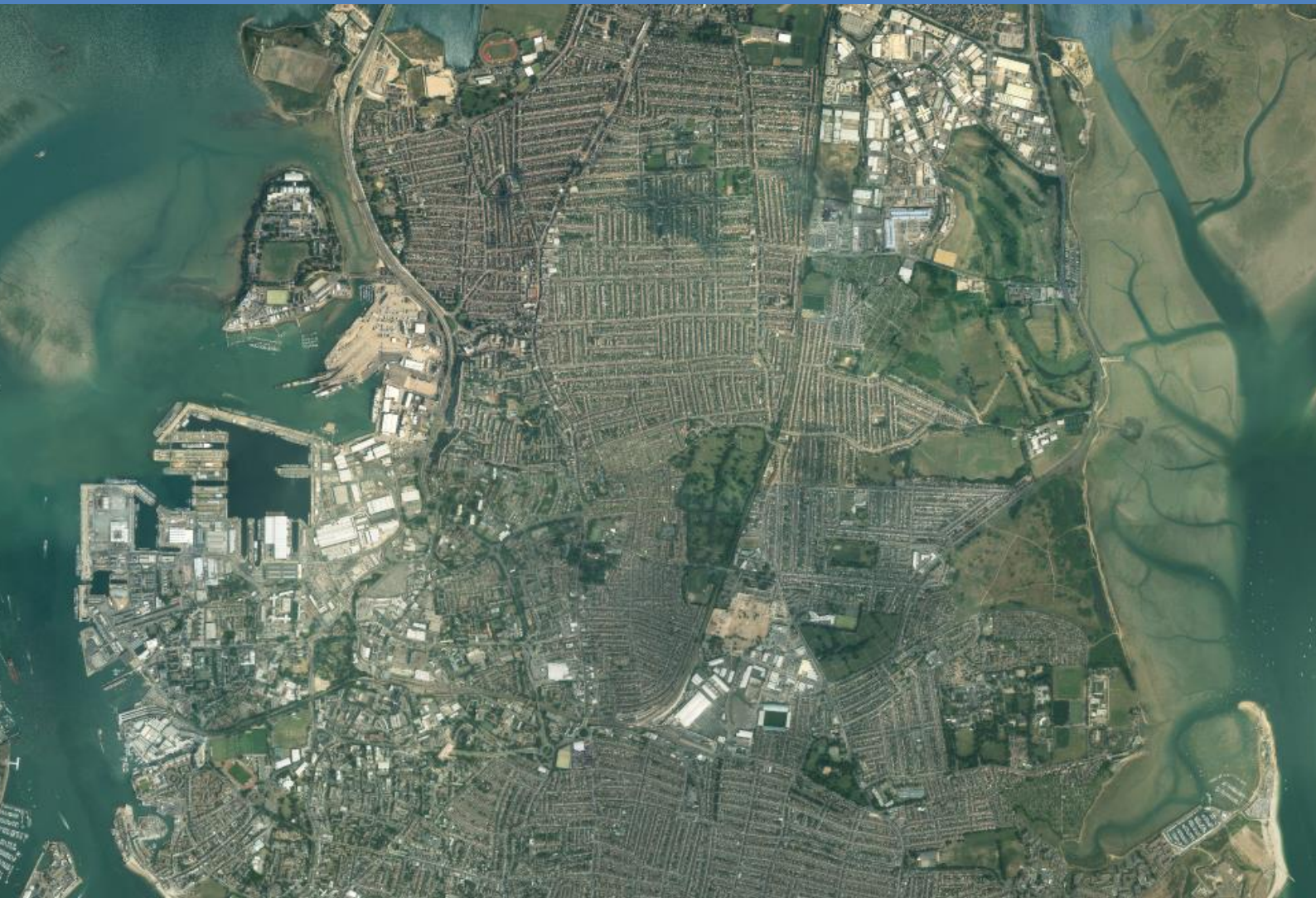


Portsmouth City Local Plan



CONSULTATION DOCUMENT

February 2019

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1. Introduction

- 1.1. The purpose of this document is to summarise work which has been produced for the new Local Plan and seek the views of the public and other key stakeholders on the work contained in a number of evidence studies. . The main aim is to provide an update to the council's evidence gathering on key issues. The intention is for a full draft Local Plan to be published for comment later in 2019; this will include the vision for Portsmouth, objectives for the Local Plan and the proposed approach to strategic planning matters for the city. The draft Local Plan will take into account all of the views received in the previous *Issues and Options* consultation as well as this evidence base consultation.
- 1.2. The new Local Plan for Portsmouth will set out the planning strategy for meeting future development needs in the city for the period up to 2036. For example, it will identify the amount of housing that is needed and where it will be built. It will also protect various areas such as open space and conservation areas. It will contain a vision and maps and details of what type of development can happen and where.
- 1.3. The preparation of the new Local Plan will be accompanied by Sustainability Appraisal to assess the extent to which the Plan will help to achieve relevant environmental, economic and social objectives, and a Habitats Regulations Assessment to determine any likely impacts of the Plan's policies and site allocations on internationally protected natural assets.
- 1.4. Once adopted, the Local Plan will replace existing planning policy documents and form the basis for taking decisions on planning applications. The Local Plan sits alongside the National Planning Policy Framework, which sets out Central Government's planning policies, and with which the Local Plan should be consistent.

2. Accompanying Consultation Documents

- 2.1. This document summarises the key evidence from a range of evidence studies. They are listed below, along with a number of emerging background papers -

Housing and Economic Land Availability Assessment (HELAA)

The HELAA sets out how the technical exercise of identifying and evaluating land for its potential to deliver development for housing or economic purposes has been undertaken. It does not allocate land for development.

Housing Needs Study

This document provides the evidence on the different types of housing need in the city. It considers the size, type and tenure of homes, including the need for specialist housing for particular groups, such as wheelchair users.

Gypsy and Traveller Needs Assessment

This document sets out the results of an investigation into the needs for gypsy travellers and travelling showpeople for permanent pitches and plots in the city.

Employment Land Study

This document sets out the most recent evidence on employment land needs in the city to 2036. It also provides a supplement to the *Business Needs, Site Assessments and Employment Land Study* consulted upon in 2017.

Open Spaces Assessment

This document contains an independent assessment of the amount and quality of open spaces across the city.

Transport Assessment Evidence Review

This document is a review of existing high level analysis to support assessment of strategic sites in the city and identification of key issues, constraints and opportunities. It is the first stage in a full Transport Assessment to accompany the new Local Plan.

Retail Background Paper

This document sets out the most recent evidence available on retail needs and the health of the city's retail centres.

Green Infrastructure Background Paper

This document sets out how the city's green infrastructure can be protected and strengthened.

Heritage Background Paper

This paper sets out the Council's approach to heritage issues when considering development.

Housing Needs and Housing Targets Update

This paper provides an update to the *Housing Needs and Housing Targets* paper produced in 2017. It brings together the available evidence on housing need.

Biodiversity Background Paper

This paper detail's the city's ecological networks and the existing strategies in place to minimise impacts on biodiversity, and considers how net gains in biodiversity could be delivered.

2.2. In addition, the Council has prepared a document setting out progress sin considering options for the regeneration of Tipner and Horsea.

2.3. PUSH documents

In addition to the above documents, the city council is a member of the Partnership for Urban South Hampshire (PUSH), which was set up to support the sustainable growth of the sub region and to enable a co-ordinated approach to strategic planning matters. The following documents are available on the PUSH website and are relevant to the new Portsmouth Local Plan-

Integrated Water Management Study (June 2018)

This study considers the capacity of water infrastructure to serve anticipated new development across the PUSH area to 2036. It has been prepared with input from water companies, the Environment Agency and Natural England. The final version was endorsed by the PUSH Joint committee at their meeting of 5 June 2018.

PUSH Air Quality Impact Assessment (October 2018)

This report contains the results of an assessment of air quality impacts to support the PUSH local planning authorities in carrying out their reviews of the spatial strategy for the area. It was endorsed by the PUSH Joint Committee at their meeting of 15 October 2018.

2.4. Comments are welcome on all the documents published as part of this consultation.

3. How to Get Involved - Responding to the Consultation

3.1. Comments can be made on this evidence summary and the accompanying supporting material from 11 February to 25 March 2019. All the documents are on the Council's website. Paper copies of this document and the supporting documents are available to view at the local libraries and at the Civic Offices. The main consultation document will be available at community centres and housing offices.

3.2. This document contains a series of questions to help people think about the new Local Plan. It is not essential to answer all questions.

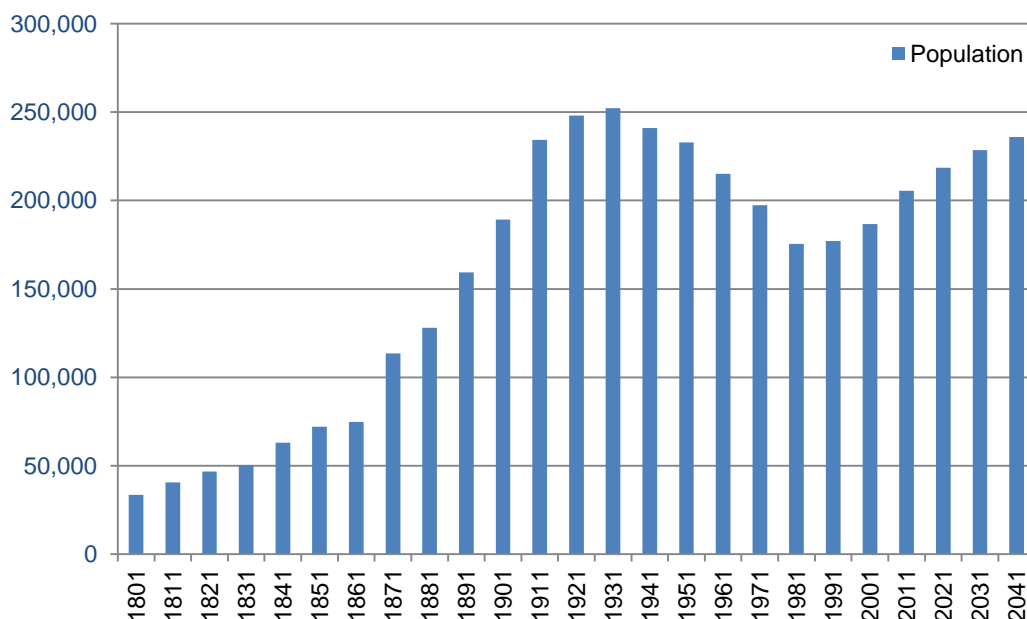
3.3. If you would like to make comments on the contents of this document please complete the online questionnaire or submit a formal response form.

- 3.4. All comments received in this consultation will be reported to Members and considered in the next stage of the new Local Plan.
- 3.5. Responses should be returned to the Council using the questionnaire form provided. Electronic responses are preferred and you can respond using our online questionnaire or by emailing a completed response form to: planningpolicy@portsmouthcc.gov.uk. Alternatively you can return them by post to Policy and Conservation, City Development and Cultural Services, Planning Service, Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth PO1 2AU.
- 3.6. If you have further queries about this document please contact us using the email address above.
- 3.7. While the Local Plan is being prepared there will be a range of other projects being considered by the Council. Those projects will be subject to their own consultation processes as appropriate.

4. Overall Housing Need

- 4.1. The city is growing. The population is predicted to increase significantly over the coming years.
- 4.2. Over time, it's worth noting that the city's population has gone up and down - the population hit a peak around 1930 but like many other urban areas the population declined in the following decades until it began to recover in the 1980s. It is currently predicted to continue to return towards its pre-war peak.

Figure 1 - Portsmouth's population 1801-2041



- 4.3. Under national planning policy, the starting point for considering the need for housing is to use the government's standard method for assessing Local Housing Need. National planning guidance states any other method will be used only in exceptional circumstances. The standard method relies on two main elements -
- **Household projections** - the anticipated increase in the number of households which will form in the city, and
 - **An adjustment for affordability** - this is an additional uplift based on the ratio of house prices to incomes in that area. The bigger the ratio, the greater the addition.
- 4.4. Using the standard method results in a local housing need of 863 homes per annum. Over the whole plan period of twenty years, this is 17,260 new homes. That is the starting point for overall housing needs which the new Local Plan must address.
- 4.5. Further information on housing needs is contained in the Background Paper Housing Needs and Housing Targets Update.

Question 1

Q1.1 Do you agree with the assessment of housing need using the standard method?

Q1.2. Do you think there are any exceptional circumstances which means the housing need should be calculated in a different way?

Q1.3. Do you have any other comments on the contents of the Background Paper Housing Needs and Housing Targets Update?

5. Gypsy and Traveller Needs

- 5.1. As well as planning for the housing needs of those in bricks and mortar accommodation, the Local Plan should also consider the needs of travelling communities. The Council is required to undertake an assessment of need for Gypsy, Travellers and Travelling Showpeople accommodation and to identify suitable sites to meet this need.
- 5.2. There are distinct differences in the culture of Gypsies and Traveller and Travelling Showpeople, therefore the national *Planning Policy for Traveller Sites* provides two separate definitions:

Gypsies and Travellers:

"Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but

excluding members of an organised group of travelling showpeople or circus people travelling together as such."

Travelling Showpeople:

"Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above."

- 5.3. The City Council commissioned a Gypsy and Traveller Accommodation Assessment (GTAA) in 2018 which considers the accommodation needs of travelling communities and quantifies the need for pitches and plots in the City during the Plan period.
- 5.4. The GTAA sought to engage with the travelling community in Portsmouth to understand current provision in the city as well as future need. The Assessment concluded that there is a need for zero permanent pitches and zero permanent plots by 2036.
- 5.5. The GTAA also considered the need for provision of transit sites during the Plan period. The Assessment identified a need for zero transit sites in the city by 2036.
- 5.6. Despite the findings of the GTAA, it is acknowledged that there is still a need for the Local Plan to plan positively and manage development. Therefore the Plan will include a criteria-based policy setting out how the Council will consider planning applications for Gypsy, Traveller and Travelling Showpeople sites when they arise.
- 5.7. Further information is set out in the Gypsy and Traveller Accommodation Assessment.

Question 2

Q2.1. Do you agree with the findings of the Gypsy and Traveller Accommodation Assessment that there is no current need for sites in Portsmouth?

Q2.2. If not, how is the study incorrect?

Q2.3. Do you have any other comments on the contents of the *Gypsy and Traveller Accommodation Assessment*?

6. Employment Needs

- 6.1. Portsmouth's island geography, history and local demographics affects demand, investment and the type of economic activity that takes place in the city; to date this

has resulted in key sectors in defence, manufacturing, marine industries and tourism.

- 6.2. The city forms a part of the wider 'M27 Corridor' and Solent economies; growing economic sub areas led by the success of the marine and maritime industries and developing technology sectors. Here Portsmouth has the key advantage of the International Port, HM Naval Base and other key waterside sites (including Trafalgar Wharf, Port Solent and The Camber). Portsmouth City Council is one of the city's major employers alongside the HM Naval Base, the University of Portsmouth, Airbus, BAE systems and Pall Europe. Lakeside Northharbour Business Park in Cosham offers a premier office, research and development space which draws businesses from across the sub-region, while the city's industrial estates support a range of sectors.
- 6.3. In 2015/16 the University of Portsmouth contributed around £1.1. billion to the British economy and its students brought in £275 million to the city as well as adding vibrancy to the life of the city; its activities, including research and consultancy services, training, student placements, start-up business support and open days, provide further support to the Portsmouth economy. The city's economy is also boosted by its tourism and cultural offer.
- 6.4. Portsmouth is an important centre for work for the wider area and over 13,000 more people commute in to work than leave to work elsewhere each day.
- 6.5. In 2016 the Council commissioned a *Business Needs, Site Assessments and Employment Land Study*. That document contained an overview of the employment land market in Portsmouth city and across South Hampshire. It also set out some information on occupier needs and predictions for future demand. The study also included a site-by-site assessment of the current employment land in the city and assessed its current and future suitability for employment uses. The document was published as part of the Issues and Options consultation for comment in the summer of 2017.
- 6.6. The Council has since commissioned an *Employment Land Study*. Part 1 is published in support of this consultation document. The study considers the strategic employment sites of Lakeside, the city centre and Tipner and Horsea.
 - Regarding Lakeside, the study concludes the primary opportunity is the consolidation and expansion of its existing business park function. This should be supported and encouraged by the City Council. Proposals that include complementary uses should also be supported where it is demonstrated that the complementary uses would enhance the business park function and support the primary office use of Lakeside.
 - Regarding the City Centre, the study states that the Council should continue to promote and encourage office development and growth in the City Centre.

- Regarding Tipner and Horsea, the study notes that the marine industry represents a key opportunity for maine and maritime industries and states that the targets in the City Deal of 55,000 sqm of floorspace should be seen as the initial target for Tipner West and Horsea Island East, though if, through the masterplanning process opportunities for further employment land is available, these should be pursued.
- 6.7. The study also contains individual appraisals of six sites that were not assessed by the original Business Needs, Site Assessments and Employment Land Study to provide a comprehensive assessment of the quality of the employment floorspace in the city.
- 6.8. Overall, the study concludes the general principle of protecting and supporting the existing array of employment areas should be continued. Therefore, a strong argument demonstrating that employment uses are no longer appropriate on the sites should be required to release employment areas for other uses.
- 6.9. Further information is set out in the *Business Needs, Site Assessments and Employment Land Study* and the *Employment Land Study* (part 1).

Question 3

Q3.1 Do you agree with the conclusions in the Employment Land Study part 1?

Q3.2 If not, how is the study incorrect?

7. Transport

- 7.1. Transport is a key issue for the city, both now and into the future. To inform the new Local Plan, a Transport Assessment is being undertaken. That process will include using transport modelling and local experience to determine what the current transport issues are, how transport impacts can be mitigated and what the opportunities are for improving matters.
- 7.2. The Council is working with consultants Systra on this project. As a starting point, they have produced a *Transport Evidence Review* published in support of this document. The review sets out a review of existing work to support assessment of strategic sites in the city and identification of key issues, constraints and opportunities.
- 7.3. The document sets out key evidence to date, including the evidence studies produced for the previous two local plans, transport evidence prepared for planning applications at key sites such as the city centre, Lakeside, and St James Hospital, as well as other relevant documents prepared by the Council and others. It then outlines a number of key areas across the city and identifies congestion "hotspots" near each.
- 7.4. A brief summary of the areas and identified congestion hotspots is as follows. The list of hotspots has been compiled using a variety of sources and will be reviewed as the work continues. It should be noted that the hotspots have been identified due to their proximity to these potential areas of change - not because any congestion currently experienced is wholly due to those areas.

Table 1 - strategic sites, areas of change and identified congestion hotspots

Locality	Identified congestion hotspots
Tipner, Port Solent and Horsea Island	<ol style="list-style-type: none"> 1. M275 / Tipner Lane interchange 2. A27 / Port Way 3. Twyford Avenue / A3
Lakeside Business Park	<ol style="list-style-type: none"> 1. Marriott Junction 2. Portsbridge Roundabout 3. North Harbour Roundabout
Portsmouth City Centre	<ol style="list-style-type: none"> 1. Church Street Roundabout 2. Hope Street Roundabout 3. Marketway Roundabout 4. Lake Road / Cornmill Street 5. Lake Road / Holbrook Road 6. A3 / Unicorn Rd / Alfred Rd 7. A3 / Queen St / Bishop Crispian Way

Locality	Identified congestion hotspots
St James Hospital and Langstone Campus	<ol style="list-style-type: none"> 1. Milton Road / St Marys Road / Baffins Road Roundabout 2. Milton Road / Velder Avenue 3. Milton Road / Locksway Road 4. Milton Road / Goldsmith Avenue 5. Goldsmith Avenue / Priory Crescent
Portsmouth International Port	<ol style="list-style-type: none"> 1. Rudmore Roundabout 2. Stubbington Avenue / London Road 3. London Road / Kingston Crescent
Southsea Seafront	<ol style="list-style-type: none"> 1. Winston Churchill Ave / Isambard Brunel Rd 2. Marmion Rd / Kent Rd 3. Osborne Rd / Portland Rd 4. Kings Road Roundabout 5. Hampshire Terrace / St Michael's Rd

- 7.5. Other areas subject to congestion are known to the Council and will be investigated further as the transport assessment progresses. These include the junctions of the A2030 with Moorings Way and Milton Road. The study then goes on to outline the potential mitigation schemes which have been proposed to date. This work will be reviewed as the transport assessment progresses.
- 7.6. Particular attention is given to the current position at Tipner. The document includes a high level review of the Tipner - Horsea bridge link proposals which were part of the concept in the previous local plan, and some initial thoughts as to future technical work required to consider the emerging proposals for the site, including reviewing the capacity of the existing motorway junction.
- 7.7. Finally, the document outlines the way forward for the technical work. This will involve the use of strategic transport modelling to test the impacts of potential development and then inform the identification of locations and options for transport improvements. This work will be published and consulted upon in later stages of this work.
- 7.8. Further information is set out in the *Transport Evidence Review*.

Question 5

Q5.1 Do you agree with the methodology and conclusions of the Transport Evidence Review?

8. Open Spaces

- 8.1. Portsmouth is a densely developed city. The city has many significant open spaces which are important for the environment and to make the city a liveable place.
- 8.2. The Council commissioned an *Open Spaces Assessment*, which is published in support of this document. It contains a critical assessment of open space provision across the city and provides a starting point when considering their importance, distribution, potential for improvement and potential for other uses.
- 8.3. The study looked at the amount, quality and location of open spaces, and compared current provision with future needs. The study covers the period to 2034, but overall the findings are considered relevant for the plan period (which now runs to 2036). Very small spaces were excluded. In accordance with national guidance, open spaces were categorised as one of the following types -
- Amenity Greenspace
 - Provision for Children and Young People
 - Public Parks and Gardens
 - Allotments
 - Cemeteries
 - Natural and Semi-Natural Greenspaces
 - Civic Spaces.
- 8.4. Each open space was assessed according to a range of quality criteria. It is important to note that this represents an independent view of each open space. It does not necessarily reflect the views of the Council nor will it reflect the value placed upon each open space by the communities that use them. Nonetheless it is a helpful start in testing the quality of open spaces.
- 8.5. Key findings are -
- In terms of quality, most of the sites were assessed as "Good" or "Average".
 - For almost all types of open space, there is a current deficit based on the current and expected population
 - The distribution of open spaces is not even, for instance natural and semi-natural greenspaces are to the north and east of the city, and there is a lack of amenity greenspace in neighbourhoods such as Central Southsea and North End.
- 8.6. The report also contains over 50 recommendations for the Council to consider regarding the management, provision and planning of new open spaces.
- 8.7. Despite the open space deficit in the city, the poorest scoring open spaces were tested in the Housing and Land Availability Assessment to ensure the evidence base for the new Local Plan is appropriately considering all sources of supply to

meet development needs, in accordance with national policy. The results of this are explained in the document and set out in detail in that Assessment.

8.8. Further information is in the Open Space Assessment.

Question 6

Q6.1 Do you agree with the methodology and conclusions of the *Open Spaces Assessment*?

9. Housing and Economic Land Availability Assessment

9.1. The previous sections of this document have set out the current evidence on some of the competing needs for space in the city - for housing, for employment land, for open spaces. One of the main challenges for the new Local Plan is to balance these competing uses, particularly in a constrained area such as Portsmouth.

9.2. The starting point for considering how those competing uses are balanced, and the capacity of the city to accommodate development, is the production of a technical document called the Housing and Employment Land Availability Assessment. This sets out the results of a comprehensive look at the capacity of the city to meet development needs.

9.3. The document has been prepared in-house by council officers. It has been prepared following two public "call for sites" and discussions with key landowners. It is a necessary technical stage in understanding what could be delivered in the city by 2036. It does not allocate land for development or set out formal council policy on the use of the sites - the Local Plan will ultimately do that. However, it is an essential piece of evidence to ensure all sources of land have been considered in the production of the Local Plan.

9.4. In accordance with national planning guidance, the assessment takes a systematic look at all potential sources of development land. This is particularly important in a geographically constrained city like Portsmouth. The aim at this stage is not to allocate land for development - rather, it is to enable an assessment of the capacity of the city to be produced, and to inform the next stages in plan-making. Potential sources of supply include

9.5. Sites and schemes with planning permission.

- Sites and schemes previously identified in council documents (the 2014 assessment and the Council's proposed Allocations Plan in 2014)
- Sites proposed by landowners / developers following the call for sites

- Public sector land or property which may become surplus to requirements by 2036
 - Other sites included by officers to ensure the full capacity of the city is addressed in a transparent and comprehensive manner.
 - Windfall sites (small sites which are not specifically assessed)
 - A contribution from the delivery of bespoke student accommodation, in accordance with the government's standard figures.
- 9.6. In a city such as Portsmouth, with a shortage of new land becoming available for development, the onus is on the Council to investigate the potential for increasing the density of development. The assessment identifies areas where higher densities are considered to be desirable, due to their proximity to services and public transport, and also identifies the potential that individual sites have to accommodate tall buildings.
- 9.7. In accordance with national guidance, the assessment considers the potential for changes of use to ensure all potential capacity is considered. To guide that process, employment sites which were scored relatively poorly in the Business Needs, Site Assessments and Employment Land Study, and open spaces which were scored relatively poorly in the Open Spaces Assessment were also included in this assessment. This is not to say that sites scored in this way were automatically considered appropriate for development. Instead, those scored assessments were used to help identify a number of sites to include for further assessment in the assessment of capacity.
- 9.8. The findings of the Assessment are as follows - for housing, the assessed capacity of the city (including an assumption on the allowance to be made for student accommodation) is 14, 467 dwellings over the period 2016-2036. This includes an allowance for 1,200 homes at Tipner West and the Firing Range. This compares to a Local Housing Need (using the government's standard method) of 17,260, leaving **a shortfall of almost 2,800 homes.**
- 9.9. For economic land, the study identifies a capacity for schemes to deliver some 74,211 square metres of office floorspace and 82,749 square metres of floorspace for mixed business uses over the period 2016-2036. The targets for employment land are currently under review.
- 9.10. In all cases, the deliverability of these opportunities will be subject to review following consideration of responses to this consultation. Further work on the Plan will consider further the suitability and deliverability of the development opportunities identified here (and any others which arise following this consultation), including their potential environmental and other impacts and financial viability
- 9.11. Further information is set out in the *Housing and Economic Land Availability Assessment*.

Question 7

- Q7.1. Do you agree with the description of overall capacity of the city to deliver development?
- Q7.2. Do you have any comment on the methodology used?
- Q7.3. Have we missed any sites which should be assessed?
- Q7.4. Do you have any comments on any of the individual site assessments?

10. Other matters

- 10.1. In addition to the main studies outlined in this summary document, there are a number of background papers which have been produced to set out the emerging position on a number of areas. They are listed in the "Accompanying Documents" section at the start of this document. The purpose of this consultation is to gather view son the whole of the evidence base at this time and therefore comments on those background papers are welcome.
- 10.2. It is worth making clear that the contents of this paper are not the whole of the evidence base for the new Local Plan. Significant further work - on matters including the city centre, infrastructure, environmental impacts and development viability is required. The purpose of this consultation is to update all parties on progress to date and allow for views on the evidence to date to be gathered and inform future work.

Question 8

- Q8.1 Do you have any comments on the other documents produced in support of this consultation, or any other comments?

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