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APPENDIX A

Tipner West Regeneration Update Report

About this document

This report has been prepared in response to the resolution of Full Council on the 13th October 2021 to update councillors and members of the public on the current status of the Tipner West project, including total spend to date.

While this report does include consideration of the viability of alternative options for the site, this has been undertaken by the Council's team as promoter of the Lennox Point scheme. A broader review of the options following the Regulation 18 consultation will be carried out by the Local Planning Authority as regulator, as explained in the covering report.

The covering report also sets out a timeline for further decisions to be made, including on options, by the LPA as regulator.

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1.0 Executive summary

- 1.0.1 This report is in response to the motion passed by members of Portsmouth City Council on 13th October 2021 to pause and rethink the Tipner West project to ensure value for money is achieved, the environment is protected, and the maximum levels of affordable housing are delivered.
- 1.0.2 As described in the covering report, it sets out the approach taken by the team working on behalf of the Council to explore the most beneficial and viable approach to addressing the constraints and opportunities of the Tipner West site. These steps have been taken in response to the various decisions of the Cabinet and Council since the City Deal in 2013. These decisions have been guided by the consultation undertaken both by the Council as LPA and by the Council as promoter seeking the most environmentally, economically and socially advantageous development of the site.
- 1.0.3 The report sets out the drivers of the Tipner West regeneration; the impact of the £48.75m 2013 City Deal; the structure of the project; its governance and total spend to date; and the detailed work that led to the October 2020 Cabinet decision to progress a planning application for the Lennox Point masterplan. It also includes a suggested timeline for further decisions to be made with members of the Council.
- 1.0.4 Tipner West and the area of Portsmouth Harbour that has been identified to be part of Option 1 in the draft Local Plan is part of an environmentally protected site. However, without adequate planning all of these protected spaces will be lost as sea levels rise. If the Council is to pursue any development on Tipner West, defend the existing land mass or do nothing, a Habitat Regulations Assessment will be required as habitats will be lost.
- 1.0.5 Given the unique features of this site, and as recognised through the award of the City Deal grant, development of this site cannot be done in a traditional 'market led' way. If Tipner West is developed it needs to be done responsibly and sustainably, with significant public subsidy.
- 1.0.6 This report is intended to inform the 'pause' requested by Council and assist Council in determining its next steps. It concludes that developing the existing land mass plus land reclamation (represented by the Lennox Point proposal) is the strongest option for Tipner West in order to deliver the most financially viable scheme and a scheme that also:
- Protects Tipner from flooding
 - Delivers against the City Deal agreement
 - Delivers a world-class marine and maritime employment hub
 - Delivers the new homes in answer to Portsmouth's housing need
 - Delivers a critical infrastructure bridge link and better city-wide connectivity
 - Delivers an opportunity to redefine the gateway to the city

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- Presents an opportunity to create an exemplar net zero carbon development that sets the standard for Portsmouth and the wider UK
- Delivers a net habitat gain.

This will be subject to rigorous testing by the Local Planning Authority and the various statutory agencies for and on behalf of the Secretary of State, both in terms of inclusion within the final Portsmouth Local Plan and any future planning applications and associated licence applications.

2.0 Prologue

- 2.0.1 The Tipner West site has long been recognised by the city as both a regeneration opportunity and complex challenge.
- 2.0.2 The £48.75m 2013 City Deal and the transfer of the MOD firing range land to the Council unlocked some of the complexities that have delayed past decision making and deterred private sector investment. The City Deal presented an opportunity to drive the regeneration of Tipner West forward.
- 2.0.3 By promoting the exploration of one of the largest regeneration projects in the UK, the Council has the opportunity to shape the development, ensuring it attracts the right investment and partners who share the Council's values and ambitions for Portsmouth.
- 2.0.4 High quality jobs and new homes are vital for the economic vibrancy and sustainability of Portsmouth. Coastal regions can be uniquely challenged and there are many examples across the UK of places that have seen significant decline with a corresponding fall in prosperity and living standards.
- 2.0.5 Successful coastal regions have been able to capitalise on their natural assets. Portsmouth has enviable geographic advantages with its proximity to the world's busiest shipping route and more connections to Europe than any other UK port.
- 2.0.6 The development of Tipner West, with an emphasis on marine and maritime employment, creates an opportunity to meet the sector demand, help secure Portsmouth's economic future, and be a natural complement to the Solent Freeport area that is being established.

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3.0 Drivers of the project

- The 2013 City Deal agreement unlocked Tipner West with the transfer of the MOD firing range
- There is a need for maritime employment in the Solent
- Portsmouth needs to deliver good quality homes for residents
- The site will flood unless sea defences are created
- The Council must give due consideration to the overall economic and environmental considerations of redeveloping the site

3.1 The 2013 City Deal opportunity

3.1.1 The City Deal bid (**Appendix A**) recognised the potential for Tipner West to stimulate the local economy in response to the economic shock of shipbuilding at the dockyard coming to an end. Portsmouth's bid spoke to a region struggling to move forward economically. It saw Tipner West as a catalyst for regional change and identified an ambition to grow the marine and maritime sector in the Solent.

3.1.2 The bid also recognised the region's challenges and the complexities that have delayed past decision making and deterred private sector investment, such as:

- multi-agency engagement blocking site assembly and remediation
- uncertainty linked to the delivery of infrastructure to release development
- the unique location and the habitat directives that protect it.

The private sector could not take this project forward until these hurdles had been cleared.

3.1.3 The City Deal presented an opportunity to bring together government organisations, coordinated by the Council, address these challenges and drive the regeneration of Tipner West forward.

3.1.4 In January 2013, Portsmouth was awarded a £48.75m City Deal grant from central government to invest in growth, critical infrastructure, skills and jobs, and specifically explore opportunities at Tipner West and Horsea Island East. Under this contract there was an agreement to transfer the firing range land from the Ministry of Defence to the Council and a promise to deliver:

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- 2,370 homes
- 58,000 sqm of employment space
- 3,742 new permanent jobs
- 1,300 temporary construction jobs
- £640m of private sector investment

3.1.5 The City Deal's key aims are to:

- deliver the core strategy (Portsmouth Plan) for the Tipner and Horsea area
- make a positive contribution to the other corporate strategies including the regeneration strategy and the Solent Local Enterprise Partnership (LEP) strategy for growth (marine and maritime employment)
- maximise the impact of marine and maritime assets by unlocking critical employment and housing sites.

3.1.6 **This has formed the baseline for any development at Tipner West as failure to deliver could result in Portsmouth returning the £48.75m grant to central government.**

3.2 The marine and maritime sector

3.2.1 The marine and maritime sector (**Appendix B**) provides almost one fifth of the UK's GVA.

3.2.2 The Solent is the highest ranked and most diverse marine cluster in England and Wales.

3.2.3 The marine and maritime sector is the largest sector in the Solent region.

3.2.4 However, the Solent LEP identified a regional need that only the site at Tipner West can fulfil in the marine and maritime provision within the Solent maritime cluster in order to support the UK's marine and maritime sector.

3.2.5 Waterfront employment sites compete with other uses, creating difficulty in meeting growth capabilities for the marine and maritime sector.

3.2.6 A minimum land area of nine hectares and provision of 58,000sqm of marine and maritime employment floorspace is required to deliver the necessary sector support, creating the opportunity for 1,900 maritime manual and skilled jobs (**Appendix C**), apprenticeships and training opportunities across ship building, engineering, maritime research and green technology.

3.2.7 Lennox Point has been designed to address these fundamental needs and will have a leading marine employment and green marine technology hub that will reinforce Portsmouth's place in the heart of the Solent maritime economy, enabling Portsmouth and its residents to be the focus for growth in skills and innovation in the marine economy.

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- 3.2.8 A marine sector market sounding exercise was undertaken in summer 2021 to understand interest from the specific sectors within the marine and advanced manufacturing market and test market appetite for the commercial delivery options. 46 marine sector organisations across the breadth of the marine sector, both UK based and international, responded positively, with new-build, marine leisure, repair and refit, and commercial vessel sectors most highly represented.
- 3.2.9 Commercially sensitive conversations have been had following the completion of the survey with larger marine and maritime companies.
- 3.2.10 **Tipner West has unique attributes and is a prime location to deliver strategic marine employment provision in the Solent area. Work by the Solent LEP supports the assertion that there are no suitable alternatives to deliver this scale of economic support to the sector.**

3.3 Housing

- 3.3.1 Portsmouth has an unmet housing¹ need of 17,701 homes in the period up to 2038.
- 3.3.2 The Lennox Point proposals would deliver circa 20% of that total.
- 3.3.3 Neighbouring authorities are unable to meet that need in addition to their own requirements.
- 3.3.4 In preparatory work for the Local Plan review, the Local Planning Authority (LPA) has already fully explored all potential options for the city.
- 3.3.5 Alternative locations for the 3,500 homes proposed at Tipner West cannot be found within Portsmouth's administrative boundaries. Without the 3,500 homes proposed at Tipner West, the development team estimates that the Council will have to look to use between 27 to 33.5 hectares of existing open space within the city to accommodate homes, or substantially increase density in an already densely populated city.
- 3.3.6 The development at Tipner West is fundamental to meeting Portsmouth's unmet housing need and meeting the housing demand to support and sustain the marine and maritime sector within the Solent and UK.
- 3.3.7 There is a historic undersupply of homes in Portsmouth and very few new affordable homes built in Portsmouth over the last few years. Under central government's rules, without finding alternative locations for the allocation of the 3,500 homes proposed on previously developed brownfield land at Tipner West, Portsmouth will not be able to meet its five-year housing land supply or Local Plan target. The city could therefore lose planning appeals by developers on unplanned sites if the Council does not manage delivery of the housing need.

¹ Housing need as defined and calculated by UK government

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- 3.3.8 The 2019 Housing Needs Study² identified that there are 6,419 households in Portsmouth unable to rent or buy across the Local Plan period. This underpins the affordable housing policy of the Council.
- 3.3.9 The current council housing register (waiting list) for affordable accommodation has 2,238 households on it waiting to be housed, many of whom will wait more than two years.
- 3.3.10 There is also a shortage of housing suitable for households earning between £15,000 and £30,000 in Portsmouth, this is affecting approximately 11,500 households in the city. Lennox Point looks to help reduce waiting for these households and those on the register, by specifically targeting these affected groups. Lennox Point would deliver 1,050 new affordable homes in line with adopted policy and local need, currently 30%.

Travel and jobs

- 3.3.11 Over 13,000 more people travel into the city each day to work than those who travel out. In total 41,000 people travel into the city each day to work. It is anticipated that additional housing provision could capture some of these in-commuters as residents.
- 3.3.12 28,000 residents travel out of Portsmouth each day. Delivery of additional employment activity could capture some of these out-commuters as resident workers, resulting in greater capture of economic benefits and reducing unsustainable commuting patterns.
- 3.3.13 Creating an additional bridge³ route between the mainland and Portsea Island, represents a valuable critical infrastructure link for the city. It will make it easier to travel between the north and south of the city by sustainable modes of transport, like bike and bus, avoiding the motorway. It would better link regional workers with their place of work, provide better connection with communities in Stamshaw and Port Solent and provide a route to the proposed country park at Horsea Island East that is accessible on foot, by bike and bus, rather than by car via the motorway.

² <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/new-local-plan-evidence/>

³ Local plan 2012 and transport strategy, SEHRT etc

<https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/the-local-plan/>

<https://www.portsmouth.gov.uk/services/parking-roads-and-travel/travel/local-transport-plan-4-ltp4/>

<https://www.portsmouth.gov.uk/2021/08/12/see-the-latest-plans-for-improving-bus-journeys-and-have-your-say/>

<https://www.sehrt.org.uk/>

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3.3.14 Delivery of homes closely linked to jobs will provide Portsmouth with the opportunity to:

- increase its share of the economic growth potential
- address the imbalance between jobs and workers by increasing the supply of homes at the right tenure and price
- capture the benefits of economic activity and improve competitiveness
- attract current and future in-commuters as residents and create more employment opportunities for out-commuters - reducing the city's commuting levels and as a result reducing associated carbon emissions, air pollution and traffic congestion
- capture more employee expenditure within Portsmouth.

Case study - Poundbury, Dorset

The benefits of providing integrated homes and job opportunities

Typically, 22% of workers live in the immediate area of their employment. If suitable housing is provided with a wide range of employment opportunities integrated into the development, this figure can increase to 50% or more.

At Poundbury, the innovative urban extension to Dorchester, 56% of workers in the immediate area also live in the immediate area. This is thanks to a number of factors, such as:

- employment space being integrated across the development
- a diverse mix of employment space resulting in a diverse range of occupations and skills need
- a focus on providing the right type of housing for the jobs created
- a sustainable mix of homes, and jobs, with associated services to reduce commuting and support future growth
- an out-of-town location with cheaper rents than in-town locations where premiums might be required.

Action: The Tipner West project team to work with councillors on a Portsmouth version of the Poundbury model, to ensure homes are reserved for local workers.

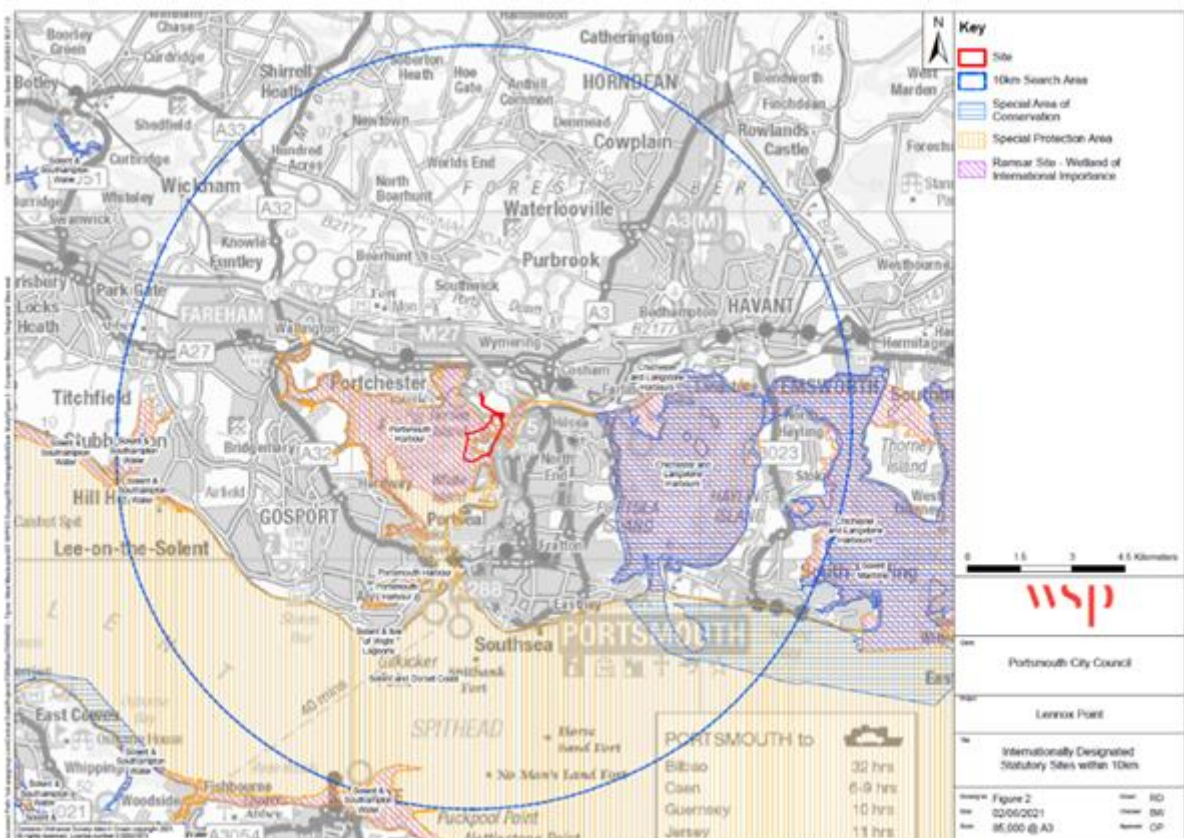
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4.0 Environmental considerations

Appendix D and Appendix E

- It is vital that stringent ecological and environmental regulations are adhered to
- Development will only go ahead if statutory stakeholders - including Natural England and the Environment Agency - are satisfied with the proposal and the ways it positively offsets impact
- The climate crisis and subsequent rising sea levels will cause Tipner West and the protected intertidal mudflats and coastal meadow to flood
- All the options reviewed will have an environmental impact and all options will be subject to a Habitat Regulations Assessment⁴

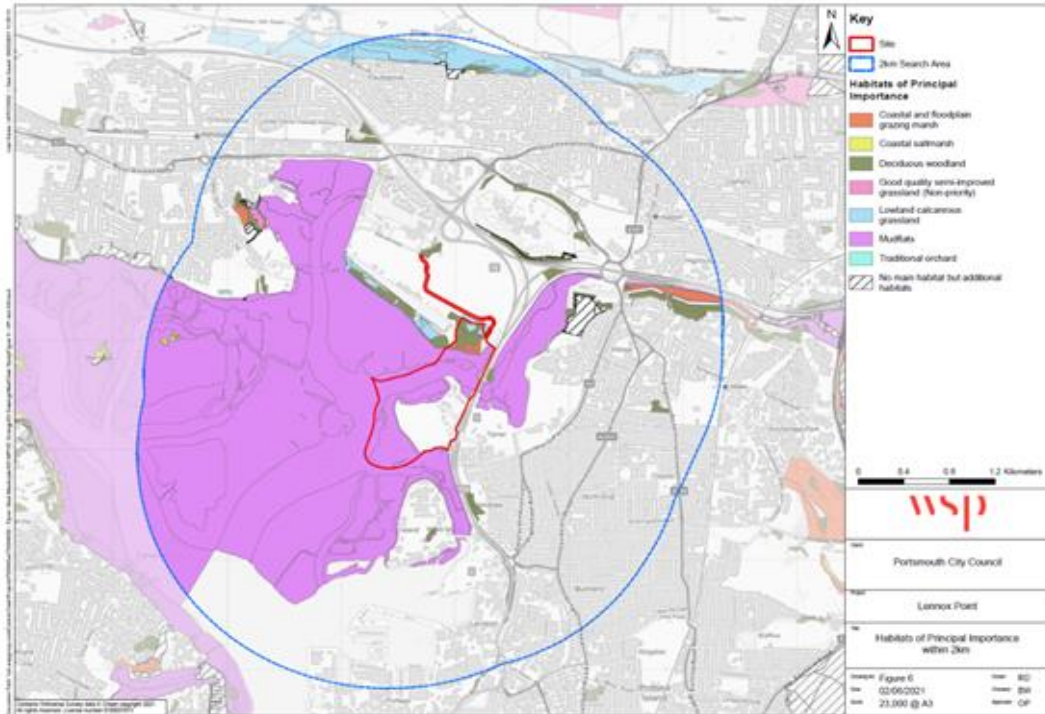
4.0.1 Internationally designated statutory sites within 10km of Tipner West (Figure 1)



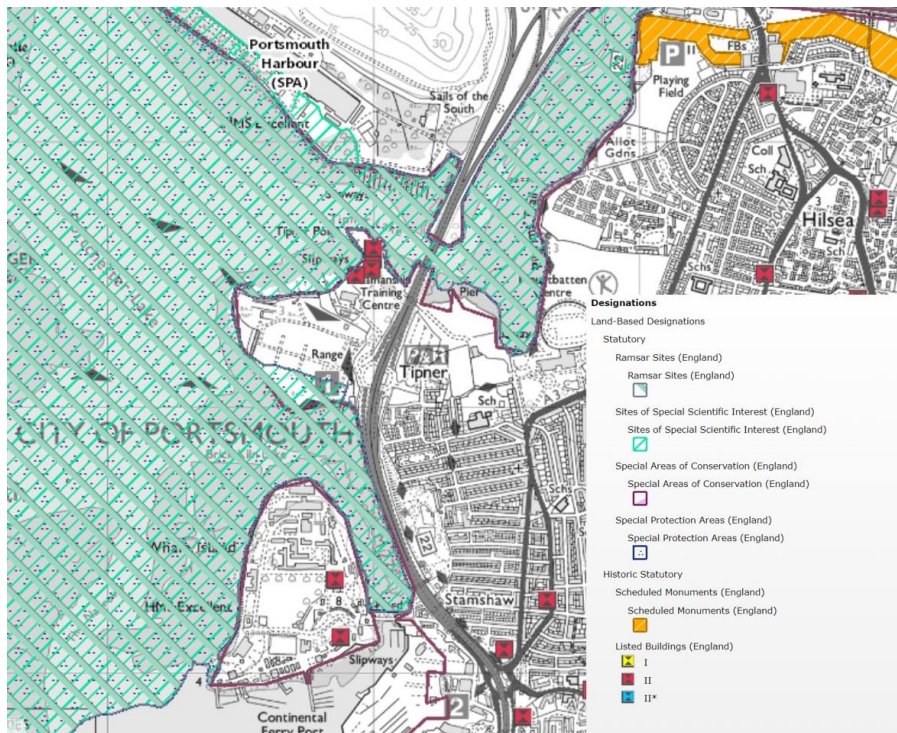
⁴ <https://www.gov.uk/guidance/habitats-regulations-assessments-protecting-a-european-site>

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4.0.2 Habitats of principle importance within 2km of Tipner West (Figure 2)



4.0.3 Land-based designations - environmental and historic (Figure 3)



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- 4.0.4 The site, which includes the land at Tipner West and the surrounding harbour, is subject to environmental protections and the Habitat Regulations Assessment (HRA) processes. There are a series of sequential tests to go through before consent to reclaim any land and develop the site can be granted. It is critical that these processes are adhered to and the site is treated with respect.
- 4.0.5 The climate crisis and rising sea levels are expected to see Tipner West to flood unless defended. This would cause the protected intertidal mudflats and coastal meadow to flood. It is anticipated that intertidal habitats are likely to see a 40% reduction by 2120.
- 4.0.6 In addition, flooding would leak through to Tipner East and Stamshaw. The Council has a mandate to hold the line from rising sea levels. As there are no homes currently on the Tipner West site sea defences cannot be funded by the Environment Agency and must therefore be funded by the Council. See section 7.1 for more detail on flood risk and associated costs of flood defences.
- 4.0.7 Any development, or no action, at Tipner West will have an impact on existing habitats, so it is vital that any proposals for the site:
- enhance and, where necessary, re-create areas of the most valuable habitats, such as intertidal mudflats and coastal grasslands, within Portsmouth Harbour and at compensatory sites
 - create new green spaces and habitats where species can thrive
 - design out conflicts between people's interaction with coast and the habitats species rely on
 - measure and prove an increase in biodiversity as a result of the development, using DEFRA's biodiversity metric
 - provide local enhancements and integration of ecological features into the development.
- 4.0.8 The project team is liaising closely with statutory stakeholders - including Natural England and the Environment Agency - and other key stakeholders, including the Royal Society for the Protection of Birds (RSPB) and the Hampshire and Isle of Wight Wildlife Trust (HIWWT) to keep these groups informed and up to date with the proposals. Development will only happen if the consenting body is satisfied that the rigorous tests and procedures are met and that the impact is suitably mitigated or compensated.
- 4.0.9 **All of the options will have an environmental impact and any option including homes will be subject to a Habitat Regulations Assessment.**

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4.1 Government environmental requirements

- 4.1.1 In order to gain consent for all options considered, including developing the existing land mass, the promotor team needs to prepare documentation to support any applications including an Environmental Impact Assessment and a Habitat Regulations Assessment. These are objective and detailed assessments.
- 4.1.2 The Environmental Impact Assessment is a process for evaluating the likely environmental impacts of a proposed project or development (both adverse and beneficial), taking into account inter-relationships between these impacts. The assessment sets out and recommends mitigation measures either through the design, or secured by planning condition, or obligation to mitigate those impacts to acceptable levels.
- 4.1.3 The Habitat Regulations Assessment refers to the several distinct stages of assessment which must be undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended) and the Conservation of Offshore Marine Habitats and Species Regulations 2017 (as amended) to determine if a plan or project may affect the protected features of a habitats site before deciding whether to undertake, permit or authorise it.
- 4.1.4 **The plan or project can only be agreed to once adverse effects on the integrity of the habitat site have been ruled out or no alternative solutions exists and there are imperative reasons of overriding public interest for undertaking the plan or project. Without this, the plan or project does not proceed in order to avoid the impact occurring.**

4.2 Habitat Regulations Assessment (HRA)

- 4.2.1 The HRA is a multi-stage process which helps determine Likely Significant Effects (LSE). Where LSE cannot be excluded, an assessment must be made of the implications of the plan or project on that site in view of the site's conservation objectives. That assessment (known as a derogation) follows a sequential process commencing with an examination to confirm that:
- there are no feasible alternative solutions that are less damaging to the habitat site
 - there are Imperative Reasons of Overriding Public Interest (IROPI) for the project; and
 - all necessary compensatory measures must be secured to ensure that the overall coherence of the habitat site is protected.

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<p>Stage 1 Screening</p>	<p>Screening is the process of identifying potentially relevant European Designated Sites and whether the proposed plan or project is likely to have a significant effect on the interest features of the site either alone or in combination with other plans and projects.</p>
<p>Stage 2 Appropriate Assessment (AA)</p>	<p>Where there are potential adverse effects, an assessment of mitigation options is carried out and mitigation measures are proposed to address the effects. Should a likely significant residual adverse impact remain, the HRA must progress to Stages 3 and 4.</p>
<p>Stage 3 Assessment of alternatives</p>	<p>Identification and examination of alternative ways of achieving the objectives of the project to establish whether there are solutions that would avoid or have a lesser effect on the site(s).</p>
<p>Stage 4 Imperative reasons of overriding public interest (IROPI)</p>	<p>Where it can be demonstrated that there are no alternative solutions that would have a lesser effect or avoid an adverse effect on the integrity of a designated site, a project may still be allowed to proceed if there are 'Imperative Reasons of Overriding Public Interest' upon which it may be justified.</p>
<p>Stage 4b Compensation</p>	<p>In the instance of having to provide IROPI, compensation land must be provided in order to permit the plan or project to proceed. Such compensation land does not need to be within the administrative boundary of the development site. The key issue is the quality and appropriateness of the compensatory habitat, not the council boundary.</p>

4.3 Compensatory land

- **Any compensation provided will be designed and implemented to provide high quality habitat (the habitat being lost is not all high quality despite being designated)**
- **The compensation land proposed is on the south coast and within the boundary set by Natural England based on the need of those species**
- **The compensation land should be in place before any impact is caused**
- **All options will require compensation land**

4.3.1 The requirement to consider the potential need for compensation sites is due to the likely impact on the Portsmouth Harbour protected site, through the land reclamation works, dredging and the loss of the Tipner firing range, which is also designated as part of the National Site Network. Securing compensation is the last stage of the HRA process. However, due to the lead in times to find, secure and establish compensation land, this has been addressed early in the process.

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- 4.3.2 A robust methodology has been adopted for the site search utilising a comprehensive metric approach to establish the habitat requirements (**Appendix F**). Spatial analysis using GIS and ecologically focused search criteria were applied.
- 4.3.3 The overarching objective is to identify sites that can ensure the integrity of the UK National Site Network and integrity of the European sites are maintained.
- 4.3.4 To establish the amount of land and habitat type required, a robust and quantifiable approach has been adopted through discussion with Natural England and the Environment Agency by which to measure and assess the impact any proposal might have and provide the quantum and type of compensation required. This is known as an adapted version of the DEFRA Metric.
- 4.3.5 Traditionally, developers have used hectare ratios to determine compensation requirements (e.g. compensate for direct impacts at a 2:1 scale). The team conducted early consultation with Natural England and the Environment Agency on this approach in 2016/17 and as a result has prepared an adapted metric that will deliver a higher ratio of compensation. Discussions have been undertaken with non-statutory consultees in recent months to set out the purpose, role and formulation of the adapted metric.
- 4.3.6 There is a risk that with no intervention at Tipner West, there would be a loss and impact to the National Site Network due to sea level rise and climate change. Therefore, this not only provides a greater amount of habitat within the National Site Network, but also one that is more robust.

4.4 Environmental Impact Assessment⁵

- 4.4.1 Any of the proposed options at Tipner West are likely to require an Environmental Impact Assessment (EIA). The scope of the Environmental Assessment has been agreed by all statutory parties through a consultation process at the start of 2021. The Environmental Statement (ES) will report on the results of the assessment and will consider the following topics:

- Human health
- Greenhouse gases and climate change
- Socio-economics
- Ground conditions and hydrogeology
- Hydrology and flood risk
- Navigation
- Traffic and transport
- Air quality
- Biodiversity (ecology)
- Landscape and visual impact
- Microclimate (wind, sun and overshadowing)
- Archaeology
- Heritage
- Soils and agricultural land
- Marine hydrodynamics

⁵<https://www.gov.uk/guidance/environmental-impact-assessment>

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4.4.2 The Environmental Assessment will be based on a set of agreed high-level parameters that will be taken from the wider masterplan proposals, and are likely to include:

- Bridge design
- Design and method of reclamation
- Dredging
- Method of remediation
- Drainage arrangements
- Extent and design of land raising
- Extent of reclamation and other works in the harbour
- Access design
- Phasing
- Land use layout
- Heights
- Numbers of units
- Open space layout, including occupation activity with regard to access to or restriction on activity in proximity to the coastal frontage with the SPA

4.4.3 The Environmental Statements have been prepared during 2021 and will be finalised in early 2022 to be submitted alongside and covering all the applications being submitted to secure the necessary approvals/consents for the proposed development.

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5.0 Portsmouth: an ambitious coastal city

5.0.1 Portsmouth is city rich in history and rightfully proud of its achievements (figure 5). The harbour has been a strategic position since the Middle Ages, home to the Royal Navy for five centuries and now a growing, international commercial port and part of the Solent Freeport proposals. The city and harbour have continued to evolve and develop, with each generation making significant interventions to support the growth and prosperity of Portsmouth and address the needs of the day.

5.0.2 The timeline below shows key development milestones in Portsmouth over the past 50 years. The Council has been instrumental in driving forward a number of largescale, complex and long-term projects, by unlocking sites, coordinating partners and statutory stakeholders, and leading projects where hesitation from the private sector or central government has slowed progress.

5.0.3 Timeline of development milestones in Portsmouth (Figure 4)

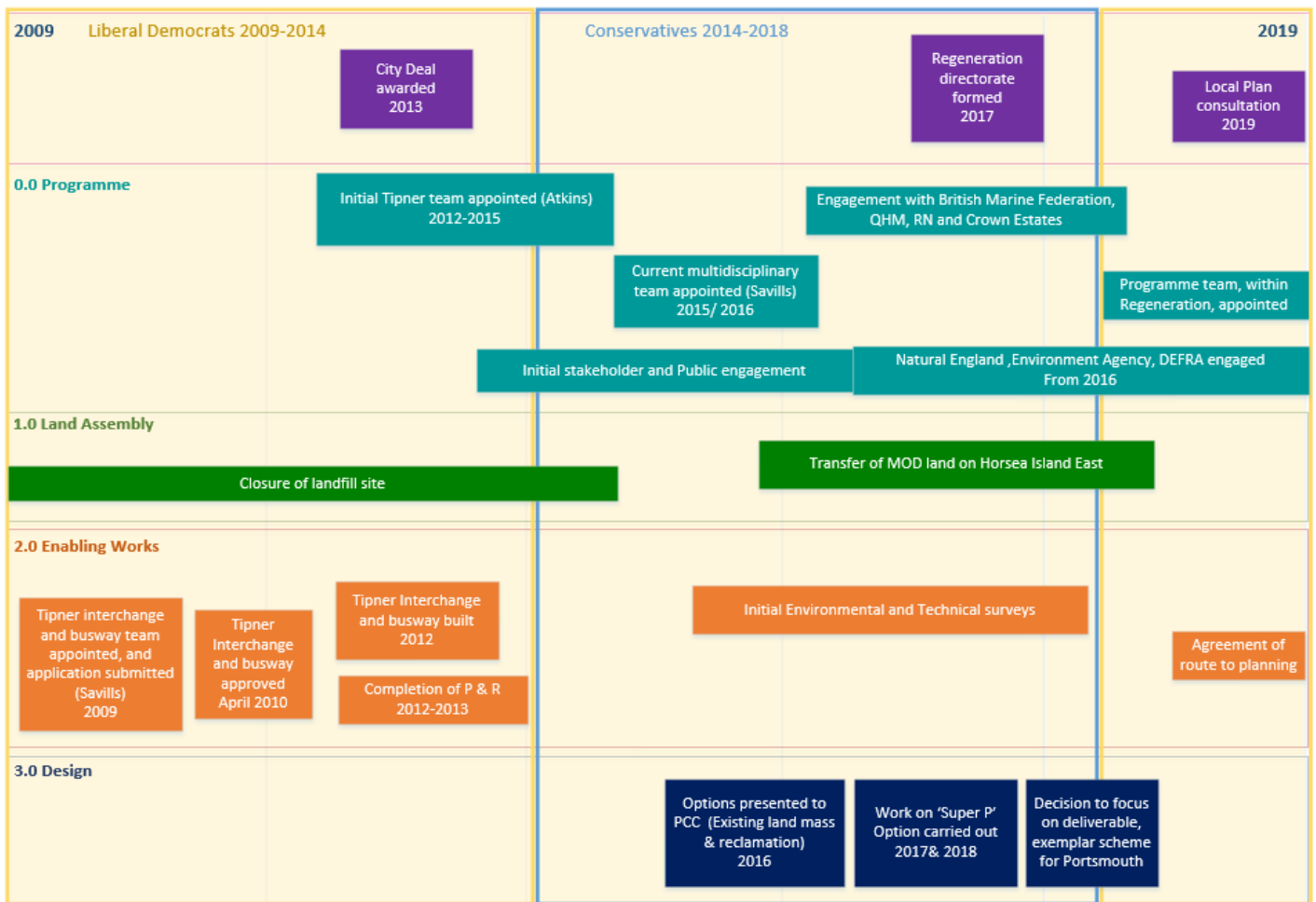


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6.0 The regeneration of Tipner West: work to date

- The Lennox Point project has moved further than any other proposal since 1953
- There is a multi-disciplinary team involved with robust governance in place
- All political parties have been involved in the development of proposals for Tipner West
- The project team has engaged with statutory and non-statutory consultees since 2015

Historic progress of the Tipner West regeneration project 2009-2019 (Figure 5)

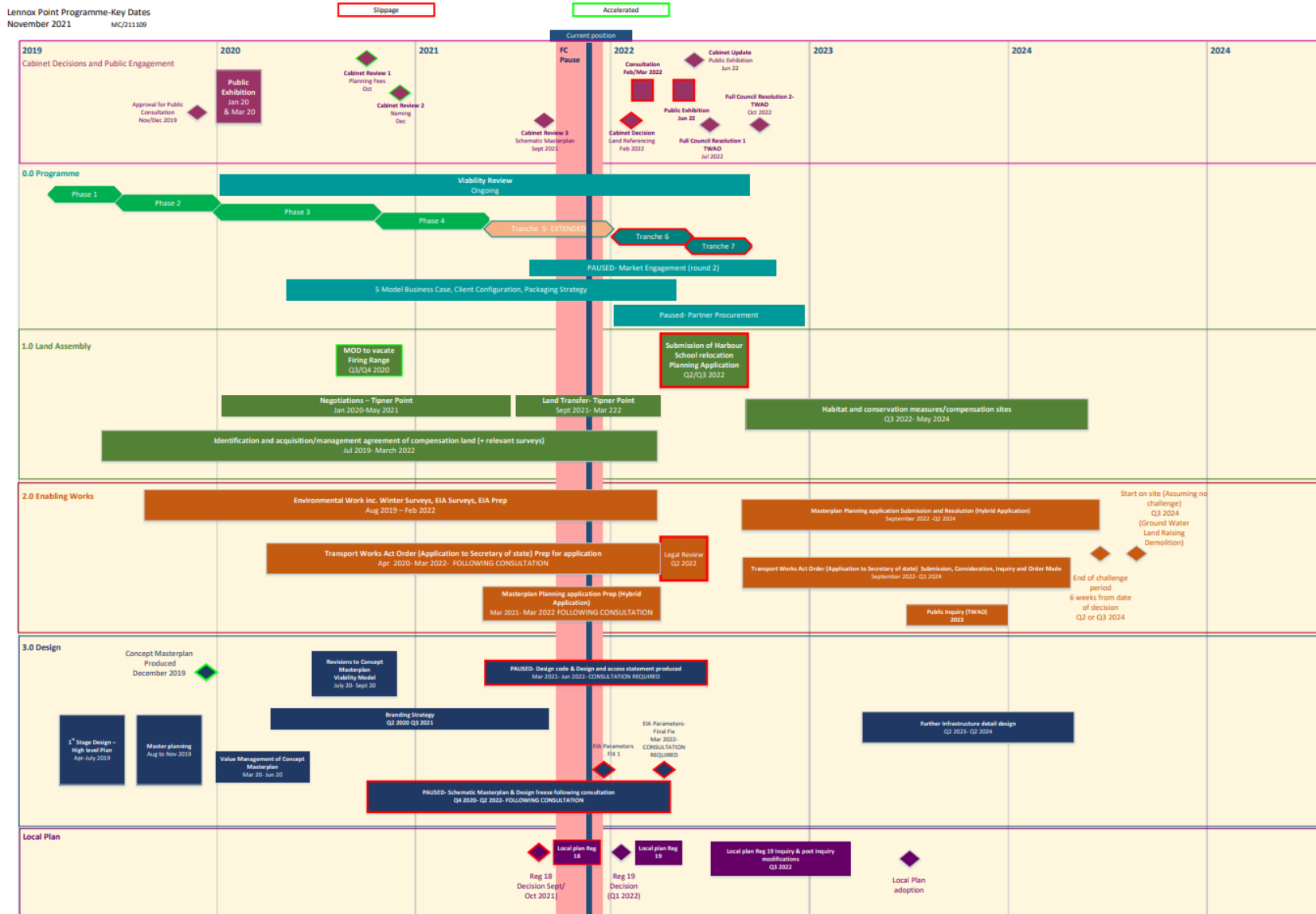


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- 6.0.1 Proposals for development at Tipner West and Horsea Island East have been referenced within Portsmouth City Council archives since 1953 with little or no progress seen until the City Deal funding was secured in 2013.
- 6.0.2 Following the successful City Deal bid, an initial multi-disciplinary team was appointed to scope the work. In 2016 a new multi-disciplinary team, led by Savills supported by WSP, Gensler and Marina Projects was appointed to carry forward the proposals.
- 6.0.3 In terms of governance, the City Deal project board was established in 2015, which included political members and involvement from the Local Planning Authority.
- 6.0.4 Engagement with British Marine Federation, Queen's Harbour Master, The Royal Navy, The Crown Estates, Natural England, the Environment Agency, and DEFRA began in 2016. Environmental surveys also commenced.
- 6.0.5 The land acquisition of the MOD firing range and Horsea Island East was also agreed. Land acquisition for this site has complicated delivery for a significant number of years on Tipner West and is integral to unlocking the site.
- 6.0.6 In 2017 the regeneration directorate was formed, along with the strategic developments team who took up the project, establishing a clear distinction between the Local Planning Authority (LPA) role and the Council's role as development promoter.
- 6.0.7 The separation of roles allowed the project to connect with the private sector and other public sector bodies and adopt a more commercial approach, while still maintaining a close link to the LPA and the needs of the city. This move has meant that the project has been able to define its vision within the framework set by the Local Plan and move forward to design a specific project that meets Portsmouth's needs.
- 6.0.8 The diagram below illustrates key dates and programme activity across different project workstreams, including land assembly, enabling works and design. The diagram highlights the current status and proposed next steps from 2022 to 2024.

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6.0.9 Lennox Point high level programme (Figure 6) (Appendix G)



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7.0 Consideration and evaluation of Tipner West options

- Various options for Tipner West and Horsea Island East, ranging in scale and outcomes, have been explored
- Each option has been assessed against the City Deal, national government housing targets, the local transport plan critical infrastructure, the Council's commitment to a sustainability agenda, and the emerging Local Plan
- If the Council is to pursue any development on Tipner West, new flood defences and a Habitat Regulation Assessment are required
- The options and costs are evaluated on the creation of serviced plots that are ready for private sector developers to build on

7.0.1 In order to begin the evaluation of different options for Tipner West, throughout 2016/17 the strategic developments team, with support from expert consultants, considered the 'do nothing', 'do minimum' and 'do something' options for the site. These options are outlined in more detail below (sections 7.1 to 7.5).

7.0.2 The remit was to:

Explore options to maximise the opportunities of the City Deal sites (Tipner West and Horsea Island East) to deliver sustainable development that creates a new community. The Council will look for innovation and imagination in the masterplan and supporting application to ensure that the future development is of high quality and sustainable in all elements. In developing the masterplan the Council needs to work with the team to explore all alternatives and evidence why options have been discounted. Consideration must be given to options such as land reclamation, alternative energy sources and the potential to create further deep-water frontage and habitat mitigation.

7.0.3 Sections 7.1-7.5 below present a detailed view of what development can be delivered across five distinct options, the related environmental impact and financial analysis:

- No nothing - no intervention on Tipner West and the related flood risk (7.1)
- Developing the existing land mass - in line with the Local Plan 2012 (7.2)
- Developing the existing land mass - in line with the City Deal 2013 (7.3)
- Developing the existing land mass - as explored from 2016 (7.4)
- Developing the existing land plus land reclamation (Lennox Point) (7.5)

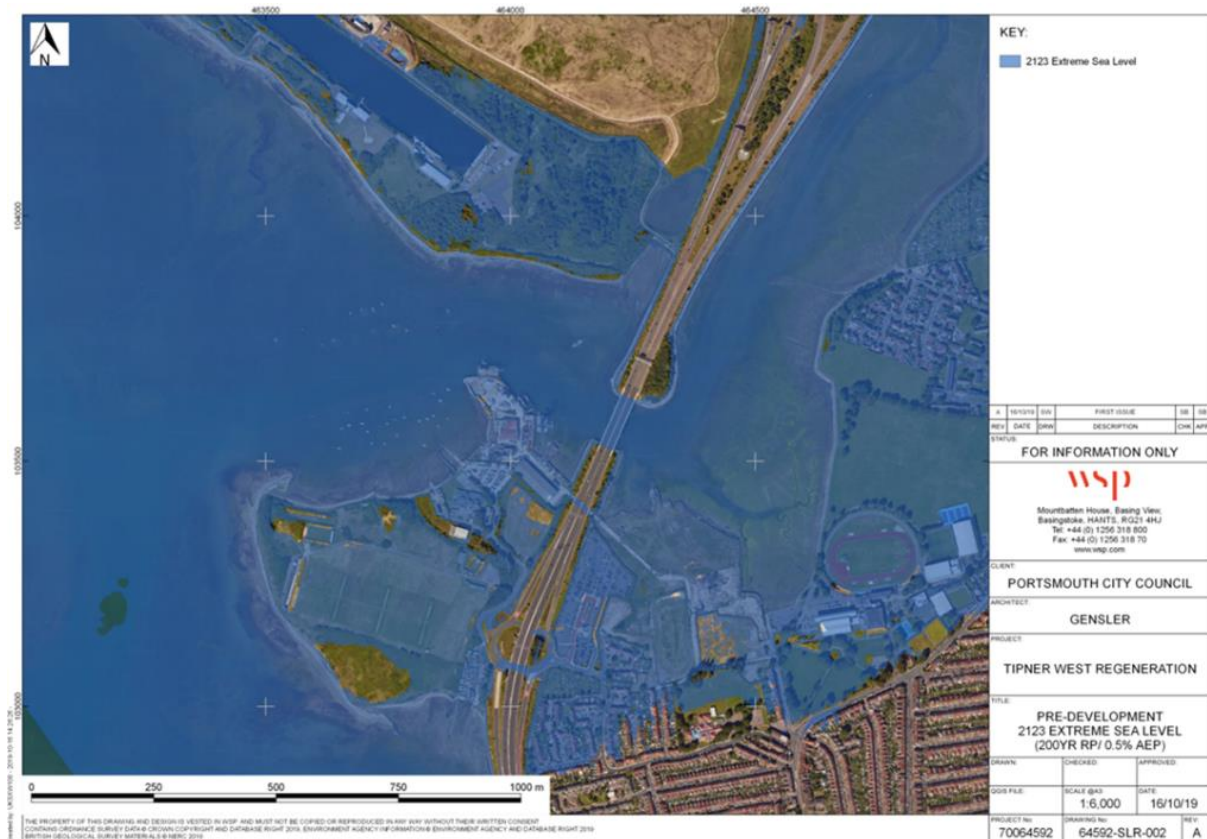
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7.1 Do nothing and the related flood risk

What does this option deliver and cost? (Reference section 8.2)	
Number of homes	0
Does the option meet the Solent maritime need? <i>Reference section 3.2</i>	No
How many net additional operational jobs?	0
What % of government housing target for Portsmouth does this meet? <i>Reference section 3.3</i>	0%
What % of affordable homes requirement (set by government) will this deliver? <i>Reference section 3.3.7</i>	0%
Will this option have a mix that developers will want to deliver (e.g. % split of apartments to houses)?	N/A
Will this option have a likely impact resulting in a Habitat Regulations Assessment? <i>Reference section 4.2</i>	Yes
Are there imperative Reasons of Overriding Public Interest to develop this site? <i>Reference section 4.2.1</i>	N/A
Overall uninflated infrastructure costs	£0
What would the cost be for flood defences and working quays?	£-
What would the cost of raising the land, including any reclamation, be?	N/A
What would the cost be for flood defences per unit?	No dwellings
Combined cost per dwelling of land raising, reclamation and flood defences	No dwellings
What is the overall infrastructure cost per dwelling?	No dwellings
Total uninflated residential and employment land value, including parking income, ground rent and City Deal funding. <i>Reference section 3.1</i>	-£48.75m (City Deal repayment)
Uninflated viability gap/subsidy required	-£48.75m
Inflated viability gap/subsidy required to effect a zero overall NPV (includes costs of borrowing)	N/A
Additional subsidy required per dwelling	No dwellings

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- 7.1.1 Portsmouth's sea-levels are due to rise by around 70cm over the next 70 years.
- 7.1.2 The existing coastal defences at Tipner West are in poor condition. The 2011 Portsea Island Coastal Strategy Study⁶ estimated that defences on Horsea Island East may fail within 5-10 years, and within 10-15 years on Tipner West. Due to lack of maintenance over recent years, there is an increasingly high risk that these defences could fail sooner.
- 7.1.3 As there are no homes on the Tipner West site it is extremely unlikely that flood defences would be funded by the Environment Agency and must therefore be funded by the Council.
- 7.1.4 The do-nothing option will mean the loss of the existing land mass to flooding. This will result in the loss of the existing land uses on the site, including the Harbour School, as well as the loss of the inter-tidal and terrestrial habitats that form part of the designated nature conservation sites. It is anticipated that intertidal habitats are likely to see a 40% reduction by 2120.
- 7.1.5 In addition, flooding would leak through to Tipner East and Stamshaw, as shown in the image below. The image shows the estimated extent of flooding by 2123 – accounting for 100 years climate change and assuming that nothing is done to protect Tipner West.
- 7.1.6 Figure 7:2123 Extreme Sea Level (0.5% Annual Exceedance Probability) – Pre-Development Scenario



⁶ <https://coastalpartners.org.uk/static/media/resources/2011-04-14-portsea-star2-11-final-revc-blanked-signs.pdf>

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- 7.1.7 Should the defences fail, there is a risk of releasing contaminants present in the ground into Portsmouth Harbour and polluting designated nature conservation sites. The site currently represents a weak-spot in island-wide defences, particularly in comparison to the recent/current North Portsea and Southsea coastal defence schemes.
- 7.1.8 Under this option the Council may be required to return the £48.75m City Deal grant to central government, of which £18.6m (as at 27/10/21) has been spent and would need to be identified from within the council's resources. No provision has been made for this so approved capital schemes of equivalent value may be impacted.

Conclusion:

- **Sea levels are rising and habitats will be affected as they are not protected as this work is unfunded**
- **doing nothing to the existing land mass is, at best, a short-term position as flood defences will be required at significant cost**
- **installing flood defences will result in environmental damage**
- **without sea defences there would be a contamination risk to the harbour**
- **the Council may be required to return the £48.75m City Deal funding to central government.**

The viability of this option is explored further in Section 8.0.

- 7.1.9 Flood defence costs have been explored in partnership with the Southsea Coastal Scheme, already in construction. The exact nature and costs for sea defences at Tipner West will depend on which option is selected for the site. However flood defences are likely to cost between £4,000 and £16,500 per linear metre and are projected to be on average £7,750 per linear metre. This is in line with current flood defence work in the city. For example, flood defence work in North Portsea cost £7,800 per linear metre in 2018 (£9,700 per linear metre in 2021). Please note the costs of construction and materials continues to rise at pace which will impact the future cost of flood defence work.

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7.2 The existing land mass - Local Plan 2012

Figure 8

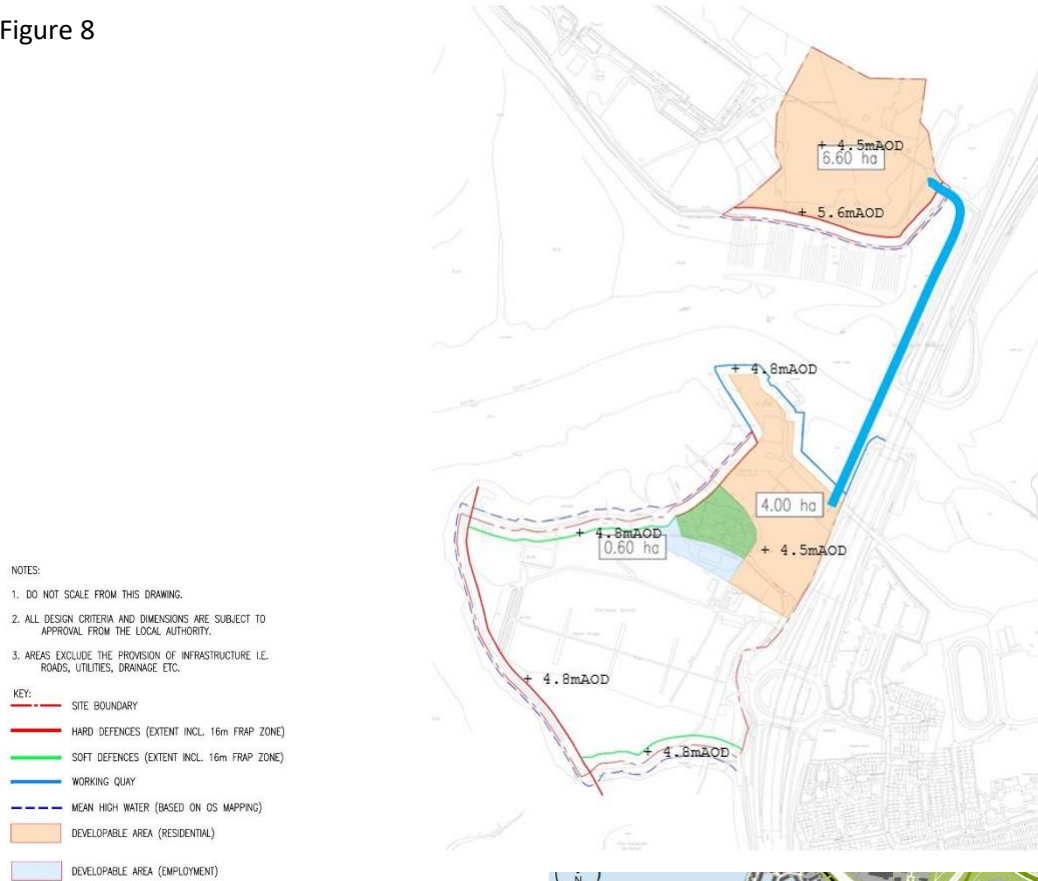


Figure 9



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What does this option deliver and cost? (Reference section 8.2)	
Number of homes	1270
Does the option meet the Solent maritime need? <i>Reference section 3.2</i>	No
How many net additional operational jobs?	810 0 marine related
What % of government housing target for Portsmouth does this meet? <i>Reference section 3.3</i>	7%
What % of affordable homes requirement (set by government) will this deliver? <i>Reference section 3.3.7</i>	5.9% circa 381 homes (based on 30% of homes on site)
Will this option have a mix that developers will want to deliver (e.g. % split of apartments to houses)? <i>Reference section 7.2.5</i>	Yes
Will this option have a likely impact resulting in a Habitat Regulations Assessment? <i>Reference section 4.2</i>	Yes
Are there imperative Reasons of Overriding Public Interest to develop this site? <i>Reference section 4.2.1</i>	Likely
Overall uninflated infrastructure costs	£209.69m
What would the cost be for flood defences and working quays?	£34.44m
What would the cost of raising the land, including any reclamation, be?	£3.02m (no reclamation)
What would the cost be for flood defences per unit?	£27,114
Combined cost per dwelling of land raising, reclamation and flood defences	£29,634
What is the overall infrastructure cost per dwelling?	£165,113
Total uninflated residential and employment land value, including parking income, ground rent and City Deal funding	£98.44m (possible partial repayment of City Deal)
Uninflated viability gap/subsidy required	£111.25m
Inflated viability gap/subsidy required to effect a zero overall NPV (includes costs of borrowing)	£129.29m
Additional subsidy required per dwelling	£101,803

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- 7.2.1 In order to protect this landmass with flood defences, options to do something were considered that looked at delivering the anticipated development set out in the 2012 Local Plan, including the bridge link to Horsea Island East and development at Horsea Island East.
- 7.2.2 In this option, the terrestrial designated conservation sites are retained and not impacted, but defended through flood defences and land raising, although there would be impact to the harbour designated conservation sites through delivery of the bridge link.
- 7.2.3 The Harbour School could remain, but it is understood that this is not the school's preference given that it would be surrounded by construction in the short term and then residential and employment development.
- 7.2.4 The employment development proposed on Tipner West was not marine employment. Marine employment would require water access, large open yard areas and high single storey space, necessitating a larger land take than set out in the Local Plan. This option does not meet the marine employment needs and is not compliant with the City Deal aspirations.
- 7.2.5 Theoretically, housing can be accommodated on Horsea Island East and Tipner West in a market facing mix of 45% homes and 55% apartments to meet the proposed allocation of 1,270 homes but cost to defend, cap and raise the land would be prohibitive.
- 7.2.6 However, housing on Horsea Island East is not an option the MOD would support. If the employment land at Tipner West were to move to Horsea Island and the Harbour School were relocated, this would still not provide sufficient land to deliver the full 1,270 homes as set out in the 2012 Local Plan.
- 7.2.7 Under this option the Council may be required to return the £48.75m City Deal grant to central government, of which £18.6m (as at 27/10/21) has been spent and would need to be identified from within the council's resources. No provision has been made for this so approved capital schemes of equivalent value may be impacted.

Conclusion:

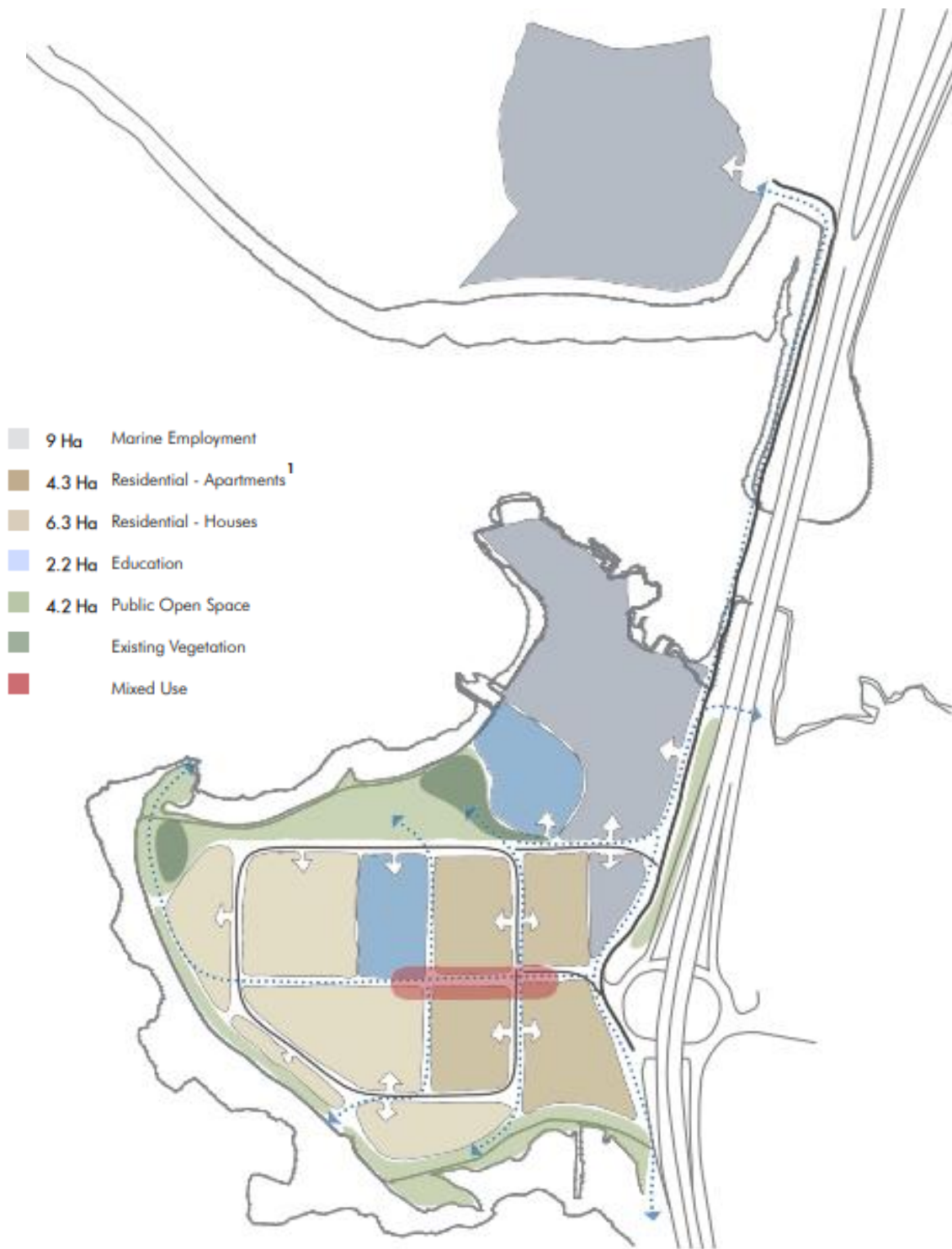
- **this option would not meet the marine employment need**
- **this option would not meet the housing numbers suggested, and certainly not the city's overall need**
- **the Council may be required to return the £48.75m City Deal grant to central government**
- **as such, the 2012 Local Plan option was discounted and has not been progressed any further.**

The viability of this option is explored further in Section 8.0.

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7.3 The existing land mass - City Deal 2013

Figure 10 (Appendix H)



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What does this option deliver and cost? (Reference section 8.2)	
Number of homes	1250
Does the option meet the Solent maritime need? <i>Reference section 3.2</i>	Yes 58,000sqm
What is the gross number of on-site operational jobs created?	2640 1900 marine related
What % of government housing target for Portsmouth does this meet? <i>Reference section 3.3</i>	7%
What % of affordable homes requirement (set by government) will this deliver? <i>Reference section 3.3.7</i>	5.8% circa 375 homes (based on 30% of homes on site)
Will this option have a mix that developers will want to deliver (e.g. % split of apartments to houses)? <i>Reference section 7.3.3</i>	No Higher number of apartments required 68% apartments
Will this option have a likely impact resulting in a Habitat Regulations Assessment? <i>Reference section 4.2</i>	Yes
Are there imperative Reasons of Overriding Public Interest to develop this site? <i>Reference section 4.2.1</i>	Likely
Overall uninflated infrastructure costs	-£235.05m
What would the cost be for flood defences and working quays?	-£34.44m
What would the cost of raising the land, including any reclamation, be?	-£5.47m (no reclamation)
What would the cost be for flood defences per unit?	-£27,548
Combined cost per dwelling of land raising, reclamation and flood defences	-£31,925
What is the overall infrastructure cost per dwelling?	-£188,037
Total uninflated residential and employment land value, including parking income, ground rent and City Deal funding	£74.63m
Uninflated viability gap/subsidy required	-£160.42m
Inflated viability gap/subsidy required to effect a zero overall NPV (includes costs of borrowing)	-£182.50m
Additional subsidy required per dwelling	-£146,002

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- 7.3.1 The City Deal was signed in 2013 and was the benchmark for what the consultant team was appointed to deliver.
- 7.3.2 The City Deal reflected that residential development was not suitable for Horsea Island East and placed employment across Horsea Island East and Tipner West, along with development of the former firing range. While the former firing range is part of the terrestrial designated conservation site, this land was transferred to the Council as part of the City Deal so it could be developed.
- 7.3.3 In order to deliver the City Deal aspirations of 1,250 homes at Tipner West, along with the marine and maritime employment of 58,000sqm at Tipner West and Horsea Island East, the development would need to maximise densities and apartment living. This would require a mix that would not be market facing, comprising only 32% housing and 68% apartments with reduced income and marketability.

Conclusion:

The City Deal option would:

- **leave Portsmouth with a considerable housing shortfall**
- **provide little sustainable infrastructure**
- **have an adverse impact on the land-based protected conservation sites**
- **have an adverse marine nature conservation impact through dredging and bridge works**
- **be unable to deliver its own requirements due to the quantum of development proposed on a small land mass**
- **as a result of the above, be difficult to deliver financially.**

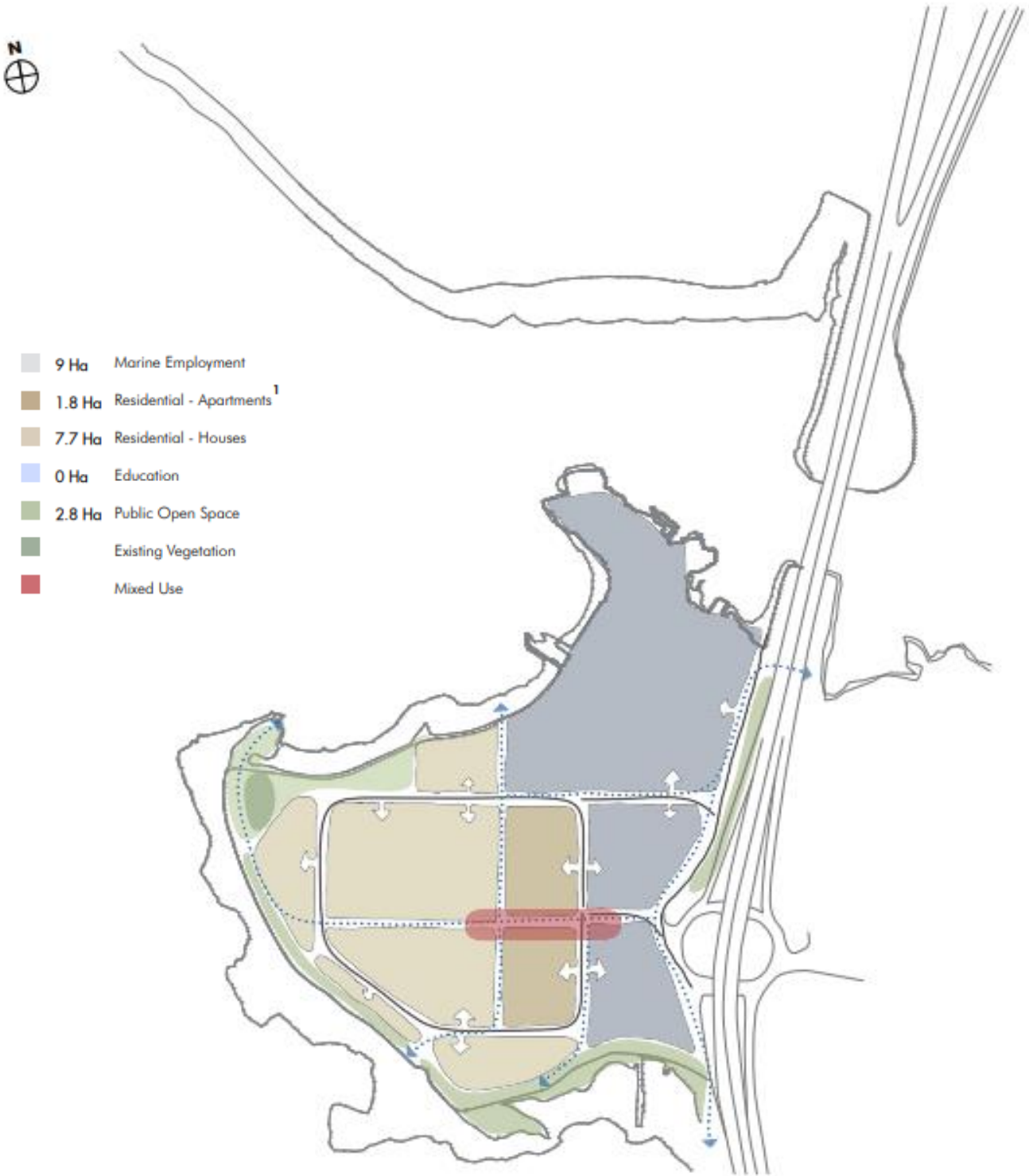
The 2013 City Deal option was discounted and other options were considered.

The viability of this option is explored further in Section 8.0.

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7.4 The existing land mass - explored from 2016

Figure 11 (Appendix I)



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What does this option deliver and cost? (Reference section 8.2)	
Number of homes	821
Does the option meet the Solent maritime need? <i>Reference section 3.2</i>	Yes 58,000sqm
How many net additional operational jobs?	2550 1900 marine related
What % of government housing target for Portsmouth does this meet? <i>Reference section 3.3</i>	5%
What % of affordable homes requirement (set by government) will this deliver? <i>Reference section 3.3.7</i>	3.8% circa 246 homes (based on 30% of homes on site)
Will this option have a mix that developers will want to deliver (e.g. % split of apartments to houses)? <i>Reference section 7.4.2</i>	Yes
Will this option have a likely impact resulting in a Habitat Regulations Assessment? <i>Reference section 4.2</i>	Yes
Are there imperative Reasons of Overriding Public Interest to develop this site? <i>Reference section 4.2.1</i>	Likely
Overall uninflated infrastructure costs	-£194.55m
What would the cost be for flood defences and working quays?	-£32.06m
What would the cost of raising the land, including any reclamation, be?	-£4.73m (no reclamation)
What would the cost be for flood defences per unit?	-£39,053
Combined cost per dwelling of land raising, reclamation and flood defences	-£44,810
What is the overall infrastructure cost per dwelling?	-£236,970
Total uninflated residential and employment land value, including parking income, ground rent and City Deal funding	£81.88m (Possible partial repayment of City Deal Grant)
Uninflated viability gap/subsidy required	-£112.67m
Inflated viability gap/subsidy required to effect a zero overall NPV (includes costs of borrowing)	-£126.42m
Additional subsidy required per dwelling	-£153,984

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- 7.4.1 The third option considered developing the existing land mass only at Tipner West to provide for the marine and maritime employment needs but using the remaining land for housing in a market-facing approach to assist its deliverability. No bridge link to Horsea Island East was included due to the expense and also the impact that it would have on the sub-tidal habitat due to the footings.
- 7.4.2 In this option, in order to deliver a market facing mix of 45% houses and 55% apartments it is anticipated that only just over 800 homes could fit on the existing land mass, which results in a substantial shortfall of supply for the emerging Local Plan, delivering only 5% of the housing target and only 3.8% of Portsmouth's affordable housing need.
- 7.4.3 This number of homes will not deliver a sustainable community nor the infrastructure to support those homes. This would become a dormitory commuter development on the edge of the motorway. Values would reflect this and therefore would not gain any premium from place-making initiatives.
- 7.4.4 This option would also still require the loss of the terrestrial conservation designation at the firing range and there would be some loss of sub-tidal through dredging to enable the marine employment facility.

Conclusion:

This proposal was not carried forward by the council due to:

- **the limited delivery of homes**
- **lack of support for the costs of the development**
- **loss of the important terrestrial habitat requiring compensation**
- **not being City Deal compliant.**

The viability of this option is explored in Section 8.0.

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7.5 Existing land mass plus land reclamation (Lennox Point)

Figure 12



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What does this option deliver and cost? (Reference section 8.2)	
Number of homes	3500
Does the option meet the Solent maritime need? <i>Reference section 3.2</i>	Yes 58,000sqm
How many net additional operational jobs?	5530 1900 marine related
What % of government housing target for Portsmouth does this meet? <i>Reference section 3.3</i>	20%
What % of affordable homes requirement (set by government) will this deliver? <i>Reference section 3.3.7</i>	16.4% circa 1050 homes (based on 30% of homes on site)
Will this option have a mix that developers will want to deliver (e.g. % split of apartments to houses)? <i>Reference section 7.5.3</i>	Yes
Will this option have a likely impact resulting in a Habitat Regulations Assessment? <i>Reference section 4.2</i>	Yes
Are there imperative Reasons of Overriding Public Interest to develop this site? <i>Reference section 4.2.1</i>	Likely
Overall uninflated infrastructure costs	-£497.21m
What would the cost be for flood defences and working quays?	-£40.81m
What would the cost of raising the land, including any reclamation, be?	-£43.41m
What would the cost be for flood defences per unit?	-£11,651
Combined cost per dwelling of land raising, reclamation and flood defences	-£24,044
What is the overall infrastructure cost per dwelling?	-£141,937
Total uninflated residential and employment land value, including parking income, ground rent and City Deal funding	£378.48m
Uninflated viability gap/subsidy required	-£118.72m
Inflated viability gap/subsidy required to effect a zero overall NPV (includes costs of borrowing)	-£158.94m
Additional subsidy required per dwelling	-£45,373

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- 7.5.1 As per the Council remit (7.0.2) to help deliver a sustainable community and support the marine and maritime employment development, land reclamation was explored as a last option to deliver the ambitions of the Council for more homes, marine employment jobs, the critical infrastructure to reconnect the city and protection from sea level rise, in a financially and sustainably robust way.
- 7.5.2 This option must have a mix of houses to apartments that would be marketable in Portsmouth and a quantum that, due to its unique geography, must allow for a sustainable community to be delivered and seek to reduce commuting.
- 7.5.3 The mix, heights and densities would be retained as optimal for the market and local needs, to ensure attractiveness to deliver.
- 7.5.4 In order to reduce the amount of reclamation required to a minimum, the scheme would be designed to incorporate place making in order to increase value and therefore help keep the additional number of homes needed and land-take minimised.
- 7.5.5 At the same time, the property values need to remain affordable to the local population and proposed employees at Tipner West, and therefore any increased value needs careful balancing to ensure these aspirations are still met.
- 7.5.6 In order to deliver the optimum number of homes, at suitable densities, deliverable heights, at suitable cost/value, with the ability to underpin the infrastructure costs of its delivery, the proposed land take must be only what is required and minimised where possible to reduce the impacts from reclamation.
- 7.5.7 The proposed land reclamation will be phased across the delivery of Lennox Point. It is intended to utilise local materials as part of the land mass creation which could include routinely dredged material from within Portsmouth Harbour.
- 7.5.8 It is intended for the land reclamation engineering works to be undertaken without releasing the carbon already stored within the existing mudflats. New natural carbon stores will also be created in new areas of mudflat and saltmarsh, as part of the compensatory habitats.
- 7.5.9 **In order to deliver a robust level of capital contribution to the programme to enable a viable delivery of the proposals, including the housing and marine employment, and to deliver a self-sustaining neighbourhood, it was identified that a figure of circa 3,500 homes should be targeted for the site, requiring land reclamation of circa 27 hectares. The area is calculated using average densities across all options plus the requisite amount of open space.**
- 7.5.10 This scheme is represented by the Lennox Point proposals.

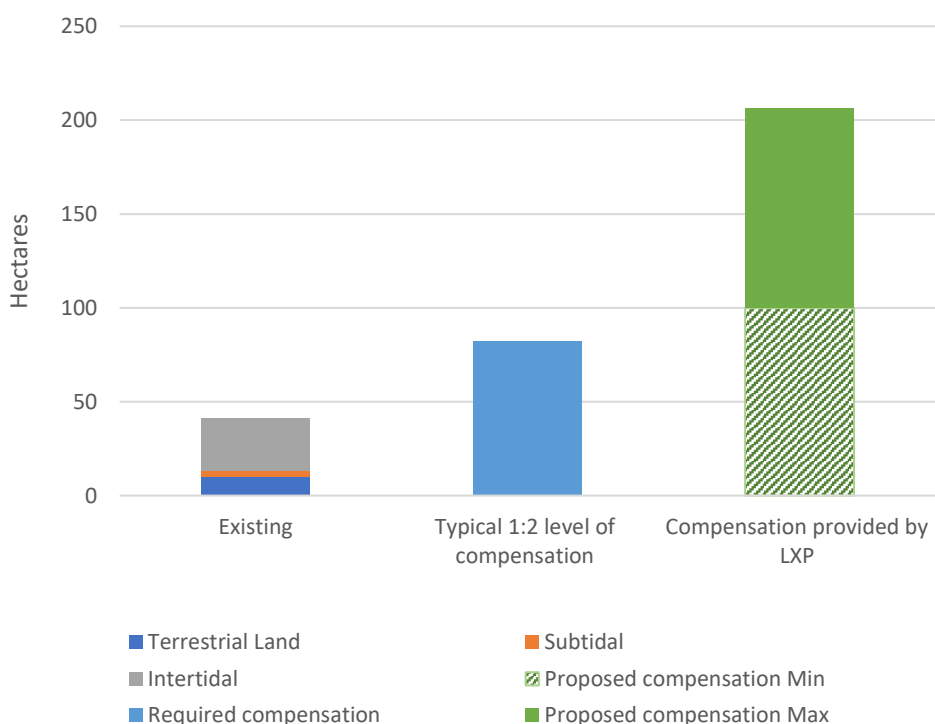
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7.5.11 There are environmental concerns about development on a Site of Special Scientific Interest (SSSI), a Special Protection Area (SPA) and a Ramsar site. The Tipner West project team is following stringent processes to ensure environmental impacts can be mitigated and compensated for appropriately and is looking to provide an overall net environmental and biodiversity gain.

7.5.12 **Although it is common to use a ratio of 1:2 (habitat loss to compensation), Lennox Point is likely to provide a ratio between 1:3 - 1:5. This is a more robust approach that will deliver greater environmental net gain.**

7.5.13 In addition, the proposed compensation will be designed to be futureproof for climate change and sea level rise.

7.5.14 Figure 13: Graph showing approximate area of habitat loss against a 1:2 standard ratio, alongside the proposed compensation land provision from the Lennox Point proposals (minimum and maximum).



7.5.15 **Intertidal habitat (IT) - Between 93 and 170 ha would be gained** through proposed compensation. The direct impact from the scheme on marine habitat including intertidal habitat and roost sites would be 35.43ha (2.84% of the 1,247ha Portsmouth Harbour SPA).

7.5.16 **Supporting (Brent Geese (BG) habitat – Between 10 and 36 ha would be gained** through proposed compensation. The direct impact from the scheme to terrestrial habitat including supporting Brent Geese habitat and roost sites would be 5.51ha.

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7.5.17 It is important to note that the metric work has been an iterative process. As new survey data has become available, and the masterplan is revised, the outputs have been updated. Metric calculations will be carried out on the final selected sites to ensure they meet the requirements.

Conclusion:

The project team concluded that due to the unique situation of this site, requiring land raising and no existing infrastructure, there was no excuse not to look at an exemplar scheme.

- **The scale of this option can fund and support a self-sustaining community**
- **it will reinforce the principles of Portsmouth's Regeneration Strategy**
- **while this option does incorporate land reclamation, the amount of reclamation has been kept to a minimum within the scope of viability**
- **if there is going to be an impact on the environment, the Council has a duty to secure a high level of compensation, explore a development option that could re-define sustainable development and the way people could live, and address the need to deliver better, affordable homes for the people of Portsmouth.**

The viability of this option is explored in Section 8.0.

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8.0 Options appraisal and financial implications

- The site will flood unless defended and cost between £14 million and £34 million to protect (depending on the level of protection) plus the potential repayment of the City Deal grant £48.75m
- All options, bar protection of the exiting land mass, have an environmental impact
- Lennox Point can meet the housing and marine employment need and requires less subsidy per home than any other option considered
- The City Deal funding may be required to be fully or partially repaid to the government if Portsmouth is unable to deliver against its targets
- Lennox Point is the only proposal that meets Portsmouth's needs, the City Deal aims and is most financially viable

8.0.1 The table below (8.2 and 8.3) shows the options appraisal for the proposed schemes outlined in section 7.0-7.5. This also details the viability for each option and associated costs, which remain under constant review.

8.1 Financial analysis





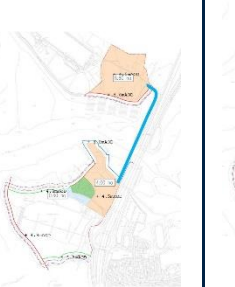


8.1.1 The Council, along with its consultants, has carried out financial appraisals of various options (**Appendix J**) that could see a development come forward. The site is challenging given its coastal location, previous use and the fact that not all of the site is in the Council's ownership.

8.1.2 With any development that could be brought forward at Tipner West there are a number of unavoidable costs, such as sea defences, land remediation and relocations costs, to name a few. By expanding the site, it is possible to deliver more homes, employment space and community infrastructure, thus making the scheme more financially viable.

8.1.3 The table below sets out the four options with residential development that have been considered. It shows that none of the options are financially viable without further government subsidy. This was highlighted in the October 2020 report to Cabinet that requested authorisation to continue to secure a planning permission on the site. The Lennox Point option would require less subsidy per home than the other options because the number of homes that could be built is far greater and each unit would contribute to the infrastructure costs of the development.

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8.2 Options appraisal

Option	Do nothing	Defend existing users	Defend existing land mass	Develop existing land mass	2012 Local Plan	City Deal	Lennox Point
Details							
Number of homes	0	0	0	821	1270	1250	3500
Does the option meet the Solent maritime need? <i>Reference section 3.2</i>	No	No	No	Yes 58,000sqm	No	Yes 58,000sqm	Yes 58,000sqm
How many net additional operational jobs?	0	(45 jobs held - 4 marine related)	(45 jobs held - 4 marine related)	2550 (1900 marine related)	810 (0 marine related)	2640 (1900 marine related)	5530 (1900 marine related)

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What % of government housing target for Portsmouth does this meet? <i>Reference section 3.3</i>	0%	0%	0%	5%	7%	7%	20%
What % of affordable homes requirement (set by government) will this deliver? <i>Reference section 3.3</i>	0%	0%	0%	3.8% circa 246 homes (based on 30% of homes on site)	5.9% circa 381 homes (based on 30% of homes on site)	5.8% circa 375 homes (based on 30% of homes on site)	16.4% circa 1,050 homes (based on 30% of homes on site)
Will this option have a mix that developers will want to deliver (e.g. % split of apartments to houses)?	N/A	N/A	N/A	Yes	Yes	No Higher number of apartments required 68% apartments	Yes
Will this option have a likely impact resulting in a Habitat Regulations Assessment? <i>Reference section 4.2</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Are there imperative Reasons of Overriding Public Interest to develop this site? <i>Reference section 4.2.1</i>	Unlikely	Likely	Likely	Likely	Unlikely as there is not sufficient marine employment	Likely	Likely

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8.3 Options appraisal - costs

Appendix J Appendix K	Do Nothing	Defend Existing Users	Defend Existing Land Mass	Develop Existing Land Mass	2012 Local Plan	City Deal	Lennox Point
Overall uninflated infrastructure costs	£0	-£14.76m	-£32.06m	-£194.55m	-£209.69m	-£235.05m	-£497.21m
What would the cost be for flood defences and working quays? ⁷	£-	-£14.76m	-£32.06m	-£32.06m	-£34.44m	-£34.44m	-£40.81m
What would the cost of raising the land, including any reclamation, be?	N/A	N/A	N/A	-£4.73m (no reclamation)	-£3.20m (no reclamation)	-£5.47m (no reclamation)	-£43.41m
What would the cost be for flood defences per unit?	No dwellings	No dwellings	No dwellings	-£39,053	-£27,114	-£27,548	-£11,651
Combined cost per dwelling of land raising, reclamation and flood defences	No dwellings	No dwellings	No dwellings	-£44,810	-£29,634	-£31,925	-£24,044

⁷ Additional information section 7.1.9

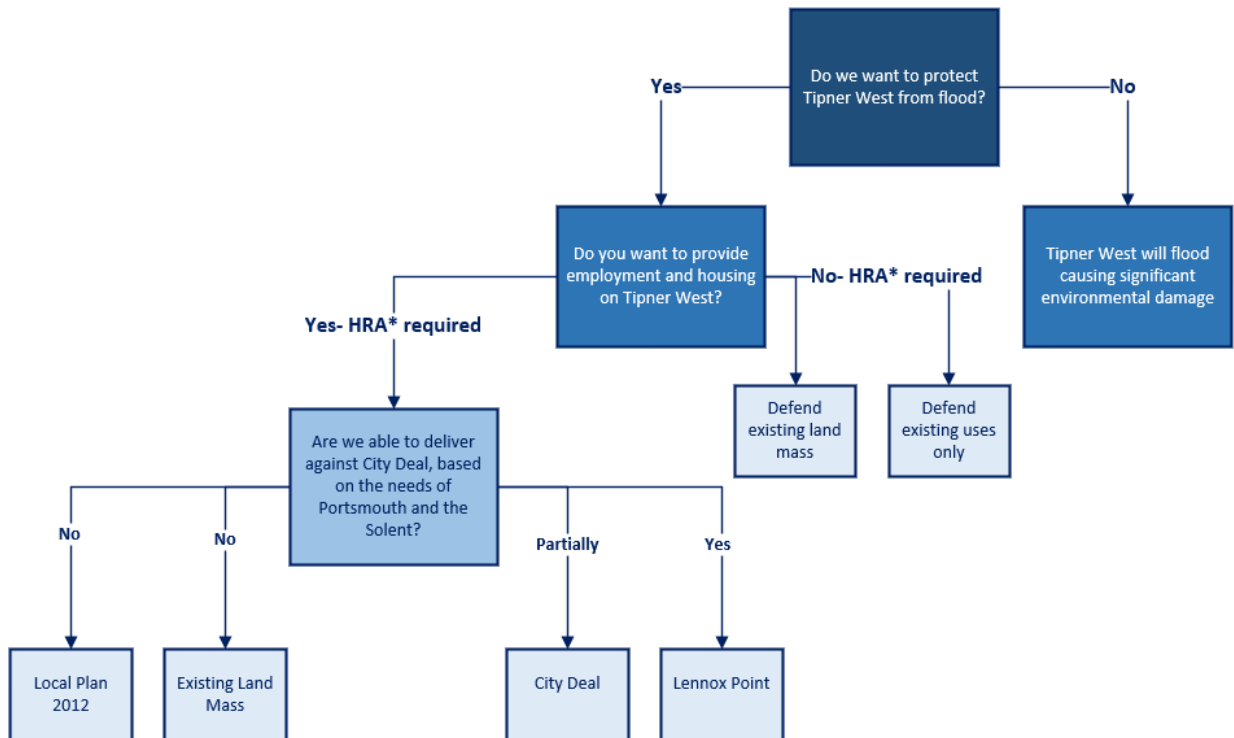
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What is the overall infrastructure cost per dwelling?	No dwellings	No dwellings	No dwellings	-£236,970	-£165,113	-£188,037	-£141,937
Total uninflated residential and employment land value, including parking income, ground rent and City Deal funding	-£48.75m (City Deal Grant repayment)	-£48.75m (City Deal Grant repayment)	-£48.75m (City Deal Grant repayment)	£81.88m (Possible partial repayment of City Deal Grant)	£98.44m (Possible partial repayment of City Deal Grant)	£74.63m	£378.48m
Uninflated viability gap/subsidy required	-£48.75m	-£63.51m	-£80.81m	-£112.67m	-£111.25m	-£160.42m	-£118.72m
Inflated viability gap/subsidy required to effect a zero overall NPV (includes costs of borrowing)	N/A	N/A	N/A	-£126.42m	-£129.29m	-£182.50m	-£158.94m
Additional subsidy required per dwelling	No dwellings	No dwellings	No dwellings	-£153,984	-£101,803	-£146,002	-£45,373

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8.4 Options appraisal - summary

The diagram below (Figure 14) sets out key questions to determine the scale and focus of development on Tipner West and offers a broad overview of possible outcomes.



* Habitat Regulations Assessment

9.0 Strengths, Weaknesses, Opportunities, and Constraints (SWOT) of three options

9.0.1 Based on the conclusions reached from the consideration of different options (section 7.0-7.5) and the option appraisal and financial implications (section 8.2), please see below a SWOT analysis (**Appendix L**) of the three following options:

- developing the existing land mass as explored from 2016 (Section 7.4)
- developing the existing land mass - City Deal (Section 7.3)
- developing the existing land mass plus land reclamation (Lennox Point) (Section 7.5)

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9.1 Existing land mass - as explored from 2016

Strengths

- Mixed development (employment and residential)
- Some residential revenue uses help fund site infrastructure
- **Minimise environmental impact – limited impact on intertidal**
- Reduced risk profile (due to infrastructure investment) appealing to wider development market
- **Planning consenting process simpler**
- Less new infrastructure required e.g., power, drainage, water etc.
- All maritime employment within the same area.

Weaknesses

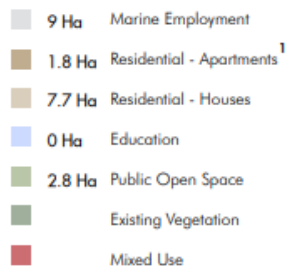
- The amount of housing is not likely to enable a self-sustaining community
- **Contribution to PCC housing need is significantly reduced from Lennox Point and City Deal, requiring houses elsewhere in the city**
- Requires a significant amount of initial infrastructure investment
- Excludes HIE, connection of city north and south and no bridge
- **Loss of protected terrestrial habitat**
- Smaller community does not support a new primary school on site (including limited community infrastructure/retail)
- Lack of ability to support Tipner East
- Will potentially require repayment of part of the City Deal funding.

Opportunities

- Mixed use helps placemaking (**Appendix M**)
- Provides some homes for marine employment
- **Meets marine employment need**
- Potential to meet environmental bodies mid-way
- Minimise cost and interface with MOD.

Constraints

- Lack of significant income producing uses (marine employment has limited financial profitability)
- Site area constrained by existing land mass with limited flexibility
- **Still need to provide compensation land**
- Placemaking uplift is limited by site setting (mudflats and highways)
- **Less ability to explore sustainability initiatives due to scale.**



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9.2 City Deal

Strengths

- Mixed development (employment and residential)
- Some residential revenue uses help fund site infrastructure
- Reduced environmental impact – limited impact on intertidal, but more than existing land mass option
- Reduced risk profile (due to infrastructure investment) appealing to wider development market
- Planning consenting process simpler
- **Less new infrastructure required e.g., power, drainage, water etc.**
- **Retains Harbour School.**

Weaknesses

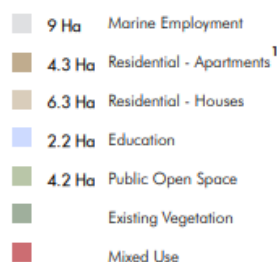
- The amount of housing is not likely to enable a self-sustaining community
- **Contribution to PCC housing need is significantly reduced from Lennox Point, requiring houses elsewhere in the city**
- Requires a significant amount of initial infrastructure investment
- **Loss of protected terrestrial habitat**
- Limited support to Tipner East in terms of facilities.

Opportunities

- Mixed use helps placemaking
- Provides some homes for marine employment
- Meets marine employment need
- **Potential to meet environmental bodies mid-way**
- Maximises the opportunity to connect to the wider city, HIE and Tipner East
- **Can support some limited community facilities**
- Has the ability to meet City Deal funding requirements.

Constraints

- Lack of significant income producing uses (marine employment has limited financial profitability)
- Site area constrained by existing land mass with limited flexibility
- Still need to provide compensation land
- Placemaking uplift is limited by site setting (mudflats and highways)
- Less ability to explore sustainability initiatives due to scale
- Works to HIE to be controlled/measured to limit impact to habitat
- **To achieve a deliverable scheme the housing mix is adjusted to include significantly more apartments making the mix less attractive to the market. Developers will only want to build something people want to buy**
- Complex consenting process as would require Transport Works Act Order.



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9.3 Lennox Point

Strengths

- Extensive mixed development
- Additional residential revenue uses help fund infrastructure
- **Market facing scheme with ability to phase development to help fund infrastructure costs**
- Diverse housing mix (45% homes and 55% apartments)
- Development scale can deliver a significant regeneration factor
- **Scale of opportunity makes for an attractive pipeline for the development market**
- Makes a significant contribution to the Portsmouth housing need figures
- Less subsidy per home than any other option.

Weaknesses

- Requires substantial capital investment initially
- Scale of the project may only appeal to a section of the development market
- **Will present environmental challenges, over and above the existing land mass and city deal, through planning process with a case to be made and strong evidence base required**
- Potential ongoing concern over land reclamation could impact deliverability.

Opportunities

- Mixed use helps create a balanced community and quality of place
- Ability to phase land mass/reclaimed area to suit development needs
- Character area brings variation of design and uses to the masterplan
- **Maximises the opportunity to connect to the wider city, HIE and Tipner East**
- **Sustainability opportunities are wide and varied – due to scale and mass**
- Has the ability to meet City Deal funding requirements
- **Additional opportunities across Portsmouth for investment, jobs and economic prosperity.**

Constraints

- Lack of significant income producing uses, aside from residential (marine employment has limited financial profitability)
- **Infrastructure and engineering requirements over and above land reclamation and sea defences which impacts amount of developable land available**
- Complex consenting process as would require Transport Works Act Order.



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9.4 Cabinet approval to proceed

- 10.0.1 As a result of the assessment of these alternatives (sections 7, 8 and 9) it was agreed by Cabinet in October 2020 that the project board should continue to pursue a submission of a planning application.⁸
- 10.0.2 As the scheme was likely to have an impact on the nature conservation designations (as would most of the other schemes), the initial work was to understand if and how that impact could be overcome. Through liaison with Natural England during 2016-2018 positive progress was made, so that by 2019, when the strategic developments team had been set up, the concept master-planning for the site at Tipner West and Horsea Island East could continue. The resulting scheme became known as Lennox Point.
- 10.0.3 The site promotion report (**Appendix D**) was submitted to the Local Planning Authority in August 2021 to set out the rationale, the need, and the justification for the Lennox Point proposals.

10.0 The development of the Lennox Point proposals⁹

- 10.0.1 The City Deal investment unlocked the regeneration potential of Tipner West and the opportunity to create an ambitious and viable plan that celebrates Portsmouth's skills, location and ambitions for the future.
- 10.0.2 It is a complex and challenging site, but a unique opportunity to do development differently and deliver on the aspirations set out by residents in Portsmouth's City Vision:
- to have a thriving economy that attracts investment and creates brilliant career opportunities
 - to encourage high, positive aspirations for our young people
 - to be a green city that enables people to live healthier and more active lives and travel more easily on foot, by bike or public transport
 - to provide good homes for all residents - homes where they feel safe, feel like they belong, and can thrive.
- 10.0.3 The proposed masterplan for Lennox Point has been shaped by five design principles, all rooted in creating a sustainable neighbourhood that supports the aspirations outlined in Portsmouth's City Vision.
- 10.0.4 While the overall design principles have been adopted, detailed designs are still to be considered and will be informed by the outcomes of environmental assessments and surveys, consultation with stakeholders and members of the public, and the finalised Local Plan.

⁸ [Agenda for Cabinet on Tuesday, 6th October, 2020, 12.00 pm Portsmouth City Council](#)

⁹ www.lennoxpoint.com

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10.0.5 The five design principles are:

- **Pedestrian first** - a network of paths, parks, squares, and cycle routes will create a walkable neighbourhood at Lennox Point, offering universal accessibility and encouraging people to walk, wheel and cycle. The streets will prioritise people over vehicles, allowing residents to move, exercise, sit and play safely (**Appendix N**).
- **Strong and healthy communities** - Lennox Point will be designed to cater for every stage of life, help foster an inclusive community and help people stay fit and healthy. Community facilities will bring people together - within a 10-minute walk of every home.
- **Closer to nature and the water** - the proposals create new green spaces and parkland and link Lennox Point to the water and beautiful surrounding landscape. A rich mix of natural habitats will be established to improve biodiversity. Recreational amenities will enable people to enjoy the great outdoors.
- **Beacon of innovation Portsmouth** - Lennox Point will show the world what Portsmouth can do, demonstrating new technologies in practice and creating an inspiring entrepreneurial and educational environment for enterprise to thrive.
- **Climate responsive** - the ambition is for Lennox Point to be the south coast's first net zero carbon neighbourhood. As a totally new place, there is the ability and responsibility to build a resilient and adaptable place that will respond to climate change. Lennox Point will benefit from a high specification of building insulation; passive solar design; on-site renewable energy generation; low energy modern methods of construction, such as off-site construction and factory assembly; and using electric power over mains gas throughout the development.

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10.1 Realisation of the design principles

Pedestrian first	Strong and healthy communities	Closer to nature and the water	Beacon of innovation Portsmouth	Climate responsive
Every home will be within a 10-minute walk to the water and everyday amenities and a 5-minute walk to public transport connections.	3,500 new, good quality homes, including 30% affordable homes and the opportunity to incorporate build to rent. <i>N.B. There are no plans to include detached homes.</i>	2.5km of accessible waterfront created.	58,000 sqm sub regional marine and maritime centre of excellence delivering: 1,900 maritime jobs (Appendix C) and apprenticeships, 1,470 jobs in other sectors and 1,500 temporary construction jobs.	All electric site harnessing renewable energy sources.
1:3 ratio of parking provided on site in a secure car store.	All homes have been priced at current Portsmouth market rates.	Community gardens and allotments incorporated.	Training and skills, research and development opportunities.	The land will be raised to accommodate flood risk.
Disabled parking will be provided across the site.	A retirement community will support older residents.	10% biodiversity net gain over and above any compensation.	The south coast's first net carbon zero neighbourhood.	Capture rainwater to prevent waste, use for recreation and improve ecology.
Quick and easy bus connections with the city centre, Park and Ride, Port Solent, railway stations.	At least 25 sqm of green space per person.	Areas of the most valuable native habitats - such as intertidal mudflats and exposed shingle shorelines - enhanced and recreated.	Enterprise Zone status.	Embrace circular economy principles to minimise waste and maximise the long-term value of materials.
M275 junction remodelled and improvements made for pedestrians and cyclists.	A two-form entry primary schools will support families in Lennox Point and neighbouring areas.	Development designed for and around biodiversity.	Excellent digital connectivity for every home and workplace.	Design for the climate - green roofs, solar panels, tree canopies.
Lennox Point linked to Portsmouth's cycle network and new routes provided.	GP surgery to support health and wellbeing.	All homes to have a view of the water or green space.	Every home is a smart home.	Build a smart grid and mobility energy infrastructure.

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10.2 Consultation and feedback to date

- **Engagement activity (Appendix O) has been undertaken with members of the public, stakeholders (Appendix P), the marine and maritime sector, investors, developers and future supply chain**
- **Feedback from the business community and the marine sector has been positive and supportive**
- **Roadshow events have been held across the city for members of the public and a formal public consultation was planned for November 2021 (paused following 13 October meeting)**

10.2.1 The project team has undertaken a number of consultation exercises to engage residents, the marine and maritime sector, investors, developers and future supply chain, including resident roadshows and workshops, two industry days and a marine market sounding research exercise.

10.2.2 Delivering social value has been central to the project from the outset. The development of the balanced scorecard measures for suppliers, the Council's social value policy and the development of an e-brokerage system for the future supply chain, will drive opportunities for local suppliers, particularly SMEs and start-ups.

Marine and maritime sector consultation

10.2.3 A marine sector market sounding exercise was undertaken in June/July 2021 to ascertain the market's appetite for the marine employment hub. 46 marine sector organisations responded positively, the organisations ranged from potential main tenants and marine hub/boatyard operators, to supply chain businesses, developers and investors.

10.2.4 Interested organisations operate across the breadth of the marine sector with new-build, marine leisure, repair and refit, and commercial vessel sectors most highly represented. 19% of responding businesses interested in the marine employment hub are large businesses (over 250 employees) and 7% have a turnover greater than £250m.

10.2.5 This exercise led to serious and constructive conversations with leading names in the sector who see themselves as potential future occupiers and flagship tenants for the scheme.

Investor, developer and supply chain consultation

10.2.6 The project team has hosted two industry days (2019 and 2021) to update businesses in Portsmouth and beyond on the Tipner West project and proposed Lennox Point masterplan. Over 400 delegates, representing local, national and international organisations attended the Lennox Point industry days.

10.2.7 The developer / funders that have engaged with the project have all made it very clear that they will need to see strong cross-party support for the project and support from statutory approval bodies before committing bidding resources.

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10.2.8 Lennox Point has been very positively received in 1-1 confidential meetings with major developer / funders who have expressed confidence regarding the viability of the market mix proposed and in raising the significant financial capital required to deliver the upfront infrastructure works.

Public consultation

10.2.9 Public consultation to date includes roadshow events in autumn 2019 and early 2020. These events at locations across the city gave residents a chance to review the plans for Tipner West, ask questions and share feedback on topics such as transport, the environment, infrastructure, employment and heritage. Residents were invited to share feedback.

10.2.10 The feedback received showed that 42% of comments related to transport and connectivity, 26% the environment, 26% infrastructure, public services and activities, 4% related to the restoration of buildings and 2% employment and economic growth. The feedback has helped shape and inform the evolving masterplan for Lennox Point. Focus groups involving Portsmouth residents were also established to name Lennox Point.

10.2.11 A formal six-week consultation on the Lennox Point masterplan was planned for November and December 2021. This was to include a series of drop in events at locations around the city and an online virtual consultation room. An extensive consultation survey was to be made available for residents to complete online, on a paper form or over the phone and the feedback used to shape the masterplan ahead of the planning application being submitted in 2022. This activity is currently paused.

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Snapshot of feedback from industry day delegates

Amazing idea, very forward thinking & great to see the council pushing this venture. Great to see our local community at the forefront of such an innovative approach to modern society

What an incredible afternoon hearing about Portsmouth City Council's ambitious plans for Tipner West. An event starting a conversation to change the way we live and work in the city. Be ambitious!

Lennox Point is absolutely fascinating, the vision is fantastic. The concept of the scheme, all very innovative - very exciting.

It could be setting the standard for developments elsewhere in the country, so I think to be involved with something at the forefront is fantastic.

Portsmouth is a sea-based economy, it's an island. It's really important that we recognise that and we don't turn ourselves inward facing, that we're still outward facing, we recognise the opportunities for the environment and the coast.

Portsmouth has a very unique challenge in terms of its housing and lack of space, so to be able to utilise space in a very innovative way, if we can get this right, this will be a stunning exemplar to the rest of the world on how to do things.

Car free zones and electric cars are the future without a doubt and to embed that into the design is so paramount.

PLEASE NOTE: Securing a developer / funding partner is likely to fall within the scope of the procurement regulations. Given the complexity of the scheme, a significant procurement process will need to be undertaken requiring a significant time commitment and the allocation of extensive bidding resources from prospective developer / funders.

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10.3 core team at Portsmouth City Council

10.3.1 The Lennox Point programme is governed by a Delivery Board and a Portfolio Board. A Working Group informs decisions and works on the programme detail. Decisions in these forums are taken in line with corporate portfolio and cabinet governance unless delegated authority through the City Deal is applicable (**Appendix Q**).

10.3.2 Since 2016 the Council's project team has grown and now includes officers and members below:

Programme team	Working group - monthly	Board (by invitation/as required) monthly	Board (required attendees) monthly	Portfolio Board
Assistant Director strategic developments	Procurement	Housing, neighbourhoods, building services	Section 151 officer	The Leader / Deputy Leader
Strategic project manager	TRP finance lead	Procurement	Director regeneration	Cabinet Member for Planning Policy & City Development
Project manager	TRP legal lead	Transport	Finance	
Assistant project manager	Civils and infrastructure	Civils and infrastructure	Legal	
Communications lead	Property and investment	Property and investment		
Bid manager				
Programme Management Office				

10.4 The requirement for a consultant team

10.4.1 The Lennox Point project team is supported by expert consultants, including consultant planners, architects, structural and civil engineers, cost consultants, ecologists and marine consultants. They have been appointed for their expertise and understanding of similarly large scale, complex and environmentally important projects.

10.4.2 The Council procured a multi-disciplinary team in 2015 (including architect Gensler, engineering firm WSP and specialist marine experts Marina Projects), led by property and planning experts Savills, on a clear brief to obtain a deliverable consent for development that meets the City Deal requirements. They remain employed, following a review in 2020/21.

10.4.3 The team has evolved since 2016 to meet a more focused project brief in 2019 and to bring in experts as required to deliver emerging requirements.

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10.4.4 This team has only undertaken work necessary to inform the planning application and has employed a risk managed approach to any spending, ensuring as far as possible that any spend incurred would be required for any development of the site.

10.4.5 This focused approach ensures that spending only continues on tasks that are required to support the planning case, where there remains a reasonable expectation that a development can be delivered but recognising that any early-stage large scale development carries risk. This spending includes all information required for the Transport and Works Act Order (TWAO) and the Town and Country Planning Act (TCPA) Planning Application.

10.4.6 On the use of external consultants, it is worth noting that this work could not have been undertaken by Council officers in the planning and economic growth function, as they form part of the regulatory role of the Council. The application promotion work must be independent and without prejudice to the regulatory function of the Council.

10.4.7 In addition, the Council does not have sufficient resources, skills, expertise and experience to deliver projects of this scale, nature and complexity without consultant support.

10.4.8 The consultants were selected through a full OJEU competitive tender process to ensure the Council obtained value for money. The consultants have not increased their rates since tendering for the work in 2015.

10.4.9 In addition to the main consultancy team, consultancy costs have been incurred in relation to cost consultancy; supply chain management; advice for City Deal submission and preparation of business case; and regeneration programme advice.

10.4.10 Breakdown of consultant team:

Consultancy	Number of team members	Expertise
Savills - Lead Consultant	25	Planning advisor, research and economic guidance
Marina Projects	4	Maritime advisor
WSP	60	Engineering, transport planning, environmental and land reclamation expertise
Rosehill Advisors	1	Viability and market engagement
Hoare Lea	10	Sustainability and mechanical, electrical, and plumbing (MEP)
Environment Bank	4	Strategic ecology advisors
Dn & Co.	6	Branding and marketing
Gensler	10	Architect - masterplan
Strategy & Projects	1	Phase 1 delivery
Allies & Morrison	13	Phase 1 architect
Faithful and Gould	15	Cost consultants, project management, principal designer
Gardiner and Theobald	4	Specialist supply chain advisor and market delivery
Pinsent Masons	4	Legal advisors (consenting)

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10.5 Project governance - Local Planning Authority

10.5.1 In addition to the project (developer) team, board and working groups, the Local Planning Authority as regulator has established a series of forums around the project. These include a steering group, regulatory panel, heritage panel and LPA-led working group. These facilitate the sharing of information and liaison with key stakeholders including councillors, environmental groups (including the Environment Agency, Natural England, RSPB and Hampshire and Isle of Wight Wildlife Trust), heritage groups, legal, finance and planning officers.

Forum	Role	Attendees
Steering group - quarterly (LPA led)	<ul style="list-style-type: none"> To provide corporate management support and engagement To ensure liaison with councillors Dispute resolution and guidance To monitor the performance of the planning resource against agreed KPIs To review design information where necessary 	<ul style="list-style-type: none"> The LPA led by the Lennox Point planning case officer PCC legal PCC finance Elected member representatives from Paulsgrove and Nelson wards Cabinet Member for Planning Leader and Deputy Leader
Regulatory panel - bi-monthly (LPA led)	<ul style="list-style-type: none"> Established by the LPA pursuant to Coastal Concordat principles To bring together statutory DEFRA consultees (the Environment Agency, Natural England and the Marine Management Organisation) and non-statutory consultees (RSPB and, shortly, Hampshire and Isle of Wight Wildlife Trust) To provide a regular forum for consideration and assessment of the HRA and EIA work streams 	<ul style="list-style-type: none"> The Environment Agency Natural England Marine Management Organisation RSPB HIWWT
Heritage panel - quarterly (LPA led)	<ul style="list-style-type: none"> To consider, assess and comment upon emerging development proposals with specific regard to potential impacts upon designated and undesignated heritage assets To review potential setting impacts to heritage survey findings To consider mitigation measures are being progressed through a site-wide Environmental Impact Assessment (EIA) 	<ul style="list-style-type: none"> Portsmouth City Council as Local Planning Authority Historic England Hampshire County Council - county archaeologist The Portsmouth Society Hampshire Buildings Preservation Trust Naval Dockyard Society Futures for Defence Heritage Group
Working group - monthly (LPA led)	<ul style="list-style-type: none"> To enable discussions and the sharing of information on specific focus topics 	<ul style="list-style-type: none"> LPA (PCC as regulators) Project team (PCC as developer) Savills WSP Environment Bank

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10.6 Expenditure to date

10.6.1 Since April 2019 the Tipner West project team has only undertaken work necessary to inform the planning application and has employed a risk-managed approach to any spending, ensuring as far as possible that any spend incurred would be required for any development of the site. This approach was detailed in a report to Cabinet in October 2020. This spending includes all information required for the Transport and Works Act Order (TWAO) and the TCPA planning application.

10.6.2 This focused approach ensures that spending is focused on tasks that are required to support the planning case where there remains a reasonable expectation that a development can be delivered, recognising that any early-stage large scale development carries risk.

10.6.3 Breakdown of expenditure to date (as at 27/10/21):

Master planning consultant fees	£9.5m	Discussed in (10.6)
Land acquisition (incl. associated legal fees)	£3.8m	Represents purchase of MOD Land at Tipner West (firing range) and Horsea Island East as part of City Deal agreement
Survey costs	£2.4m	Specialist ground marine investigation works within Tipner Lake / Porchester lake, Tipner West and Horsea Island. Ecological and topographical surveys
Internal fees	£2.3m	Time charges to the capital scheme from various internal council services since 2013/14 (i.e. project management, regeneration, finance, legal, property, communications, highways, procurement)
Legal fees	£0.2m	Pre-submission external legal advice
Local planning fees	£0.2m	Planning performance agreement (PPA) with Local Planning Authority and all LPA governance since this commenced in 2021
Site management	£0.1m	Security and land management of firing range and Horsea Island East sites
Statutory fees	£0.1m	Discretionary advice from national bodies (i.e. Natural England, the Environment Agency, Marine Maritime Organisation, Crown Estate), licencing

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10.7 Recommendations and next steps

10.7.1 Ultimately the decision on alternative(s) for development at Tipner West is one for Full Council when it approves its Submission Local Plan for consultation under Regulation 19. This will follow the deliberations of the cross-party working group that is being established to discuss the strategic outcomes required in the Local Plan, focused in particular on the intended approach for Tipner West.

10.7.2 However, based on the insights and findings shared in this report, it is recommended by the promoter that the proposed Lennox Point option move forward towards public consultation and the submission of a planning application in 2022, as mandated by the cabinet approval on 6 October 2020.

10.7.3 If the Lennox Point proposal is to progress and have a significant positive impact on Portsmouth, there is a need for more engagement with stakeholders, including Members, specialist interest groups and residents, to help shape the future of the regeneration and inform the Council's decisions on this strategic, long-term programme of works.

10.7.4 This would be undertaken by the project team following the submission of the Local Plan for consultation under Regulation 19 and would include:

- engagement activity with Members, environmental groups and heritage stakeholders through the established working groups, boards, ward member briefings and regulatory panels
- monthly project updates to all Members, quarterly all-Member briefings and a cross-party working group that would help shape the regeneration. This would be supported by a strategic reporting platform that is accessible to Members so they can readily monitor progress on the programme
- a revised engagement strategy to include roadshow and consultation events, a people's panel to help shape the project, and regular communication through project and Council-led channels
- a revised market engagement strategy to reengage with potential investors, developers and suppliers, especially those in the marine and maritime sector.

11.0 Gateways and decision points

There are numerous points where this programme will require a decision from Full Council and from the Cabinet (**Appendix C**). These are as follows:

Date	Forum	Requirement
Subject to regulation 19 timetable	Cabinet decision	Land referencing
	Cabinet/Full Council update	Lennox Point applications and masterplan
	Cabinet decision	Relocations
	Full Council update	Following exhibition
	Full Council resolution	Transport Works Act Order - section 239
	Full Council resolution (post submission)	Transport Works Act Order - Section 239