

Pre-Submission Portsmouth Local Plan 2020-2040

DRAFT

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Chapter 1: Introduction

What is the Portsmouth Local Plan?

1.1 The Portsmouth Local Plan is the statutory development plan for Portsmouth and it will guide development in the City up to 2040. Adopted minerals and waste plans and the 'made' neighbourhood plan for Milton also form part of the development plan for Portsmouth. The planning system in this country is plan-led and statute states that decisions on planning applications must be taken in accordance with the development plan unless material considerations indicate otherwise. Accordingly this Local Plan will be used in the determination of planning applications in Portsmouth.

What does the Portsmouth Local Plan seek to achieve?

1.2 The Portsmouth Local Plan seeks to achieve the Imagine Portsmouth 2040 Vision¹.

1.3 The Local Plan sets out how the City Council believes the City should develop. It allocates the strategic sites that are fundamental to achieving the 2040 Vision and a number of other allocations. It includes City-wide policies against which all individual planning applications will be assessed. It identifies the required physical and social infrastructure necessary to support new development and meet future needs. The Local Plan was prepared mindful of risks and changes and it allows for flexibility to ensure the vision and objectives are met.

What makes Portsmouth unique?

1.4 Portsmouth is unique in a number of ways, which each bring its own issues and challenges.

1.5 Portsmouth is the UK's only island city. However, the City boundary extends on to the mainland and its highest point is at Fort Southwick on Portsdown Hill at 131 metres above sea level. Portsea Island is separated from the mainland by Portsbridge Creek. Southsea Seafront looks out on the Solent, while Portsmouth Harbour and Langstone Harbour are located to the west and east respectively.

1.6 Portsmouth is the UK's most densely populated city outside London. Portsmouth is home to approximately 208,100 people living on a land area of just 40 square kilometres. It is obvious that there are no opportunities for urban extensions and there are very few large sites available for development.

1.7 Portsmouth has been the home of the Royal Navy since the twelfth century and the armed forces form a significant part of the City's fabric. An estimated 37,600 people in Portsmouth are members of the armed forces community representing 18% of the total population².

1.8 Most of Portsmouth is extremely flat, low lying and is located next to the sea. It is therefore one of the UK's cities most vulnerable to flooding. Coastal defence schemes are underway for North Portsea Island and Southsea.

¹ <https://imagineportsmouth.co.uk/>

² <https://www.royalnavy.mod.uk/our-organisation/bases-and-stations/naval-base/portsmouth>

1.9 Despite its highly urban nature, Portsmouth is surrounded by statutory sites designated for their conservation interest. The sites have a special significance for their breeding bird populations of terns, overwintering bird populations of international importance and a range of rare maritime and coastal habitats.

1.10 Last but not least, Portsmouth was named the UK's second coolest city to live in 2022 by the Nomads Nation website³. Portsmouth was beaten only by London, while coming ahead of traditionally hipster places such as Brighton, Edinburgh and Manchester.

What time period does the Local Plan cover?

1.11 The plan period for the Portsmouth Local Plan is 2020-2040. This is in line with the Imagine Portsmouth 2040 vision and national policy that requires strategic policies to look ahead over a minimum fifteen year period from adoption.

What is the Policies Map?

1.12 The Policies Map illustrates how the policies in the development plan will apply. It shows the boundaries for all allocations in the City. It shows where specific policies apply, such as town and local centres. It also shows, where practicable, other planning constraints, for example, international, national and local nature conservation designations. It does not show all constraints and reference should be made to relevant websites, for example, the Environment Agency website which has up to date flood zone mapping.

1.13 The Policies Map is not itself part of the statutory development plan. It will therefore be edited as required to reflect updated information, for example, the making of further neighbourhood plans.

What is the structure of the Local Plan?

1.14 The Local Plan includes a vision, objectives and policies, which together provide a planned framework for assessing planning applications and guiding development in the City. The structure of the Local Plan is as follows:

- The Imagine Portsmouth 2040 Vision sets out how we want the City to be like in 2040. A set of objectives act as stepping stones between the Vision, the Development Strategy and the policies.
- The Development Strategy sets out how the Local Plan will help to achieve the 2040 Vision illustrated within the Key Diagram. The core policies address the climate emergency and set out the City Council's expectations on excellent quality design.
- The Strategic Site allocations are fundamental to achieving the 2040 Vision for the City and each Strategic Site will deliver on specific Local Plan objectives.
- The Site Allocations will deliver significant numbers of new homes in the City and other multiple benefits.
- City-wide strategic and development management policies are set out in these six chapters: Homes, Thriving Economy, Climate Emergency, Greening the City, Infrastructure and Heritage.
- The housing and economic development targets are the first policies in the chapters on Homes and the Thriving Economy.

³ <https://nomadsnation.com/best-places-to-live-in-the-uk/>

- The final chapter of the Local Plan explains how the policies will be reviewed and monitored.
- There are four appendices. The first lists all the development plan policies that will be superseded by this Local Plan, the second and third identifies small and medium sites for housing and the fourth sets marketing requirements for change of use applications.
- The Glossary explains technical terms used in the Local Plan.

What are the statutory requirements for the preparation of the Local Plan?

1.15 The statutory requirements for the preparation of local plans are set out in the Planning and Compulsory Purchase Act 2004⁴ and the Levelling Up and Regeneration Act 2023⁵. Guidance is contained in the National Planning Policy Framework⁶ (NPPF) and Planning Practice Guidance⁷. Local plans are examined to assess whether they have been prepared in accordance with legal and procedural requirements, and whether they are sound. The tests of soundness are that it is positively prepared, justified, effective and consistent with national policy.

How should the Local Plan be used?

1.16 It is important that the Local Plan is read as a whole. All its policies should be viewed together and not in isolation in the preparation and consideration of planning applications. All relevant development plan policies will be taken into account in determining planning applications, along with other material considerations in a proportionate manner. The policies in this Local Plan do not list or cross reference all other policies that may be relevant.

What evidence supports the Local Plan?

1.17 All the Local Plan policies are underpinned by relevant and up-to-date evidence, which is adequate and proportionate, focused tightly on supporting and justifying the policies concerned and takes into account relevant market signals. A Whole Plan Viability Assessment⁸ was carried out, which tested the ability of a range of types of development to viably meet Local Plan requirements and the Community Infrastructure Levy. Statements of Common Ground were prepared for each of the allocations, which provide evidence that the development proposals are both viable and feasible. An Integrated Impact Assessment⁹ was prepared to assess the negative and positive impacts that the proposed policies would have on overarching matters such as income deprivation and poverty; changes were made to the Local Plan where appropriate. All the supporting documents relevant to the preparation of this Local Plan form the Core Document Library¹⁰, which is published on the City Council's website.

⁴ <https://www.legislation.gov.uk/ukpga/2004/5/contents>

⁵ <https://bills.parliament.uk/bills/3155>

⁶ https://assets.publishing.service.gov.uk/media/65a11af7e8f5ec000f1f8c46/NPPF_December_2023.pdf

⁷ <https://www.gov.uk/government/collections/planning-practice-guidance>

⁸ <https://www.portsmouth.gov.uk/newlocalplanevidencedoce>

⁹ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/Appendix_5_Integrated-Impact-Assessment-IIA.pdf

¹⁰ <https://www.portsmouth.gov.uk/newlocalplanevidence>

Sustainability Appraisal

1.18 The purpose of a Sustainability Appraisal (SA) is to promote sustainable development through the integration of social, environmental and economic considerations into the preparation of the Local Plan. Both the Local Plan and its SA meet the requirements of the Strategic Environmental Assessment Directive. The City Council considers that this plan sets out an appropriate strategy for development in Portsmouth taking into account the reasonable alternatives. The policies and sites identified in the Local Plan have been appraised against sustainability objectives on an iterative basis. These iterations identify how emerging policies help to achieve the relevant social, environmental and economic objectives, and recommend how sustainability could be improved. These recommendations have been taken into account in the drafting of this Local Plan.

Habitat Regulation Assessment

1.19 The objective of the Habitat Regulation Assessment (HRA) is to identify any aspects of the Local Plan that would cause Likely Significant Effects on, or adverse effects on the integrity of internationally designated nature conservation sites. The assessment is undertaken alone and where necessary in-combination with other plans and projects. Under the Conservation of Habitats and Species Regulations 2017 (as amended), an Appropriate Assessment is required where a plan or project is likely to have a significant effect upon a European Site, either individually or 'in combination' with other projects. Should the HRA identify potential adverse effects, it also advises on appropriate policy mechanisms for delivering mitigation. Due to the allocation of Tipner West and Horsea Island East, it has not proved possible to avoid or mitigate all adverse effects on integrity. Therefore a further stage of the HRA has been required that sets out a series of derogation tests, which must be passed before the Local Plan can be adopted.

1.20 The City boundary comprises several international sites designated for their nature conservation interest namely: the Portsmouth Harbour SPA / Ramsar, the Chichester and Langstone Harbours SPA / Ramsar, the Solent & Dorset Coast SPA and the Solent Maritime SAC. Further European sites lie within 10 km of the City's boundary, including the Solent & Isle of Wight Lagoons SAC and the Solent & Southampton Water SPA / Ramsar. The wider Solent area is generally regarded as a region of significant ecological value and sensitivity. Given the urban nature of southern Hampshire, an extensive evidence base relating to potential impact pathways has been developed. Furthermore, there are well-established issues, for example, recreational disturbance and functionally linked habitat loss for which strategic mitigation measures have already been developed including Bird Aware Solent.

How were people consulted on the Local Plan?

1.21 The views and input of the local community and key stakeholders are vital to the City Council and there has been a considerable amount of public engagement on the Portsmouth Local Plan. All rounds of consultation have been in line with the Statement of Community Involvement¹¹ and the Local Plan Regulations¹². The following

¹¹ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/statement-of-community-involvement/#:~:text=The%20Statement%20of%20Community%20Involvement,managing%20new%20development%20in%20Portsmouth.>

¹² <https://www.legislation.gov.uk/ukxi/2012/767/contents/made>

consultations have taken place and all the responses were analysed and helped inform the final version of the Plan:

- Issues and Options¹³ (2017)
- Local Plan Evidence Base¹⁴ (2019)
- Tipner Strategic Development Area¹⁵ (2019)
- Portsmouth Local Plan 2038 Regulation 18 Consultation Document¹⁶ (2021)

1.22 There have also been bespoke consultations on specific aspects of the Local Plan, such as the Infrastructure Delivery Plan and the Viability Assessment.

How does the Local Plan relate to neighbourhood plans?

1.23 The Local Plan establishes the strategic planning policy framework for neighbourhood plans and Neighbourhood Development Orders, including Community Right to Build Orders. At a local level, neighbourhood planning provides a powerful set of tools for local people to ensure that they get the right types of development for their community. When a neighbourhood plan is 'made' (adopted), it becomes part of the development plan for the City. Its policies will be used to determine planning applications within its designated area alongside the Local Plan and mineral and waste plans.

1.24 All neighbourhood plans need to be in general conformity with the core and strategic policies in the Local Plan. They can allocate land for development in line with these policies and can also formulate development management policies specific to their areas. The focus of neighbourhood planning should be on guiding development rather than stopping it.

1.25 At the time of Local Plan adoption, there was one made neighbourhood plan namely the Milton Neighbourhood Development Plan (2021 - 2036)¹⁷.

Duty to Cooperate

1.26 The City Council has worked collaboratively with many other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in this Local Plan. Evidence of this is provided in the Duty to Cooperate Statement¹⁸ published at the same time as this Plan.

1.27 The principal way in which Portsmouth City Council meets the Duty to Cooperate is through its active membership of the Partnership for South Hampshire (PFSH). This sub-regional partnership of twelve local authorities around the Solent aims to improve the environmental, cultural and economic performance of the South Hampshire area. PFSH works with partners to dissolve the boundaries of individual local authorities and to make the most of the opportunities that can be shared across the wider South Hampshire area. The Portsmouth Local Plan takes account of wider issues and opportunities affecting the PFSH sub region. PFSH strategies are referenced as relevant in the Plan although these

¹³ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Local-Plan-Issues-and-Options.pdf>

¹⁴ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Local-Plan-Update.pdf>

¹⁵ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Tipner-Strategic-Development-Area.pdf>

¹⁶ <https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/207.9-Local-plan-2021-document-FULL-ACCESSIBLE.pdf>

¹⁷ <https://www.portsmouth.gov.uk/wp-content/uploads/2022/10/Milton-Plan-Final-adopted.pdf>

¹⁸ <https://www.portsmouth.gov.uk/newlocalplanevidencedoch>

are non-statutory and therefore can only inform decision making. A PfSH Statement of Common Ground is agreed annually by the local planning authorities.

1.28 Several bilateral Statements of Common Ground have been agreed with individual neighbouring local authorities. These are referenced in the Duty to Cooperate Statement along with an explanation of how they have helped to shape Local Plan policies.

What does the Portsmouth Local Plan replace?

1.29 The Portsmouth Local Plan supersedes the following development plan documents and all their policies:

- The Portsmouth Plan (Core Strategy) adopted in 2012
- Saved Policies from the Portsmouth City Local Plan 2001-2011 adopted in 2006
- Southsea Town Centre Area Action Plan adopted in 2007
- Somerstown and North Southsea Area Action Plan adopted in 2012

1.30 Appendix 1 of this Local Plan lists all the policies in the above named plans that will be superseded and what they will be replaced by.

Does the Local Plan deal with minerals and waste?

1.31 Portsmouth City Council is the minerals planning authority and the waste planning authority for the City. We work with our partner authorities namely Hampshire County Council Southampton City Council, New Forest National Park Authority and South Downs National Park Authority (collectively known as the Hampshire Authorities) to prepare minerals and waste plans. This Local Plan does not deal with minerals and waste, but its policies are, when relevant, a material consideration in the determination of minerals and waste applications.

How will the Local Plan be monitored and reviewed?

1.32 The final chapter of the Local Plan explains how it will be monitored and reviewed. Annual monitoring will be undertaken as part of the Council's Authority Monitoring Report¹⁹ and if appropriate, a review or partial review of the Plan will be undertaken to ensure it is responsive to any changes in circumstances.

¹⁹ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-applications/annual-monitoring-reports/>

Chapter 2: Vision & Objectives

2.1. The Portsmouth Local Plan seeks to achieve the Imagine Portsmouth 2040 Vision²⁰:

In 2040 Portsmouth will be an island city with an incredible waterfront, a rich cultural heritage and a strong maritime history. With a naval base, international port and strong local links across the south, we are the centre of culture and enterprise for our area. In 2040 we are very proud of Portsmouth, how we behave towards each other and how it feels to live here.

2.2. The Imagine Portsmouth Vision was the culmination of two years' work by the City Council. It brought together around 2,500 people representing residents, businesses and organisations, who lived and worked in Portsmouth. They talked about their hopes and dreams for their city. They created big, bold plans for what they wanted in the future for themselves, their families, their communities, their businesses and their co-workers.

2.3. The City Council adopted the Portsmouth 2040 Vision in January 2021. The Portsmouth Local Plan is about implementing this Vision through both its allocations and its City wide policies.

2.4. We have developed six strategic objectives from this high level vision. These objectives are the stepping stones between the high level Vision and our Local Plan policies. They will deliver the Vision within the remit of the Local Plan and the consideration of planning applications. All six objectives are important and they are all interlinked. They are therefore being considered holistically in the Local Plan and in the determination of planning applications.

2.5. Each strategic objective is illustrated with an icon. Each Local Plan policy achieves one or more of the strategic objectives. We illustrate this with icons throughout the Local Plan by showing which strategic objective a particular policy will address. For, example, the Strategic Site allocation of Tipner East with its proposed new homes and transport interchange seeks to deliver 'a healthy and happy City' and 'a City with easy travel.' An example of a City-wide policy delivering on the objectives is the strategic policy on biodiversity net gain, which seeks to deliver on 'greening the City.'

2.6. The strategic objectives for the Portsmouth Local Plan are illustrated in figure 2.1 and explained in more detail below.

²⁰ <https://imagineportsmouth.co.uk/the-vision/>



Figure 2.1: Local Plan objectives

A healthy and happy City 

2.7. We do everything we can to enhance wellbeing for everyone in our city by offering the education, care and support that every individual needs for their physical and mental health. All our residents and communities live in good homes where they feel safe, feel like they belong, and can thrive.

A City rich in culture and creativity

2.8. People in Portsmouth enjoy a vibrant cultural scene that makes the most of our location, our heritage and our creative energy. We are full of things to do and places to be, welcoming locals and visitors with diverse events, attractions and venues that positively benefit our people and our City. We are known locally, regionally and internationally as a great waterfront and City destination that brings people together.

A City with a thriving economy

2.9. Portsmouth supercharges local businesses and entrepreneurs and attracts investment nationally and internationally from businesses of all sizes. We build strong partnerships between employers and people to develop an excellent skills base and offer brilliant career opportunities to young people, students and adults, growing a better future for us all.

A City of lifelong learning

2.10. Our young people are encouraged to develop high, positive aspirations, and are fully invested in to make the most of their talent and potential. Adults have a wide range of education opportunities to choose from at every stage of life that empower them and enrich their lives.

A green City

2.11. We have excellent air quality because of our green spaces and sustainable transport, and this means our people live healthy and active lives. We are carbon neutral, use renewable energy and actively work to address climate change. We protect and enhance both our land and maritime environment for future generations.

A City with easy travel

2.12. Fewer journeys are made by car because we have excellent public transport connections between bus, train, cycling and walking routes, making it easier and more enjoyable to be out and about. We encourage and support more walking and cycling, and we make it easy for people to travel regionally, nationally and internationally for work and pleasure.

Chapter 3: Development Strategy & Core Policies

Introduction

3.1 This chapter sets out the development strategy for the Local Plan and a key diagram showing the island geography of the City. It sets out the targets for both new homes and jobs in the City along with details of unmet need. It introduces the Partnership for South Hampshire²¹ (PfSH), which is the main mechanism for meeting the Duty to Cooperate in the sub-region. The chapter finishes with the two core policies, which are relevant to all development proposals in the City. They relate to high quality design and the climate emergency.

Development strategy

3.2 The development strategy for the Portsmouth Local Plan seeks to implement the 2040 Imagine Portsmouth Vision. It is an ambitious development strategy in order to deliver positive outcomes for everyone with a vested interest in the City whilst addressing the twin climate and biodiversity emergencies. Although the strategy is aspirational, it recognises that the capacity for growth in the City is limited by land supply, flooding and nature conservation designations. The development strategy runs as a golden thread throughout the Local Plan.

The development strategy for Portsmouth from 2020 to 2040 is to maximise the potential of developable sites focusing on the strategic sites whilst addressing the climate emergency, greening the City and achieving high quality design.

Key diagram

3.3 The key diagram, forming figure 3.1, shows the island geography of the City and the drivers behind the development strategy and individual policies.

3.4 In terms of development sites, it shows the location of the strategic sites allocated in the Local Plan. There are icons highlighting which of the Local Plan strategic objectives are driving the individual allocations. For example, a Thriving Economy is the policy driver at Lakeside. The key diagram also shows the area allocations for estate renewal, for example, Paulsgrove and Buckland. Our city and town centres, including Gunwharf Quays, are shown with a Thriving Economy icon.

3.5 In terms of much valued green and blue spaces, the key diagram shows Portsmouth Harbour, Langstone Harbour and the Solent along with their nature conservation designations. It also shows the main open spaces of the City such as Portsdown Hill and Southsea Common.

3.6 In terms of infrastructure, the key diagram shows the train lines, main roads, ferry links and the new sea defences.

3.7 Portsmouth does not of course exist in isolation and its immediate neighbours of Winchester City, Havant, Gosport and Fareham Boroughs are shown on the key

²¹ <https://www.push.gov.uk/>

diagram. Cross boundary working with these and other local authorities through PFSH is discussed under Duty to Cooperate.

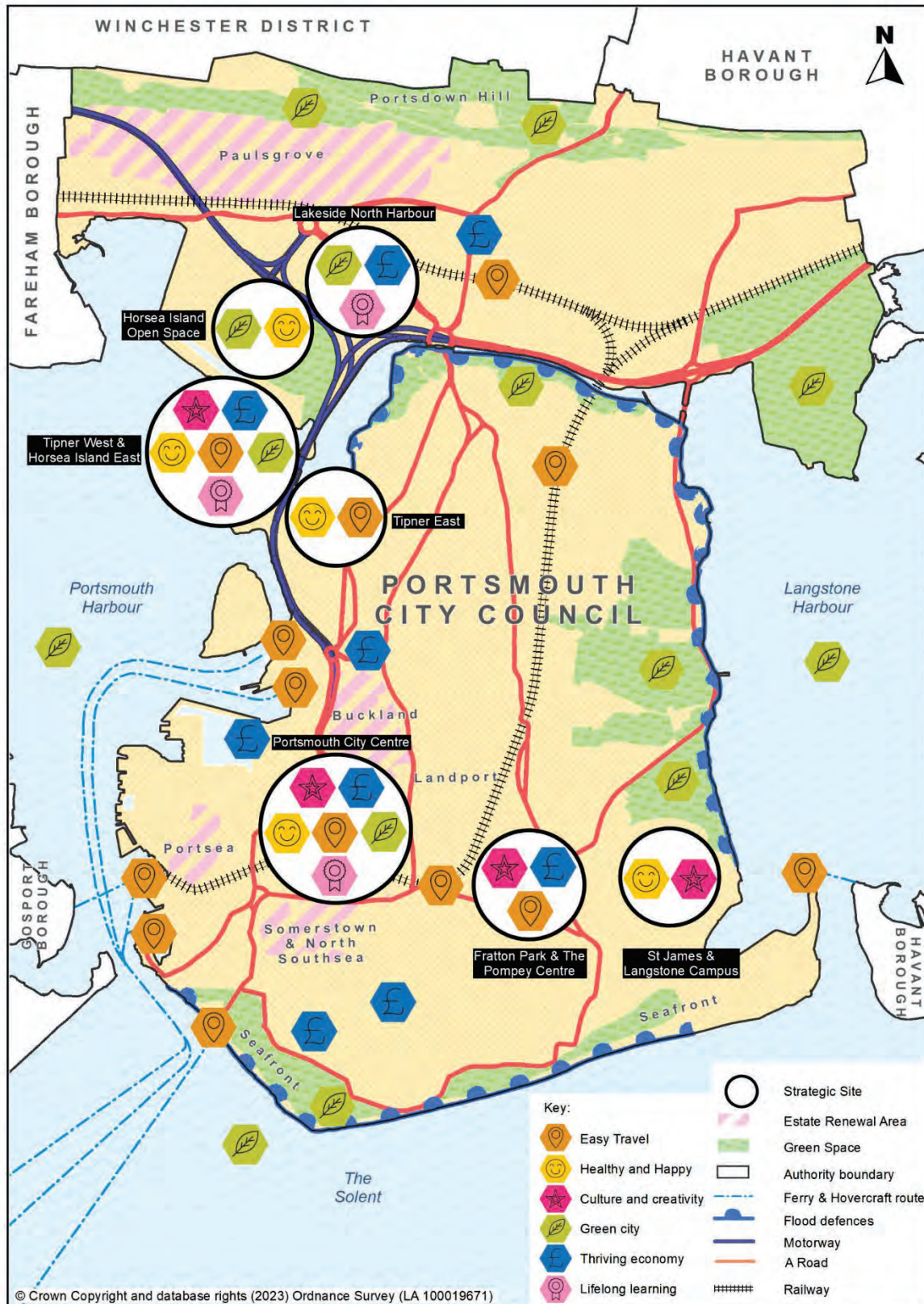


Figure 3.1: Key diagram

Development targets

3.8 The development targets for new homes and jobs in the City for this Local Plan have been prepared in line with the development strategy and are based on robust evidence in regard to the City's development needs, land supply and constraints. The headline figures are set out in table 3.1 and full details are set out in chapters 6 and 7 of the Local Plan and its supporting evidence base.

Housing need	Housing supply	Unmet need
17,980 2020-40	13,603 2020-40	4,377 2020-40
899 per year	680 per year	219 per year
Employment need	Employment supply	Unmet need
138,800 m ² 2020-40	138,429 m ² 2020-40	None

Table 3.1: Development need and supply in Portsmouth

3.9 The housing need figures set out in table 3.1 have been calculated using the standard methodology. Government policy set out in the National Planning Policy Framework (NPPF) states that the outcome of the standard method is an advisory starting point for establishing a housing requirement for the area. The Council is ambitious for growth in the City, but recognises that this is constrained by its island geography and multiple interrelated constraints of flooding, contaminated land and nature conservation designations.

3.10 Policy PLP16 sets a housing requirement target for Portsmouth of 13,603 new homes from 2020 to 2040 or approximately 680 new homes per year. There is an unmet housing need in the City of 219 homes per year. The City Council has been in pro-active discussions with its neighbouring local authorities on this important cross-boundary strategic matter. The adopted Fareham Local Plan²² makes provision for 800 homes to help meet Portsmouth's identified need. This reduces the total unmet need in the City to 3,577 homes equating to 179 homes on an annualised basis. Discussions on helping to meet this unmet need are ongoing with our other neighbouring authorities in south east Hampshire namely Winchester City, Havant, Gosport and Fareham Boroughs and East Hampshire District Councils; full details are set out in the Duty to Cooperate Statement²³.

3.11 The City Council's Economic Development and Regeneration Strategy (2019-36) sets ambitious targets for the City including the creation of 7,000 new jobs. Despite the economic setbacks of the pandemic and Brexit in the early part of the plan period, the City Council is on track to meet these targets. The need for new employment floorspace in the City can be met by our supply of sites through both allocations and permissions.

Partnership for South Hampshire

3.12 Portsmouth City Council is an active member of PfSH, which was originally formed in 2003 as the Partnership for Urban South Hampshire (PUSH). It is a partnership of district and unitary authorities, together with Hampshire County Council and the New Forest National Park Authority, working together to support the sustainable growth of the

²² https://www.fareham.gov.uk/pdf/planning/local_plan/1.FLP2037.pdf

²³ <https://www.portsmouth.gov.uk/newlocalplanevidencedocg>

South Hampshire sub-region. The area covered by PfSH and the authorities involved is shown in figure 3.2.

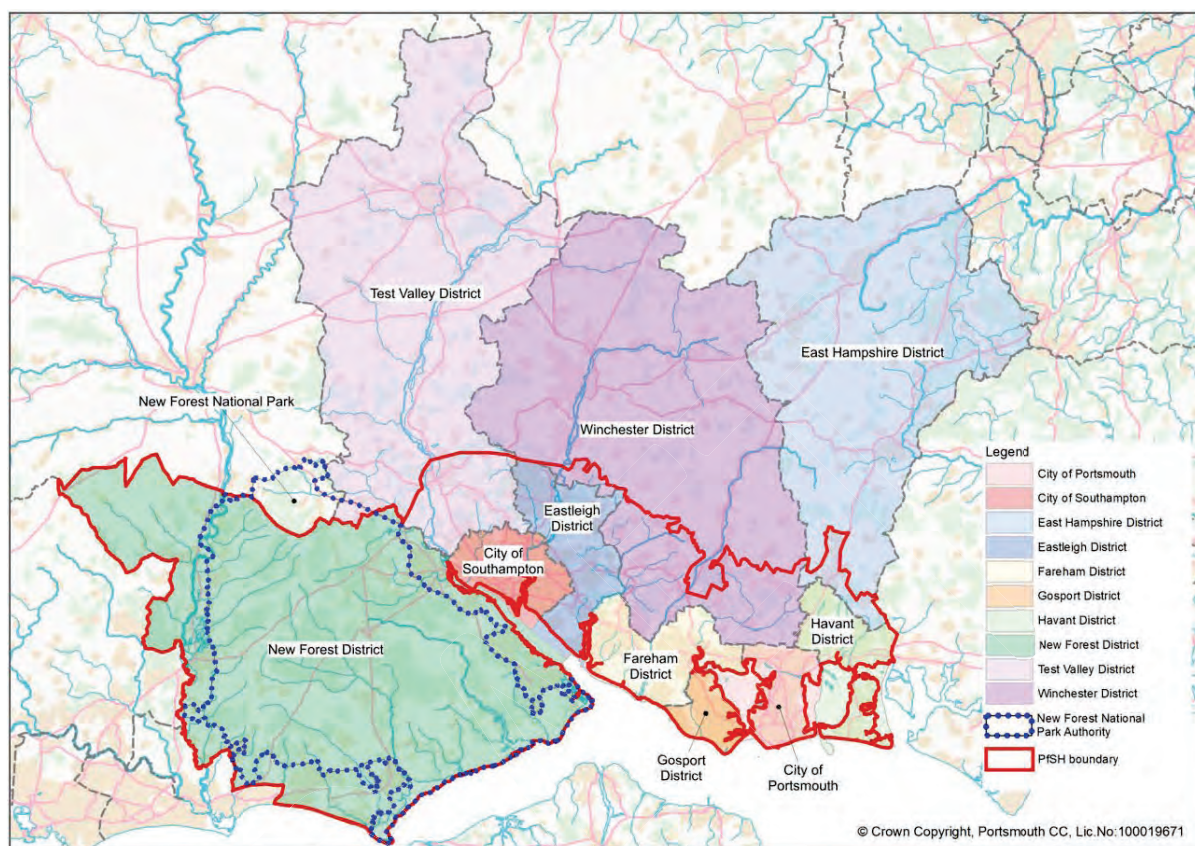


Figure 3.2: Map of the Partnership for South Hampshire sub-region

3.13 The Partnership has a strong track record in collaborative working to achieve common goals in South Hampshire. The Partnership was heavily involved in the production of a sub-regional strategy for development that formed part of the South East Plan. This strategy was tested through public examination and when adopted by the Secretary of State, formed part of the development plan at that time and informed the production of local plans.

3.14 The ethos of collaborative cross boundary working continued in South Hampshire after the abolition of regional planning and the revocation for the South East Plan in 2013. As well as joint working between member authorities, PfSH works with partner agencies in the sub-region and Government departments to deliver joint strategies and pool resources. PfSH has successfully developed a number of innovative solutions to challenging issues and thus unlocked development in the sub-region whilst recognising its constraints.

3.15 A number of Statements of Common Ground have been produced by PfSH over the years. The last one was signed by Joint Committee in September 2023.²⁴ It sets out the key strategic cross-boundary planning issues including housing needs and the methodology and framework for the preparation of the new Spatial Position Statement published in December 2023. It is a snapshot of housing need and supply in the sub-region divided up between its constituent local authorities from 2022-36. The overall

²⁴ <https://www.push.gov.uk/wp-content/uploads/2023/09/ITEM9-1.pdf>

deficit was estimated to be 14,531 homes at that time with 2,481 of the deficit arising in Portsmouth. The Statement of Common Ground states that the shortfall is best defined as need that is not yet planned for, rather than need that it is definitively unmet. It states that the shortfall would diminish over time as local plan reviews get underway and emerging plans are progressed.

- 3.16 The Statement of Common Ground identifies six local planning authorities that are less likely/unlikely to meet their housing needs: New Forest District, New Forest National Park Authority, Southampton, Gosport, Portsmouth and Havant. It states that the PfSH authorities are taking a two-stage approach to addressing the needs of those authorities, including Portsmouth, that are unable to meet their housing needs in full. In the first stage, the following authorities are identified as more likely to be able to meet and potentially exceed their housing need: East Hampshire, Eastleigh, Fareham, Test Valley and Winchester. The precise contribution from each authority will be determined through their respective local plan processes.
- 3.17 In the longer term and in stage two, Broad Areas of Search for Growth identified in the Spatial Position Statement will be considered through Local Plans. These were identified by considering the combination of a relative absence of strategic constraints, relative proximity to opportunities and services, and their scope in principle for good public and active travel connectivity. The broad areas would require further investigation and technical work to determine their suitability as specific locations for development, and to test their capacity, deliverability, infrastructure and mitigation needs to achieve allocations in Local Plans. A preliminary assessment suggests that the areas of search have a combined capacity for around 7,500 dwellings, subject to deliverability, infrastructure and mitigation.
- 3.18 It should be noted that Portsmouth is not the only local planning authority in South Hampshire where growth is constrained. The sub-region is bounded by two national parks, an Area of Outstanding National Beauty, the coast/estuaries, a range of international, national and local biodiversity designations and it needs to accommodate land for biodiversity mitigation and net gain. It is already heavily built up in places, with areas of valued countryside often important in landscape terms or as settlement gaps protecting the identity of individual towns and villages. Some areas are less accessible by public transport. The Statement of Common Ground states that the need to accommodate significantly more homes for people in the medium and longer term, including in the areas of search, will need to be carefully tested through local plans against all of these important characteristics to achieve the optimum solution.
- 3.19 The PfSH Spatial Position Statement²⁵ was approved by Joint Committee in December 2023. It aims to provide guiding principles for local plans to help deliver sustainable development within South Hampshire. It should be noted that it is not an upper tier plan with which future local plans will need to conform. It does, however, help inform the preparation of and strategic co-ordination of local plans under the duty to cooperate. Table 1 of the Spatial Position Statement compares housing need and supply along with shortfalls and surpluses for each local authority in PfSH as a snapshot in time. On this basis the latest shortfall is 11,771 dwellings (2023 – 2036). Several evidence based

²⁵ <https://www.push.gov.uk/wp-content/uploads/2023/11/Item-9-Spatial-Position-Statement-1.pdf>

documents²⁶ supporting the Spatial Position Statement were published at the same time including the Broad Areas of Growth Assessments.

3.20 The Spatial Position Statement does retain the strategic principle of focusing growth on cities/urban areas first to maximise housing delivery within existing urban areas and identifies a number of existing strategic development locations in SPS7. It also identifies new Broad Areas of Search for Growth as follows:

- South-east/east of Eastleigh Town (Eastleigh)
- Havant Town Centre (Havant)
- Waterlooville Town Centre (Havant)
- Southleigh (Havant)
- East of Romsey (Test Valley)
- South-west of Chandler's Ford (Test Valley)
- East of Botley (Winchester)

3.21 . The sites that fall within the broad areas of search will need to be tested through the local plan preparation process, including against other sites that may be available or promoted within individual local planning authority areas. The local plan process will also need to resolve the quantum and form of development on sites and the infrastructure that will need to be provided to support development and make it sustainable.

3.22 Collaborative cross-boundary working has taken place for the evidence gathering, formulation of policies and monitoring of this Local Plan. Further details are set out in each chapter where relevant and in the Duty to Cooperate Statement. The following key activities have been undertaken by the City Council as part of PfSH to address strategic cross-boundary matters:

- **Housing:** Portsmouth along with Havant, Gosport and the southern parts of Winchester and East Hampshire Districts form the eastern housing market area for the sub-region. A strategic housing market assessment and an update were prepared for the whole sub-region and informed the housing policies in the Local Plan. As noted above, Fareham Borough Council has made a commitment in their Local Plan to meeting unmet housing need in Portsmouth.
- **Employment:** Portsmouth along with Havant, Gosport and the southern part of Winchester District form the eastern functional economic market area for the sub-region. An economic profile and an employment needs study were prepared for the whole sub-region and informed the employment policies in the Local Plan. The City Council also works closely with Solent Local Enterprise Partnership to determine economic priorities.
- **Greening the City:** PfSH have developed innovative solutions to issues relating to international nature conservation designations in and around the Solent. Bird Aware Solent²⁷ aims to prevent bird disturbance from recreational disturbance funded by developer contributions for new homes built within 5.6 kilometres of the coast. Whilst nutrient mitigation²⁸ for new housing development has helped to tackle nutrient neutrality in the Solent. Indeed it is the only area of the country to have done so.

²⁶ <https://www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/#:~:text=The%202023%20Spatial%20Position%20Statement,sustainable%20development%20with%20south%20Hampshire.>

²⁷ <https://birdaware.org/solent/about-us/our-strategy/>

²⁸ <https://www.push.gov.uk/our-partnership-and-nutrient-neutrality/>

There are plans for a sub-regional country park as part of improvements to green infrastructure in the Spatial Position Statement.

- **Transport:** Solent Transport's Sub-Regional Transport Model (SRTM) was used to inform and evidence the Portsmouth Local Plan.

City Deal

3.23 The Southampton and Portsmouth City Deal²⁹ signed in 2013 is between the Government, local businesses and leaders from Southampton, Portsmouth and Hampshire councils and the Solent Local Enterprise Partnership. It aims to provide £953 million of investment into the Southampton and Portsmouth areas, creating more than 17,000 jobs. The aim is to maximise the economic strengths of Portsmouth, Southampton and the wider Solent area, by supporting further growth in the area's maritime, marine and advanced manufacturing sectors.

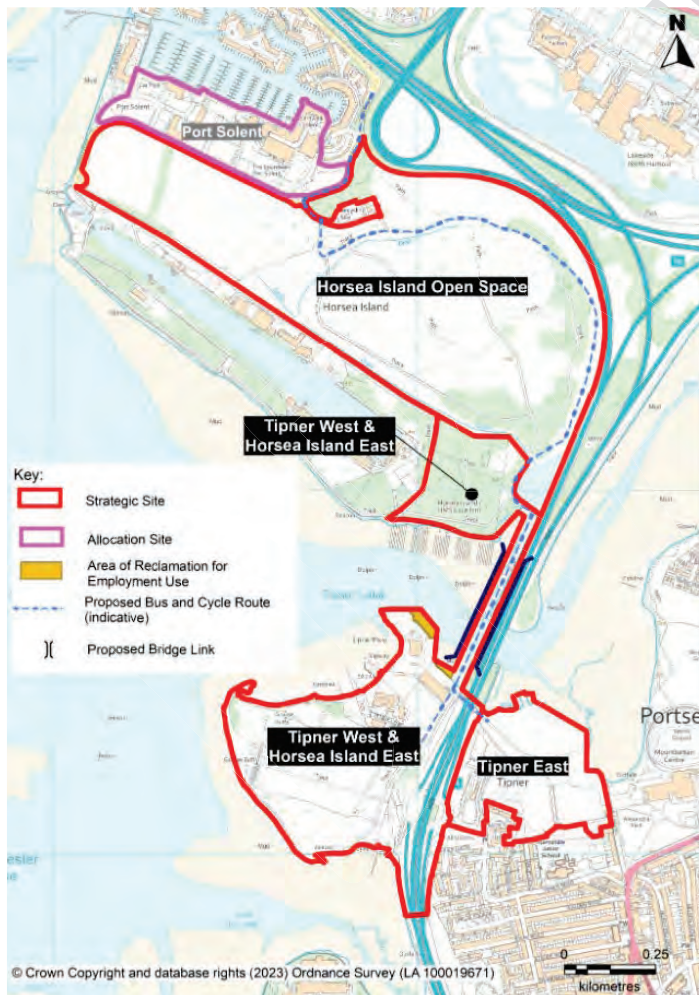


Figure 3.3: Map of the City Deal area in Portsmouth

3.24 At the heart of the Southampton and Portsmouth City Deal is an ambitious proposal to maximise the impact of marine and maritime assets by unlocking critical employment and housing sites in both cities. The critical City Deal site in Portsmouth is Tipner-Horsea

²⁹

https://assets.publishing.service.gov.uk/media/5a7c3d4be5274a1b004226bd/2013111_Southampton_and_Portsmouth_City_Deal_Document_and_Implementation_Plans.pdf

Island whilst the key site in Southampton is Watermark West Quay. The City Deal partners committed to:

- Agree a funding package for both sites utilising significant local funding sources, private sector investment (including developer contributions) and Government investment. This funding will facilitate the provision of enabling infrastructure to be undertaken – making these sites ready for private sector investment.
- Support land assembly on the Tipner-Horsea island site through the transfer of Ministry of Defence owned land, with an overage agreement, to local partners.
- Agree to expedite planning applications which relate to the relocation of Ministry of Defence related facilities.

3.25 City Deal states that unlocking Tipner-Horsea Island fully will enable the provision of 2,370 new homes and 58,000 square metres of employment space for the growing marine and advanced manufacturing sectors of the Solent economy. This will help create over 3,700 permanent jobs. The site is comprised of five pieces of land: Port Solent, Tipner West, Tipner East, Horsea Island East and the Tipner Firing Range. These are all allocated in this Local Plan and figure 3.3 is a map of the sites.

Core Policies

3.26 There are two core policies in this chapter, which provide the overarching framework for evaluating all development proposals in the City. The first core policy is on design and the development of beautiful places. The second core policy is on the climate emergency and seeks to mitigate and adapt to climate change. They are both mission critical for achieving the 2040 Vision.

Design

Introduction

3.27 Well-designed developments and environments help to create better places and to instil a sense of place and belonging for its users and residents. The 2020 report from the Building Better, Building Beautiful Commission³⁰ states that beauty 'is the benchmark that all new developments should meet. It includes everything that promotes a healthy and happy life, everything that makes a collection of buildings into a place, everything that turns anywhere into somewhere, and nowhere into home.'

3.28 The City benefits from many examples of beautiful buildings and places at a range of scales. However, there is always scope for improvement. When poorly considered, a development's design - from individual details on a building to a masterplan for a major scheme - has the capacity to erode the overall quality of an area. In this context, achieving visually attractive high-quality outcomes, including buildings and places, within Portsmouth is an ongoing priority for the Council.

3.29 Over time, Portsmouth has been characterised and shaped by its history. This has been heavily influenced by its geographical location and relationship with the sea, from its maritime beginnings through to its post-war revival as a waterfront City. This has given rise to the present character of Portsmouth, which has a mix of buildings and streets, the history of which can be traced back to the twelfth Century, through to the Victorian, wartime bombing and post-war revival up to the modern-day.

30

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/861832/Living_with_beauty_BBBC_report.pdf

3.30 Portsmouth should continue to recognise its unique maritime heritage and characteristics, whilst looking ahead to establishing itself as a City renowned for its high quality architecture and public spaces. It can then continue to thrive as a vibrant city, which people want to live, work, and visit.

Design Vision

3.31 Based on the Imagine Portsmouth 2040 vision that this Local Plan has adopted, a Design Vision for Portsmouth has been produced. This sets out the expectation of how the City should develop going into the future.

In 2040 Portsmouth will be a thriving, vibrant City with a strong maritime history, a rich cultural heritage, and an incredible waterfront.

Portsmouth will be a City that celebrates its rich cultural and maritime heritage, with a focus on respecting and celebrating the City's historical, environmental, and coastal features. This involves appreciating the City's iconic landmarks and their settings, such as the Guildhall and the Spinnaker Tower, by preserving and enhancing important key views, as well as conserving important environmental features such as Langstone Harbour and Farlington Marshes.

Portsmouth will have a distinctive character and a strong sense of identity that will help promote the City locally, regionally, and internationally as a great waterfront and city destination. The character of Portsmouth will be enriched by high-quality architecture and place-making through a mix of traditional and contemporary buildings, public spaces and streetscapes, that showcase the City's creative energy and celebrate its cultural heritage.

Portsmouth will deliver a variety of residential, commercial, educational and recreational opportunities to meet the needs, health, and wellbeing of its population. Portsmouth will be a city that supports local businesses and entrepreneurs. It will be a city that attracts and enables investment from a range of industries, creating significant employment opportunities and a thriving economy.

Portsmouth will have a high quality joined-up network of green parks, open spaces and trees, with a variety of welcoming and inviting parks and open spaces that provide opportunities for residents to live active and healthy lives.

Portsmouth will be a city that is accessible and easy to navigate, with a focus on providing sustainable transport modes that offer a realistic alternative to the private car. Portsmouth will have an excellent network of inclusive, safe cycling and walking routes, whilst a variety of public transport options will make it easy to travel around the City and beyond.

Portsmouth will be a net zero-carbon city that is proactive and committed in protecting and enhancing the environment for future generations. Sustainability, climate resilience and low carbon will be at the heart of the City's buildings, transport, and infrastructure, ensuring meaningful measures are in place to address the impacts of climate change.

National policy and guidance on design

3.32 The National Planning Policy Framework (NPPF) states that achieving high quality places and buildings is fundamental to the planning process. The NPPF requires that

Local Plans set out a clear design vision and expectations, reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. The National Design Guide³¹ and National Model Design Code³², which support the NPPF, provide more detailed guidance on the key characteristics of what constitutes well-designed development and the components of a quality place; these are illustrated in figure 3.4.



Figure 3.4: The ten characteristics of well-designed places

3.33 In the context of Portsmouth, developers and agents should consider how development proposals can positively contribute towards Portsmouth's design vision through the lens of the ten characteristics.

3.34 Well-designed places and buildings are achieved when a development project is grounded upon the design process from its earliest stage, whilst recognising that the design process is iterative in order to optimise the design of proposals.

3.35 Design concepts should have a clearly expressed 'story', which may draw its inspiration from the site, its surroundings, or wider context. Equally, if appropriate, the concept may introduce new approaches to complement or contrast with its context.

3.36 Figure 3.5 illustrates the preferred design process for development in Portsmouth. The design process should be approached as an iterative one, which seeks to come to an optimal design outcome for a particular site. In order to work out the optimal design

³¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962113/National_design_guide.pdf

³² <https://www.gov.uk/government/publications/national-model-design-code>

proposal for a site, the design process for a scheme should be developed from an understanding of the site and its context, including identification of opportunities and constraints. From following through with this early stage in sufficient detail, a design vision can be formulated that will encapsulate the overall development outcomes for the site, which then can be translated into design parameters. After this, it may be necessary to test conceptual plans with the City Council, local community/stakeholders, and/or a design review panel. Using this feedback, the next stage will be to finalise the design parameters, principles, and justification, and reflect these into the final proposed plans for submission. However, since the design process is iterative, the process may still necessitate revisiting previous stages in order to fully investigate design issues and options, which may be in response to feedback received from committee/stakeholder engagement and/or in the course of the pre-application or planning application stages.

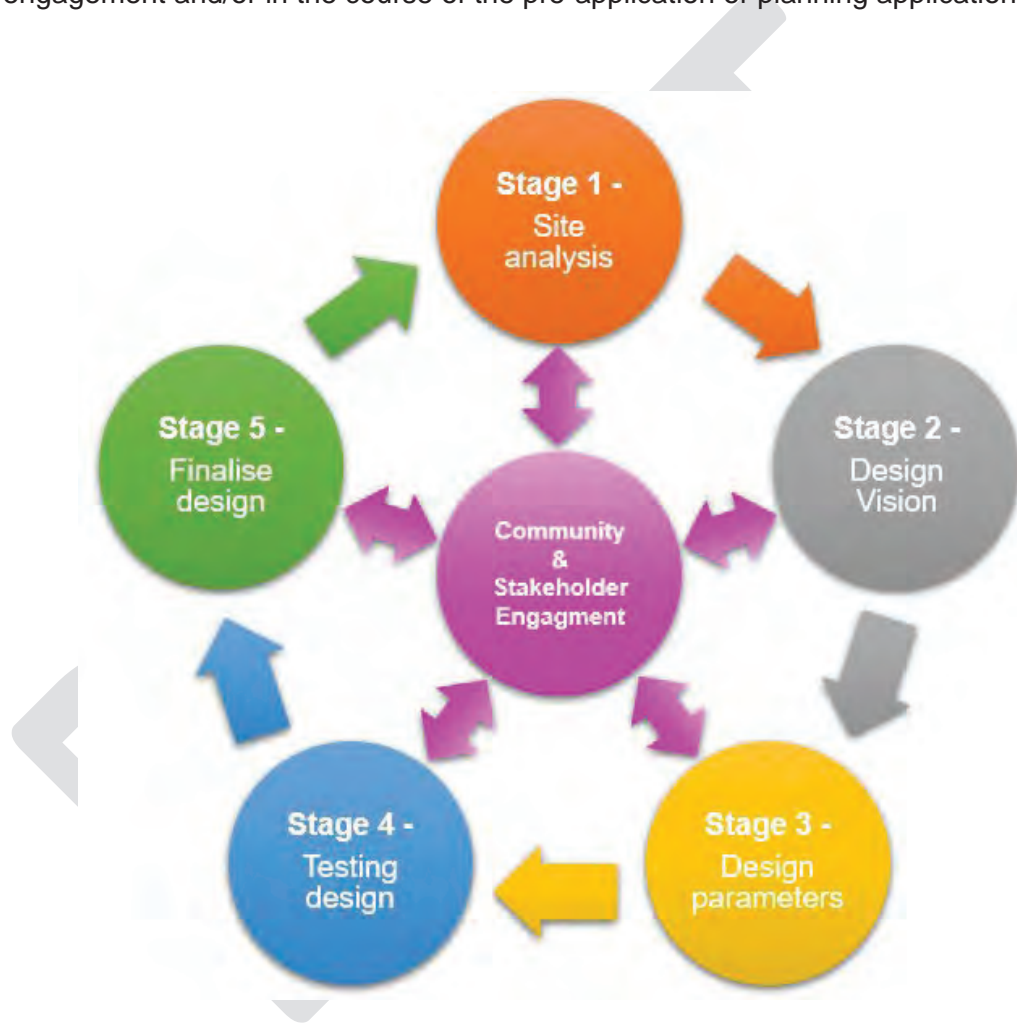


Figure 3.5: Design process for Portsmouth

3.37 Developers and their agents are strongly advised to engage with the community and key stakeholders throughout the process (and as early as possible) to seek for their input into design concepts and proposals, using approaches such as co-design, workshops. Effective and meaningful community engagement is a way to gather information, feedback, and to co-create and develop ideas and concepts. This is especially true for major development proposals as they have a greater magnitude of impact and change upon the communities and built environment within a particular area. With these points in mind, proposals for major development will be expected to fully document the project's design process and engagement through a Design and Access Statement or similar.

Core Policy PLP1: Design

The Council will ensure that a high standard and quality of design and place-making that support beauty is achieved in the City. This will be realised by assessing development proposals against the following criteria:

1. Development proposals will be supported provided that they make a positive contribution towards achieving the Portsmouth Design Vision.
2. Development proposals will be permitted where the following key design and place-making characteristics and components have been demonstrated:
 - a) **Context:** understanding and relating positively to the site and its local and wider context, including the:
 - i. Rhythm of existing and surrounding buildings' building height, alignment and roof line/pitch;
 - ii. Townscape, streetscape, views, and vistas;
 - iii. Existing buildings or townscapes of heritage value; and
 - iv. Existing natural environment and open space.
 - b) **Identity** - responding positively to existing local character and identity through creating memorable, distinctive and attractive buildings and places through the use of:
 - i. Architectural style, detailing and ornamentation;
 - ii. Material quality, sustainability, durability, colour, finish/texture, and detail; and
 - iii. Fenestration.
 - c) **Built form** - creating appropriate forms and types of development, including outstanding or innovative architectural solutions, through the consideration of the following aspects:
 - i. Access;
 - ii. Appearance;
 - iii. Height;
 - iv. Massing;
 - v. Scale;
 - vi. Form;
 - vii. Landscaping;
 - viii. Layout and orientation;
 - ix. Siting and alignment;
 - x. Setting;
 - xi. Density; and
 - xii. Floorplan.
 - d) **Movement:** integrating a network of routes for all modes of transport, using a clear structure and hierarchy of connected streets with well-considered access arrangements, parking, servicing, and utilities infrastructure.
 - e) **Nature:** creating high quality green open spaces and/or public spaces and/or streets, with a variety of landscapes and activities, including play and recreation.

- f) **Public spaces:** creating well-located, high quality and attractive public spaces that are clearly defined, durable, accessible, and safe, along with the following considerations:
 - i. Including public art where appropriate, giving due consideration to prominent and sensitive locations; and
 - ii. Providing well-designed spaces that support social inclusion, health, and wellbeing.
 - g) **Uses:** providing or connecting with a mix of uses that provide for day to day needs of users and/or occupiers.
 - h) **Homes:** providing an appropriate mix and variety of home sizes and tenures that have sufficient internal and external space, and that also have appropriate and adequate provision for parking, storage, waste, servicing, and utilities.
 - i) **Resources:** creating development that reduces resource requirements; is adaptable; and uses materials, measures and technologies to minimise its environmental impact and maximise resilience to climate change.
 - j) **Lifespan:** designing safe, robust, long-lasting, well-managed and maintained development, which is accessible and adaptable to users' changing needs and evolving technologies, and which fosters a sense of ownership and belonging for its users and communities.
3. **Development proposals for large-scale major development and/or development of sites within a sensitive location will be permitted where they have positive regard to any design code or design guide relevant to the site. Where a developer/applicant is required to produce a design code for a site, this should be based on effective community/stakeholder engagement, reflect local aspirations for the development of the site, address the National Design Guide and the National Model Design Code, and have due regard to the Council's Urban Characterisation Study³³.**
4. **Development proposals will be supported provided that they help to overcome crime and disorder, and the fear of crime, through its design, layout, and other deterrent features.**
5. **Development proposals will be refused where they give rise to unacceptable adverse impacts in relation to the amenity of neighbouring occupiers as well as future occupiers/users of the development.**
6. **Development proposals will be permitted where it can be demonstrated that development will avoid, minimise, or where necessary mitigate, adverse direct or cumulative impacts in relation to the following factors:**
- i. Outlook / aspect;
 - ii. Sense of enclosure;
 - iii. Direct or perceived overlooking / privacy;
 - iv. Daylight / sunlight;
 - v. Noise;
 - vi. Odour;
 - vii. Glare; and

³³ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-urban-characterisation-study.pdf>

viii. Micro-climatic effects.

7. Development proposals for a tall building(s) will be assessed against the following criteria:

- a) **Development proposals for a tall building(s) will be supported provided it is located within the following preferred areas as identified on the Policies Map:**
- **The Hard**
 - **City Centre/Dockyard/Portsmouth International Port**
 - **Kingston Crescent/Estella Road**
 - **Fratton**
 - **Tipner**
 - **Port Solent**
 - **Cosham**

Outside of the above preferred areas, there is a presumption against permitting a tall building(s) unless the particular merits of a proposal outweigh this general presumption.

- b) **Where proposals for a tall building(s) fall within 500 metres of an SPA, SSSI, SAC and/or Ramsar sites, and supporting functionally linked habitats appropriate mitigation measures, shall be secured, in consultation with Natural England, to ensure there is no adverse effect on ecological integrity.**
- c) **Development proposals for a tall building(s) should have regard to the Tall Buildings Supplementary Planning Document³⁴ or future equivalent.**

Supporting text

3.38 The purpose of this policy is to deliver on the council's priority for high quality design and place-making of development within Portsmouth.

3.39 It is expected that applicants/developers use the ten characteristics of a well-designed place as a lens through which the design of a proposal is formulated, and justification can be made to demonstrate that it makes a positive contribution to achieving the Portsmouth design vision.

3.40 The design process of a proposal, especially major developments, should be well-followed and well-documented. Where required, comprehensive Design and Access Statements (or similar, as appropriate) will be expected as part of a pre-application or planning application submission³⁵, and the design rationale/justification for the proposal must be provided to aid in the assessment process.

3.41 Large-scale major developments should be supported by detailed masterplans, or development frameworks and, where appropriate, design guides or codes. Such tools and documents are expected to be produced in collaboration and consultation with the community and stakeholders. The Urban Characterisation Study provides a baseline analysis of the existing character of the City. Therefore, design guides or codes should

³⁴ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-buildings-tall-buildings-spd.pdf>

³⁵ The guidance on the type of applications that require a Design and Access Statement should be followed, as per PPG Paragraph: 030 Reference ID: 14-030-20140306 (or future equivalent) <https://www.gov.uk/guidance/making-an-application#Design-and-Access-Statement>

utilise the Urban Characterisation Study to inform the earlier stages of the design code process as prescribed by the National Model Design Code.

- 3.42 Householder and minor developments are expected to deliver high quality design, although it is considered that the evidence and justification included as part of any application is proportionate to the scale and nature of the proposal.
- 3.43 Changes to approved development schemes at the post-permission stage also have the potential to erode design quality. In light of this, the Council will seek to ensure that the quality of approved development is not materially diminished between planning permission and building completion stage through the use of planning conditions or other agreements.
- 3.44 Design proposals must consider that every person has the right to feel and be safe in the places and environments that they live, work, and visit. Furthermore, poorly designed developments have the potential to cause issues that result in the loss of amenity for neighbouring occupiers and users. Therefore, good design practices and processes (including measures to support the strategy for tackling violence against women & girls) are expected to be utilised to overcome any potential for safety and/or amenity issues.
- 3.45 Tall buildings³⁶ can impact positively and negatively on the character and appearance of an area. If they are well designed and located appropriately within an area, they can create a sense of excitement, indicate success and wealth, and become something to be proud of. If they are poorly designed, however, they can detract from the character of an area and become a burden both for the local population and local authority.
- 3.46 Portsea Island is mainly flat and does not rise above sea level by more than a few metres at any point. As a result, the City's buildings are the dominant feature of the city skyline and make a significant contribution to the character of Portsmouth and the wider area. This means it is especially important to make the correct decisions on the location of tall buildings in the city and insist on the highest standards of architectural quality.
- 3.47 Historically in Portsmouth, tall buildings have been dealt with on an ad-hoc basis which has not always produced the best results. Therefore, it is important to have a coherent strategy setting out appropriate locations and design criteria for tall buildings.
- 3.48 The council has identified eight areas of opportunity where tall buildings are considered acceptable in principle. These areas are regarded as suitable for a variety of reasons including:
- Proximity and ease of access to public transport;
 - Proximity to local commercial/shopping centres;
 - The presence of existing tall buildings within the area; and
 - The suitability of their character and other townscape and ecological factors.
- 3.49 The design of tall buildings, for example building height and lighting schemes, should be such that there are no adverse effects on sight lines and flight lines of birds in European sites or functionally linked habitats. Building design should also ensure that the risk of bird collisions is minimised. Where tall buildings fall within 500m of an SPA, SSSI, SAC and/or Ramsar sites, and supporting functionally linked habitats, appropriate mitigation measures shall be secured, in consultation with Natural England in line with

³⁶ A tall building is considered to be: any building above five storeys in height i.e. six storeys or more in height and/or any building of 20m or above in height.

guidance set out in the Habitat Regulations Assessment (paras 6.8.1 / 6.8.2) supporting the Local Plan.

3.50 A project-level Habitats Regulations Assessments (HRA) of development proposals will be undertaken at the planning application stage. It is advised that applicants discuss these issues with Portsmouth City Council's ecologist and Natural England at an early stage.

Climate Emergency

Introduction

3.51 There is a climate emergency because our climate is changing faster than nature, or we, can adapt to it. We have a limited time to keep global temperatures within a limit that the Earth can recover from, so we have to take action now.

3.52 The Climate Change Act 2008 legislates climate action in the UK with targets to reduce its emissions. The Act was amended in 2019 to legislate for net zero carbon emissions by 2050. It is important to note that net zero carbon targets are interim targets before a net negative is achieved, where removals of carbon are greater than that emitted. Net negative is required to reduce the elevated concentrations of greenhouse gases in the atmosphere causing climatic changes. The Climate Change Strategy will be adapted in the future to determine new net negative targets

3.53 Portsmouth City Council declared a climate change emergency in March 2019. The Council considers that that we are in the middle of global changes to our climate that pose threats to our health, our planet and our children's and grandchildren's future. It considers that there is no time to waste if we are to avoid the consequences of a rise in global warming. As a low lying island city, Portsmouth is especially vulnerable to the impacts of climate change, with most of it identified as being at risk of flooding by the Environment Agency. The City Council sets out in its Climate Emergency Strategy³⁷ how it will respond to this emergency and outlines its first steps in this urgent race against time.

3.54 The Climate Emergency Strategy sets out specific interventions for all housing in the City in order to ensure, Portsmouth residents have good quality homes. Efforts to support the transition to a low carbon future and be "future-fit" for changing climates needs to be enhanced for both existing homes, buildings, and other infrastructure but also in new development projects. When we think about being "future-fit", we need to consider the lifetime of that structure and how well suited it is for the future, both in terms of carbon emissions and climate change. This means taking transformative actions to modify existing structures and thinking about how to create new ones. The benefits of applying climate change thinking in this area are substantial, from reducing the use of higher carbon energy sources, reducing energy and fuel poverty, and improving indoor and outdoor air quality.

3.55 The Climate Emergency Strategy sets out a number of area specific mitigation measures to support and encourage carbon emission reductions:

³⁷

<https://democracy.portsmouth.gov.uk/documents/s25687/Response%20to%20Climate%20Emergency%20Strategy%20appendix%20A.pdf>

- Promoting increased domestic and commercial energy efficiency and usage reduction.
- Promoting decarbonisation of our utility services.
- Promoting lower carbon fuel and onsite renewable energy sources.
- Enhanced PCC planning requirements for low carbon and carbon neutral development for new developments and existing build enhancements, that also support low carbon travel and transport.
- Promoting measures to reduce water usage and water waste.
- Promoting measures to increase re-use or recycling of building materials and reduce waste

3.56 In December 2023 the Government issued a Written Ministerial Statement³⁸ preventing local energy efficiency standards for buildings that go beyond current or planned buildings regulation. This has prevented the City Council from including ambitious targets for energy efficiency in this Local Plan in line with its Climate Change Strategy. The Council is disappointed by this decision and encourages the Government to bring in the necessary changes to the energy efficiency building regulations at the earliest possible opportunity.

3.57 The Climate Emergency Strategy sets out a number of adaptation measures to increase resilience:

- Understanding the climate change risks and any opportunities to our homes, buildings, and infrastructure.
- Building resilience into our homes, buildings, and infrastructure.
- Enhanced planning requirements to demonstrate climate change resilience.
- Community resilience and planning.
- Improving the provision of advice to building users around heat waves and increasing temperatures.

3.58 Strategic City-wide policies on flooding, sustainable drainage systems, sustainable construction, renewable energy, the coastal zone, air quality and pollution and contaminated land are set out in the Climate Emergency chapter of the Local Plan. It is also addressed as necessary in the Strategic Site allocations.

Core Policy PLP2: Climate Emergency

1. Development proposals will be supported provided that they:

- Reduce greenhouse gas emissions and store carbon;**
- Minimise energy use and demonstrate that residual energy demand can be met with renewable forms of energy;**
- Maximise the generation of energy from renewable and low carbon sources of energy;**
- Are designed to adapt and be resilient to the impacts of local climate change;**

³⁸ <https://questions-statements.parliament.uk/written-statements/detail/2023-12-13/hcws123#:~:text=Statement%20made%20on%2013%20December%202023&text=As%20a%20Government%2C%20we%20continue,the%20homes%20and%20building%20sector.>

- e) **Reduce the risk of flooding both now and in the future, taking account of predicted sea level rises and the impact on areas vulnerable to coastal change;**
- f) **Maximise water re-use and the protection of water resources;**
- g) **Prioritise active travel and effective public transport over car use wherever possible;**
- h) **Deliver green infrastructure and enhance biodiversity;**
- i) **Prevent and minimise waste and encourage re-use, recycling, and resource recovery; and**
- j) **Encourage the reuse of existing buildings and structures.**

2. Development proposals for major development must be supported by a Sustainability Statement, which clearly demonstrates how it meets the objectives set out in Part 1 of this policy.

Supporting Text

3.59 The purpose of this policy is to ensure that new development meets the objectives set out by the City Council's Climate Change Declaration and Climate Change Strategy.

3.60 Direct greenhouse gas emissions from buildings accounted for 17% of UK greenhouse house gas emissions. These emissions are mainly the result of burning fossil fuels for heating. Emissions from electricity use, known as indirect emissions, are caused primarily by the use of lighting and appliances. Development should minimise the amount of Green House Gases that it emits during construction and across its lifetime. The BREEAM standards³⁹ provide guidance for the development industry on how this can be achieved through BREEAM home and Technical Standards. It is important that development takes a Whole Life Standard approach to reduction of emissions.

3.61 Development should look to take a fabric efficiency first approach to ensure that buildings minimise energy use. Only when this approach has been applied should development look to meet any remaining residual energy demand from renewable energy sources.

3.62 The most common types of renewable energy anticipated to be provided as part of new development in Portsmouth are solar energy and wind energy. There may also be specific circumstances where tidal energy is appropriate. Although biomass energy is a renewable energy source, due to the production of localised emissions other forms of renewable energy should be prioritised where possible. In addition, ground and air source heat pumps may be appropriate for smaller scale development.

³⁹ https://bregroup.com/products/breeam/breeam-solutions/breeam-net-zero-carbon/?infinity=ict2~net~gaw~cmp~17562588451~ag~148561404696~ar~655459529267~kw~reducing%20carbon%20footprint%20in%20construction~mt~b~acr~3626112201&gclid=EAlalQobChMIkuKc0qvF_wIVl-3tCh0jgQmlEAYASAAEgl22fD_BwE

3.63 Development in the City needs to take account of the risks associated with climate change, in order to reduce negative impacts and build resilience. The largest risks to the City from climate change are flood risk from rising sea levels and overheating, exacerbated by climate change and the urban heat island effect.

3.64 Overheating is a major risk to the City caused by climate change related extreme heatwave events. The densely developed, urban nature of much of Portsmouth means that it is already susceptible to a phenomenon known as the Urban Heat Island. This is the process by which the manmade surfaces of urban areas that tend like tarmac, concrete and stone, absorb and store heat all day, then reradiate it at night. The result is that temperatures in the City tend to be higher than surrounding rural areas. Whilst the Urban Heat Island effect can occur independently of climate change, the increasing temperatures projected to occur with climate change serve to compound and exaggerate the problem making urban areas like Portsmouth particularly at risk from this climate impact. The Adapting to Climate Change Background Paper provides detail on the risk and potential management approach.⁴⁰

3.65 The other major risk from climate change for Portsmouth, is increased risk of flooding from the sea. The coastal nature of the City, coupled with the low-lying nature of Portsea Island means that Portsmouth is subject to an existing high level of flood risk. A significant proportion of the city falls within the Environment Agency flood zones 2 or 3, areas that are at medium or high risk of flooding and these areas of elevated flood risk will expand into the future due to sea level rise. Much of the city is protected or proposed to be protected by the North Portsea⁴¹ and Southsea Coastal Schemes. The North Portsea scheme is designed to protect against a 1 in 500 year flood event and take account of the climate change to 2100, whilst the Southsea⁴² scheme is protected to a 1 in 200 year standard. The future requirements for flood defence and resilience in the city are set out in Policy PLP25. The position as set out in that policy has been informed by and SFRA level 1 carried out jointly with the authorities in the Partnership for South Hampshire and further detailed SFRA level 2 specific to Portsmouth.

3.66 Development proposals will need to take opportunities to maximise water efficiency and use of water resources. This could include the use of water efficiency measures such as tap aerators, water saving appliances and metering. Rainwater harvesting also has significant water saving potential including water butts for householders and larger storage tanks as part of larger schemes. Grey water recycling also has the potential to provide significant water savings.

3.67 Development that impacts the Source Protection Zone on Portsdown Hill⁴³, should be designed to ensure that no pollutants from the development are able to percolate into the aquifer. Further detail on Source Protection Zones can be found on the Governments website⁴⁴.

⁴⁰ [https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Adapting to Climate Change through the Local Plan April 2021 compressed.pdf](https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Adapting_to_Climate_Change_through_the_Local_Plan_April_2021_compressed.pdf)

⁴¹ <https://coastalpartners.org.uk/project/protecting-the-future-of-north-portsea-island/>

⁴² <https://southseacoastalscheme.org.uk/>

⁴³ <https://magic.defra.gov.uk/MagicMap.aspx>

⁴⁴ <https://www.gov.uk/guidance/groundwater-source-protection-zones-spzs>

- 3.68 To encourage the uptake and continued use of sustainable modes of transport in order to tackle climate change, the location, design and layout of development will need to show priority being given to pedestrian, cycle movements and access to sustainable transport modes. There is the potential to further increase the uptake in sustainable transportation methods by improving and upgrading or providing railway, bus, cycle and other infrastructure. Improvements can make public and sustainable transport a more attractive option, Policy PLP47 of the Local Plan, Movement and Transport sets out the transport requirements for the Local Plan.
- 3.69 Green Infrastructure plays an important role in, mitigating and adapting to climate change, enabling, and supporting healthy lifestyles through outdoor recreation and access and enhancing biodiversity. The Council will expect development to contribute to urban greening as set out in Policy PLP38 Green Infrastructure. Green infrastructure should always be provided onsite in the first instance unless it can be proved that this is not feasible to do so. Development proposals which could adversely impact upon existing green infrastructure assets will only be granted permission where suitable mitigation is satisfactorily agreed and secured. This is to ensure that the local green infrastructure network is continually safeguarded and does not become fragmented.
- 3.70 Sustainable design and construction should strive to make the most efficient use of natural resources and their transportation. Opportunities should be maximised to reuse or recycle materials within the construction process, including the reuse of old buildings where appropriate. Waste products should be reduced, re-used or recycled as much as possible. These practices will also help to reduce embodied carbon within the construction process. Proposals will need to take account of the current and emerging Hampshire Minerals and Waste Plans⁴⁵ prepared by the Hampshire Authorities including the City Council.
- 3.71 The reuse of existing buildings and structures is a key consideration when addressing embodied carbon in construction. The reason that existing buildings are usually more sustainable than new buildings is that the quantity of carbon emissions during construction of a new building is large in comparison to the annual operating emissions of the building, especially as operations become more energy efficient and energy supplies transition to renewable generation. Wherever practicable development should look to reuse the existing structures as part of the redevelopment of brownfield sites. Embodied carbon calculators provide a way in which development can calculate the carbon saving of reuse vs new build.
- 3.72 Development proposals for major development must be supported by a Sustainability Statement either as a standalone document or as part of a Design and Access Statement, Details on what is required for a Sustainability Statement is found in the supporting text to Policy PLP33 in the climate change chapter of the Local Plan.

⁴⁵ <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan->

Chapter 4: Strategic Sites

Introduction

- 4.1 A number of strategic sites are allocated in this chapter. The quantum of development are set out in table 4.1 and a map showing their locations forms figure 4.1. All of the sites are mission critical for achieving the Imagine Portsmouth 2040 Vision in different ways. This is illustrated with the use of icons to show which of the strategic objectives of the Local Plan will be achieved on the site, and an individual vision is set out for each strategic site. The policies in this chapter are strategic and any policies relating to these sites in neighbourhood plans should align with them.
- 4.2 The majority of the sites are allocated for mixed use redevelopment, but some are allocated for a single land use. All of the allocations are supported by robust evidence most notably the Housing and Economic Land Availability Assessment (HELAA)⁴⁶, which is the Council's main evidence based study on land supply. References to more detailed individual studies are cited in the text. It should be noted that all the development requirements set out in these policies are site specific and requirements set by City-wide policies such as affordable housing are not repeated here. The quantum of development set in these policies are indicative yields only and may be subject to further change through the development management process. The local planning authority will therefore take a flexible approach to the actual quantum of development subject to robust evidence being provided to justify them in forthcoming planning applications.
- 4.3 Flooding is a significant issue in Portsmouth and therefore, the Strategic Flood Risk Assessment (SFRA) Level 2⁴⁷ was produced to assess flood risk at strategic and allocated sites. Following the assessment, the recommendations contained within have been used to inform both site specific policies and the City-wide policies PLP31 (Flooding) and PLP32 (Sustainable Drainage Systems). It should be noted that all strategic and allocated sites will need to be supported by a robust, site specific flood risk assessment and a sequential approach to land use planning must be applied to each site. The SFRA Level 2 also provides information relating to current and future flood defence projects within Portsmouth. Further details relating to these schemes and their delivery across Portsmouth can be found in the Infrastructure Delivery Plan⁴⁸.
- 4.4 A monitoring and delivery framework is set out at the end of the supporting text for each strategic site. This shows the types and amounts of development associated with the Strategic Site and the anticipated rate of development. Information is also provided on delivery mechanisms and triggers where relevant. Chapter 12 (Monitoring) includes targets and indicators for all the strategic sites, which will be reported on annually in the Authority Monitoring Report. These reflect the monitoring and delivery frameworks within this chapter.

⁴⁶ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/02-PCC_Housing-and-Employment-Land-Availability-Assessment_2023-Report_FINAL-latest-version-for-CDL.pdf

⁴⁷ <https://www.portsmouth.gov.uk/newlocalplanevidencedocs>

⁴⁸ <https://www.portsmouth.gov.uk/newlocalplanevidencedocg>

Site	Homes	Commercial floorspace (net)	Other benefits
Tipner West & Horsea Island East	814-1250	58,000 m ² marine hub	<ul style="list-style-type: none"> • Flood defences • Land decontamination • New bridge
Tipner East	1,056	716 m ² commercial floorspace (Classes E, F1 and F2) 840 m ² ancillary commercial uses at the transport hub	<ul style="list-style-type: none"> • Transport hub with 2,650 car parking spaces • Flood defences • Land decontamination
Lakeside North Harbour	-	50,000 m ²	<ul style="list-style-type: none"> • 20% BNG
Portsmouth City Centre	4,158	1,546m ² (20,000m ² gross)	<ul style="list-style-type: none"> • 2.9ha park • 20% BNG at City Centre North • Enhanced Culture and Leisure offer
Fratton Park & the Pompey Centre	710	Expanded stadium Hotel Mixed conference and event facilities	<ul style="list-style-type: none"> • Off road link from the station to the Pompey Centre and Fratton Park
St James' & Langstone Campus	417	-	<ul style="list-style-type: none"> • Retention of public access and parkland setting
Horsea Island Open Space	-	-	<ul style="list-style-type: none"> • 64 ha of open space • Bus Way linking Tipner to Port Solent.

Table 4.1: Strategic site delivery

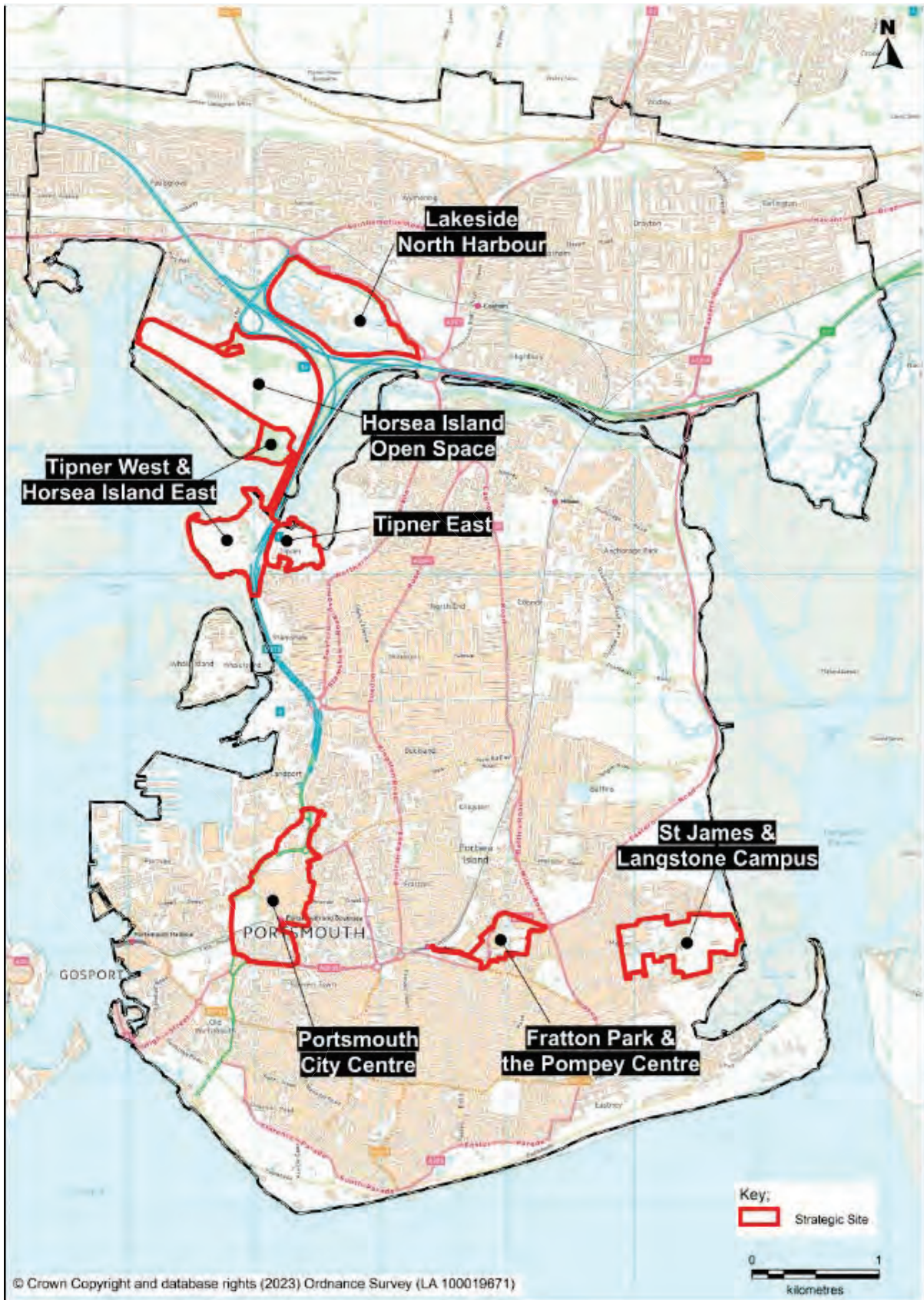


Figure 4.1: Strategic site allocations

Tipner West & Horsea Island East

Introduction

4.5 Tipner West & Horsea Island East is allocated as a strategic site, because its development as a new marine hub with a new bridge to the mainland is key to the regeneration of Portsmouth. Furthermore the new sea defences and land decontamination will benefit the northern part of Portsea Island. It is located immediately adjacent to the M275 motorway at the northwest part of Portsea Island and is bounded on three sides by Tipner Lake, which is part of Portsmouth Harbour. The site is allocated alongside the allocation for Tipner East (which forms Policy PLP4), and together they will form a new gateway to the City. A large area of open space is being created to the north of the site on Horsea Island, which will be available for the new residents and visitors to enjoy; this is allocated under Policy PLP9. As discussed in the Development Strategy chapter of this Local Plan, the wider Tipner-Horsea Island area, including Port Solent, is one of the two principal sites identified in the Southampton and Portsmouth City Deal. A map of Tipner West & Horsea Island East with the proposed bridge linking the two parts of the site is shown as figure 4.2.

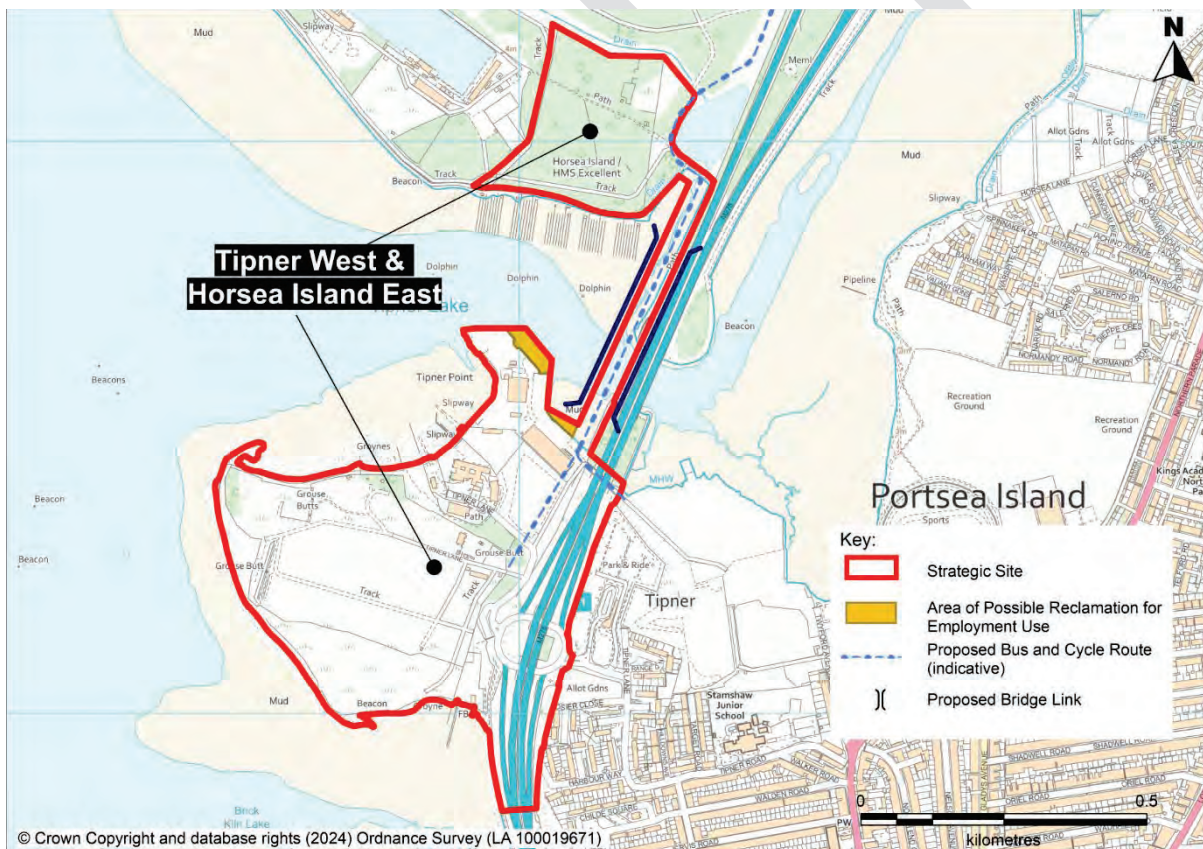


Figure 4.2: Map of Tipner West & Horsea Island East

4.6 There is deep water access at Tipner West and the principal driver behind this allocation is the creation of a new marine hub, which will create new jobs in this key sector of the City's economy. Supporting its development for marine employment is the classification of Tipner West as a Tier 1 waterfront site in the Maritime Futures: Solent Waterfront Sites Report⁴⁹ (2015) by the Solent Local Enterprise Partnership (now 'Solent Partners').

⁴⁹ https://solentlep.org.uk/media/1341/maritime_futures_-_solent_waterfront_sites_-_169_15_.pdf

It was given this classification based on its attributes when assessed against three defined criteria namely marine access (water depth and access), presence of marine and maritime activities and development potential. The Solent is a prime location within the UK to deliver development to meet the pressing needs of the marine and maritime sector. This is recognised in its recent designation as a Freeport. A failure to meet the demands of the marine and maritime sector in the Solent could result in its growth potential not being attained with inward investment to the UK being compromised. New homes will be provided as a form of enabling development for the marine hub and the enhancement and re-use of the heritage assets on the site. There will be a new bridge linking not only the two halves of the site, but also linking the wider communities of Paulsgrove and Port Solent to the City Centre. The development will deliver urgently required sea defences for the northern part of Portsea Island and site de-contamination.

- 4.7 Tipner West is currently partly derelict and contains a number of unrelated land uses including a former Ministry of Defence firing range, boatyards, recycling, storage and a special educational needs school. The site is in need of significant remediation to address historic polluting uses. Its redevelopment, as recognised in the City Deal, presents an opportunity to vastly improve the quality of the environment in this part of the City, but critically to facilitate the delivery of necessary sea defences. These would together with site decontamination works, protect the integrity of the nearby nature conservation sites and associated habitats from harmful leachate contamination and inundation from flooding.
- 4.8 The site itself and the adjacent Portsmouth Harbour are important for nature conservation with the Harbour designated as a Special Protection Area (SPA) and Ramsar site, whilst also being recognised nationally as a Site of Special Scientific Interest (SSSI). In addition, the former firing range is recognised as a primary feeding site for Brent geese. These nature conservation issues will need to be addressed as part of any development on this site.
- 4.9 The coastline of Tipner West and a significant portion of Horsea Island East lies within Flood Zone 3. The north west corner of Horsea Island east lies within Flood Zone 1. Tipner West is covered by the North Solent Shoreline Management Plan (SMP) (section 5aPI01). The Portsea Island Coastal Strategy Study (PICSS) was developed to build on policies set out in the North Solent SMP. In addition to the North Solent SMP, Horsea Island East is also covered by the Porchester to Emsworth FCERM Strategy. These plans and strategies provide recommendations for flood management measures that should be implemented to protect residents from flooding. Further information can be found in the SFRA Level 2
- 4.10 The Local Plan is supported by a Habitats Regulations Assessment⁵⁰ (HRA). The objective of this assessment is to identify any aspects of the Plan that is considered likely to have a significant effect on a protected habitats site⁵¹ either individually or in combination with other plans or projects. The HRA concludes that the proposed

⁵⁰ <https://www.portsmouth.gov.uk/newlocalplanevidencedoch>

⁵¹ Any site which would be included within the definition at <https://www.legislation.gov.uk/ukxi/2017/1012/regulation/8/made>, as amended by <https://www.legislation.gov.uk/ukxi/2019/579/contents/made>, for the purpose of those regulations, including Special Areas of Conservation (SAC) and Special Protection Areas (SPA) (part of the National Site Network) and internationally designated Ramsar Sites."

development of Tipner West & Horsea Island East will have adverse effects upon the integrity of Portsmouth Harbour SPA and Portsmouth Harbour Ramsar site.

4.11 The Conservation of Habitats and Species Regulations 2017 do not allow competent authorities to consent plans or projects that may have an adverse effect on the integrity of a designated habitats site unless specific derogation tests are met. These tests relate to alternative solutions, imperative reasons of overriding public interest (IROPI) and compensatory measures. Government Guidance⁵² on the derogation tests was followed in the HRA of this Local Plan. The full results of all three derogation tests are set out in the HRA and conclude the following:

- There are no feasible alternative solutions to the Plan's proposals for Tipner West and Horsea Island East as set out in Policy PLP3 that would be less damaging or avoid damage to the designated sites.
- The benefits of the development enabled by Policy PLP3 amount to imperative reasons of public interest capable of overriding the adverse effects on the integrity of the Portsmouth Harbour SPA and Ramsar Site.
- There is sufficient land identified for delivery of necessary compensatory measures to demonstrate a high likelihood that sufficient compensatory habitat is capable of being secured at the planning application level.

4.12 The planning history of the site is long and complex. Part of the site was allocated along with Tipner East in the 2012 Portsmouth Plan. As part of the preparation of the current Plan a consultation was carried out focusing solely on a Tipner Strategic Development Area⁵³ in order to establish the most appropriate site boundary and land uses for the area. The responses to that consultation fed into the three options proposed in the Regulation 18 version of the Local Plan published in 2021. The first option proposed was for an innovative sustainable community or 'super peninsula' involving significant areas of land reclamation. This option along with a do-nothing scenario were ruled out by the City Council in October 2022, which then adopted Guiding Principles⁵⁴ for the site; these were updated by the City Council in March 2024⁵⁵ and form a material consideration in the preparation of this Plan.

4.13 The consideration of options has formed an important element of the extensive work done on this strategic site and is explained in more detail in the Sustainability Appraisal and the HRA. The development proposed in Policy PLP3 is a hybrid of the various options put forward for the site. It aligns with the overarching Project Objective that was noted by the City Council in October 2023 and an updated version of which was agreed in March 2024⁵⁶ as follows:

To create a marine employment hub in the Solent region with access to deep water, and of sufficient scale to enhance and expand the marine business cluster, along with critical

⁵²

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/82647/habitats-directive-iropi-draft-guidance-20120807.pdf ; <https://www.gov.uk/guidance/habitats-regulations-assessments-protecting-a-european-site>

⁵³ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Tipner-Strategic-Development-Area.pdf>

⁵⁴ <https://democracy.portsmouth.gov.uk/documents/s41717/Tipner%20West%20Report.pdf>

⁵⁵ <https://democracy.portsmouth.gov.uk/documents/s50877/240223%20-%20Tipner%20Cab%20update%20FINAL.pdf>

infrastructure, and sufficient housing to help enable delivery of the development as well as support the growth in the marine workforce.

- 4.14 The development proposed in Policy PLP3 is also consistent with the Guiding Principles, which seek to deliver nature-focused placemaking, maximise job creation in the marine hub and avoid or minimise land reclamation at this gateway site.
- 4.15 The City Council has sought to work in partnership with all interested parties in the development of Tipner West & Horsea Island East. There is a Coastal Concordat Working Protocol between the City Council as the Local Planning Authority, Natural England, the Environment Agency, the Marine Management Organisation, Historic England, the Royal Society for the Protection of Birds and the Hampshire and Isle of Wight Wildlife Trust. They are all members of a Regulatory Panel the purpose of which is to align consultation processes and avoid duplication in relation to the HRA and Environmental Impact Assessment. The Working Protocol and the minutes of all the Panel's meetings are published in a background paper⁵⁷.
- 4.16 The evidence base supporting this allocation is detailed and extensive. It is summarised in the Tipner West & Horsea Island East Topic Paper⁵⁸ and all relevant documents are included in the core document library supporting this Plan.

Vision

- 4.17 In 2040, Tipner West & Horsea Island East will form a new gateway to the City along with Tipner East and will be home to a new healthy and happy community. There will be a thriving new marine business hub that provides both jobs and opportunities for lifelong learning. People will live in good quality homes that are carbon neutral and will enjoy the new open space on Horsea Island. They will make fewer journeys by car and instead will make use of new and improved public transport connections and infrastructure, including a bridge to the mainland. New climate change resilient sea defences will defend the community alongside the existing residents of north Portsea Island. Historic land contamination will have been prevented from leaching into the Harbour. The Harbour's nationally and internationally designated saltmarsh and mudflat supporting populations of Brent Geese and wading birds will be cherished and protected, whilst the site's naval heritage will be positively enhanced in the public interest. The whole Tipner peninsula will be home to a community where residents, workers and visitors co-exist in harmony with nature.
- 4.18 It should be noted that the objective of the allocation for HRA purposes is made up of the overarching Project Objective, the vision for the site and the following policy.



Strategic Site Allocation Policy PLP3: Tipner West & Horsea Island East

- 1. Tipner West & Horsea Island East, as shown on the Policies Map, is allocated for the mixed use development of the following uses and large scale infrastructure:**

⁵⁷ <https://www.portsmouth.gov.uk/newlocalplanevidencedocw>

⁵⁸ <https://www.portsmouth.gov.uk/newlocalplanevidencedocj>

- a) A marine hub with a working quayside and up to 58,000 m² of marine employment floorspace (class E(g) offices, research and development, light industrial, B2 general industrial and B8 storage or distribution);
 - b) A new community with between 814 and 1,250 residential dwellings (class C3);
 - c) A bridge between Tipner West and Horsea Island East for the use of sustainable transport modes only;
 - d) Flood defences along the peninsula edges of Tipner West and Horsea Island East in line with robust climate change scenarios;
 - e) Shops selling essential goods, including food, where the shop's premises do not exceed 280 m² (class F2a); and
 - f) Meeting places for the principal use of the local community (class F2b).
2. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:
- a) Create a new landmark gateway to the City of Portsmouth to be demonstrated through a conceptual site-wide masterplan with an accompanying design code framework that delivers beautiful place-making and has regard to the National Model Design Code;
 - b) Break down the barriers, both physical and perceived, created by the M275 motorway and Portsbridge Creek. This will be achieved through the design of both buildings and spaces to create excellent connections with new development at Tipner East and the wider area. The design, scale and massing of the scheme needs to respond sensitively to the significance of Portchester Castle including its setting, taking into account its dominance in Portsmouth Harbour and the contribution made by views to and from the Castle to its significance;
 - c) Allow views to and from Tipner West and notable landmarks within the zone of visibility including Portchester Castle, the Spinnaker Tower and His Majesty's Naval Base;
 - d) Integrate green and blue infrastructure into the masterplanning and design of the development and seek to mitigate the urban heat island effect;
 - e) Submission of a site-wide Arboricultural Impact Assessment is required, which includes a proposed Tree Removal, Replacement and Retention Plan and Tree Protection Plan that protects the trees of highest value.
 - f) Identify and incorporate opportunities to conserve, restore and recreate priority habitats and ecological networks;
 - g) Except for the minimum dredging necessary to establish and maintain deep water access to the marine hub, avoid the loss of or damage to SPA/Ramsar habitats. If that is not viable or feasible, minimise such loss or damage to that

required to enable the viable and feasible development of the site in line with the development quantum set out in this Policy whilst protecting the integrity of the international, national and local nature designations⁵⁹;

- h) Incorporate car-free streets wherever feasible, with 'Mobility as a Service' and sustainable transport modes prioritised;**
- i) Improve off-road pedestrian and cycle provision linking Port Solent and Tipner to the City Centre, nearby public open spaces including Horsea Island Open Space, recreational facilities including the Mountbatten Centre and other local shops and services;**
- j) Provide safe and efficient vehicular access to and from the M275 and the surrounding non-strategic road network;**
- k) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment⁶⁰ and/or Infrastructure Delivery Plan⁶¹;**
- l) Mitigate likely significant effects from recreational disturbance to protected bird populations through a bespoke developer-provided package of measures for the lifetime of the development as advised by Natural England;**
- m) Provide for public access for all along the waterfront where feasible and without causing unmitigated recreational disturbance to protected bird populations;**
- n) Deliver appropriate surface water and foul drainage infrastructure together with required nutrient neutrality and water usage mitigation measures to support the Environment Agency in achieving and/or maintaining at least 'Good' water quality status and to protect designated habitats within the Portsmouth Harbour Waterbody (pursuant to the Water Environment Regulations);**
- o) Future development of the site will require land raising and construction of flood defences. Their implementation should be informed by the SFRA Level 1 and 2;**
- p) Deliver surface water management measures to make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
- q) Mitigate and remediate contamination from current and historic uses; and**
- r) Provide a skills & employability plan for both the construction and occupation stages of the development.**

⁵⁹ Notably the Portsmouth Harbour SPA and Ramsar site, Portsmouth Harbour SSSI and Solent and Dorset Coast SPA – as required by the Habitats Regulations (2017) (as amended) and related national habitats legislation.

⁶⁰ <https://www.portsmouth.gov.uk/newlocalplanevidencedocu>

⁶¹ <https://www.portsmouth.gov.uk/newlocalplanevidencedocg>

- 3. The Listed Buildings located on Tipner West must be retained, restored and re-used. The Scheduled D-Day Slipways adjoining Horsea Island East must also be retained, and where feasible restored. Their fabric and setting must be conserved, and where desirable/possible enhanced. This will include the investigation, recording and safeguarding of known and potential finds of archaeological significance, including those as may be identified below mean high water springs.**
- 4. A segregated bus way, alongside a new pedestrian and cycle way between Tipner West and Horsea Island via a new bridge and on to Port Solent, will be established, operated and maintained.**
- 5. The deep water access to Tipner Point and the new marine hub quaysides will be maintained, with dredging as necessary, to support optimal boat access at all times whilst protecting the Scheduled D-Day Slipways and acceptable sediment transport conditions.**
- 6. A shadow, project level Habitat Regulations Assessment (HRA) will be required to be submitted along with the planning application, and as necessary for any phased applications, to the local planning authority as competent authority. On account of the fact that delivery of the Policy will inevitably result in the loss of some designated SPA/Ramsar habitat and will likely result in the loss of some functionally linked habitat, the HRA must among other things:**
 - a) provide sufficient evidence for the local planning authority to conclude, in consultation with Natural England and Secretary of State, that all three derogation tests have been passed.**
 - b) demonstrate that any loss of functionally linked habitat, including that identified as a primary or secondary support area in the Solent Waders and Brent Goose Strategy⁶, will be mitigated through the provision of replacement functionally linked supporting habitat of equal or greater quality and quantity, which fulfils the same special contribution and particular function of the areas lost or damaged for the same species of birds.**
- 7. An Environmental Impact Assessment (EIA) will also be required to be submitted along with the planning application, and as necessary for any phased applications, to the local planning authority.**
- 8. Whilst the City Council wishes to see a comprehensive development of the site, it recognises that planning applications may come forward separately or in phases. As well as complying with the development requirements set out above, all development proposals need to demonstrate consistency with other permissions granted and emerging proposals, including any Transport and Works Act Order, Harbour Revision Order, Marine Licence of other marine and environmental consents as may be required. All development proposals will be supported by appropriate site phasing and sequencing strategies to ensure a holistic approach is taken to the delivery of development. Planning applications will need to demonstrate potential landscaping or other solutions for land comprising later phases in the event that such phases do not come forward within an agreed timeframe.**

Supporting text

- 4.19 The purpose of this policy is to allocate Tipner West and Horsea Island East as part of a new gateway for Portsmouth with a new marine hub, homes, flood defences and a bridge.
- 4.20 The principal driver behind this allocation is the creation of a new marine hub. This will include a mixture of employment uses with the focus being on research and development and advanced manufacturing. Any offices provided on the site would be incidental to these uses and should be functionally linked to the marine hub.
- 4.21 The housing requirement is set as a range. The lower number provides the minimum number of homes required as part of the City Deal whilst the upper number provides certainty for the HRA in terms of impact on the integrity of the national and internationally designated sites.
- 4.22 The proposed bridge (and other works that might be deemed to affect navigation, such as dredging or reclamation) may be subject to separate consenting routes, including a Transport and Works Act Order (TWAO) or Harbour Revision Order application, alongside likely Marine Licence(s) and other environmental permits (unless incorporated within the TWAO). Applications for Orders are made by the developer(s) to the relevant Secretary of State rather than the City Council and in line with the relevant governing Rules⁶².
- 4.23 A local shop selling convenience goods for the local community will be allowed on the site. Although this floorspace is more than the ceiling set in Policy PLP29 for such shops, it is considered acceptable in order to support a sustainable community and reduce the need to travel.
- 4.24 Tipner West has a range of assets that are of historic interest, including the nationally important Tipner magazine complex (listed at Grade II), which comprises late eighteenth and mid nineteenth century magazines, shifting house, cooperage and boundary wall. To ensure that their value and the positive contribution that they can make to character of any scheme is fully realised, any development proposals for the site should be based on a detailed assessment, of the significance of the assets and their setting. This assessment must then positively inform any detailed design proposals for the site. Opportunities to provide public access to the heritage assets and/or their surroundings on Tipner West along with interpretation/explanation of their significance should be explored and are encouraged where feasible.
- 4.25 Second World War landing craft slipways are located on the southern shore of Horsea Island. They are the largest surviving remains of infrastructure created to support D-Day on 6th June 1944 at the end of the Second World War; a Research Report on the slipways has been published by Historic England ⁶³. They were designated as Scheduled Monuments in 2022 and all development proposals for the site should retain, conserve and where possible enhance the slipways and their setting. The Scheduled

⁶² <https://www.legislation.gov.uk/ukxi/2006/1466/contents/made>

⁶³

<https://historicengland.org.uk/research/results/reports/8244/HorseaIslandSecondWorldWarLandingCraftSlipways>

Portchester Castle is located approximately one mile to the north west of Tipner peninsula, across the open water of Portsmouth Harbour. Any development proposals for the site should also seek to understand the significance of the Castle and its setting, and where possible respond to the presence of the asset in terms of impact on views both from, and towards the Castle.

- 4.26 The policy set out in the North Solent Shoreline Management Plan⁶⁴ for this part of the coast is 'hold the line', which means maintaining or upgrading the level of protection provided by existing coastal defences. The Portsea Island Coastal Strategy Study⁶⁵ (2011) builds on the policies in the Shoreline Management Plan and sets out how the coastline surrounding Portsea Island will be managed for the next 100 years. The new flood defences that will protect both the site and the northern part of Portsea Island must be agreed in writing by the City Council as the Lead Local Flood Authority and the Environment Agency. It should be noted that any development proposed on land within 16 metres of a flood defence structure would require an Environment Agency defined Flood Risk Activity Permit FRAP. An adequate buffer should be maintained to allow management and maintenance works to the flood defence structure in the future. All applicants must therefore engage as early in the process as possible to deliver an appropriate buffer zone.
- 4.27 The site is flat and low-lying and a significant part of Tipner West lies in flood zones 2 and 3. It was assessed as part of the SFRA Level 2, which made a number of recommendations to avoid and control flood risk. Flood defences and ground raising will be required to enable development at this site. This should be informed by the SFRA level 1 and 2 and must incorporate detailed site specific wave overtopping calculations along with suitable calculations for freeboard.
- 4.28 Financial contributions may be sought where more vulnerable uses within the site will benefit from the development of future flood defence improvements.
- 4.29 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.
- 4.30 The site has a prominent location at the top of Portsmouth Harbour with views to and from prominent landmarks both within and beyond the City boundaries. A Landscape and Visual Impact Assessment prepared in accordance with the Landscape Institute's Guidelines⁶⁶ is required to identify the effects of the proposed development on views and on the landscape itself.
- 4.31 In addition to the range of international and national nature conservation designations relating to this strategic site, there are other forms of biodiversity, which form an important element of the collective nature conservation resource. These include the Elm Cultivar Trial on Horsea Island East managed by the Hampshire Wildlife Trust to protect White Letter Hairstreak Butterflies⁶⁷, which are identified as a species of principal importance under Section 41 the 2006 NERC Act. Development proposals should

⁶⁴ <https://www.northsolentsmp.co.uk/>

⁶⁵ <https://coastalpartners.org.uk/project/portsea-island-coastal-strategy/>

⁶⁶ <https://www.landscapeinstitute.org/technical-resource/landscape-visual-impact-assessment/>

⁶⁷ <https://butterfly-conservation.org/butterflies/white-letter-hairstreak>

identify and incorporate opportunities to conserve, restore and recreate their priority habitats and ecological networks.

4.32 In delivering a viable and feasible development in line with the City Deal, applications should seek to avoid or otherwise minimise adverse impacts upon the integrity of international and national habitat designations in line with the Habitat Regulations and in consultation with Natural England.

4.33 The Appropriate Assessment of the HRA prepared for this Local Plan concluded that the delivery of this Policy would have an adverse effect on the integrity of the Portsmouth Harbour SPA/Ramsar site. The HRA therefore considered the statutory derogation tests. The sequential legal tests for a derogation to be granted are:

1. There are no feasible alternative solutions that would be less damaging or avoid damage to the site.
2. The proposal needs to be carried out for imperative reasons of overriding public interest (IROPI).
3. The necessary compensatory measures can be secured.

4.34 The HRA concluded that sufficient information exists at the Local Plan level to be able to conclude that these tests are met for the Tipner West and Horsea Island East (Policy PLP3).

4.35 A project level HRA, addressing all three derogation tests, will be required as part of any significant planning application for the site's development. As the details of development will be clear at the planning application stage, and there will be no further tier in the planning approval process, the project level HRA will be required to address the three derogation tests in substantially more detail than the Local Plan HRA. Engagement with the local planning authority and members of the Regulatory Panel including Natural England is encouraged from the beginning of this process.

4.36 The project level HRA should also address the impact of development on functionally linked habitats. It is likely that there will be a loss of habitat that is functionally linked to Solent's SPAs / Ramsars namely Primary Support Areas P60 and P76, as identified in the Solent Waders and Brent Goose Strategy. Furthermore, Core Area P75 lies within 100 metres of the allocation boundary. Core Areas and Primary Support Areas are functionally linked land that contribute to the integrity of SPA/Ramsar sites. All functionally linked habitat parcels lie in close proximity to the Portsmouth SPA/Ramsar, indicating that they are likely to be used by SPA/Ramsar waterfowl in order to minimise energy expenditure. Non-breeding bird surveys between October and March (typically two survey seasons) will be required to inform the detailed design of the offsetting mitigation habitat that will be provided to ensure no adverse effect on integrity.

4.37 All loss of this functionally linked land should be mitigated in line with Policy PLP42: Solent Waders and Brent Geese Sites and the Mitigation and Off-setting Requirements set out in the Solent Waders and Brent Goose Strategy and to the satisfaction of the local planning authority and Natural England. The planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity.

Monitoring and Delivery Framework

4.38 A key component of the phasing relates to the compensatory habitats required under the derogation tests of the Habitat Regulations. The compensation measures including the legal, technical and financial arrangements must be secured before the harm occurs. National Guidance states that compensation measures should normally be delivered before the first adverse effect on the designated sites occurs, as this reduces the risk of the project undermining the integrity of the network of sites.

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Sea defences, land decontamination and land raising/servicing	2025-30		In line with site-wide approved phasing strategy and planning condition/legal agreement	To be completed prior to the commencement of development
58,000 m ² of marine employment floorspace (class E(g) offices, research and development, light industrial, B2 general industrial and B8 storage or distribution)	58,000 m ² 2035-40 with some likely to come forward beyond the plan period	The marine hub will be delivered through a successful bid for Government funding	In line with Site-wide approved phasing strategy and planning condition/legal agreement secured through TWAO	If not delivered in line with approved Site Wide Phasing Strategy and condition/legal agreement secured via TWAO.
814 to 1,250 homes	400 2025-35; 414-850 homes 2035-2040 with some likely to come forward beyond the plan period	The new flood defences will be delivered prior to the commencement of development	In line with Site-wide approved phasing strategy and planning condition/legal agreement	If not delivered in line with approved Site Wide Phasing Strategy and condition/planning obligations via legal agreement.
A bridge between Tipner West and Horsea Island East	2025-40	PCC as landowner is actively seeking external partners and funding	In line with the terms of any site planning permission as may be granted.	Development is unlikely to be able to proceed without prior delivery of the compensatory habitat.
Local shop and community facilities	Open for business when the first homes and business premises are occupied	Through the development process; working in partnership with developers and land owners	Housing and employment monitoring in the AMR	They should be delivered before the occupation of the first home

Table 4.2: Monitoring and Delivery Framework for Tipner West & Horsea Island East
Tipner East

Introduction

4.39 Tipner East is a prominent site located immediately adjacent to the M275 motorway at the northwest part of Portsea Island. It is bounded by Tipner Lake to the north, which is part of Portsmouth Harbour, while to the south is the residential area of Stamshaw with terraced housing and a primary school. The site is allocated along with Tipner West & Horsea Island East in this Local Plan and together they will form a new gateway to the City. As discussed in the Development Strategy chapter of this Local Plan, the wider Tipner-Horsea Island area is one of the two principal sites identified in the Southampton and Portsmouth City Deal. A map of Tipner East is shown as figure 4.3.

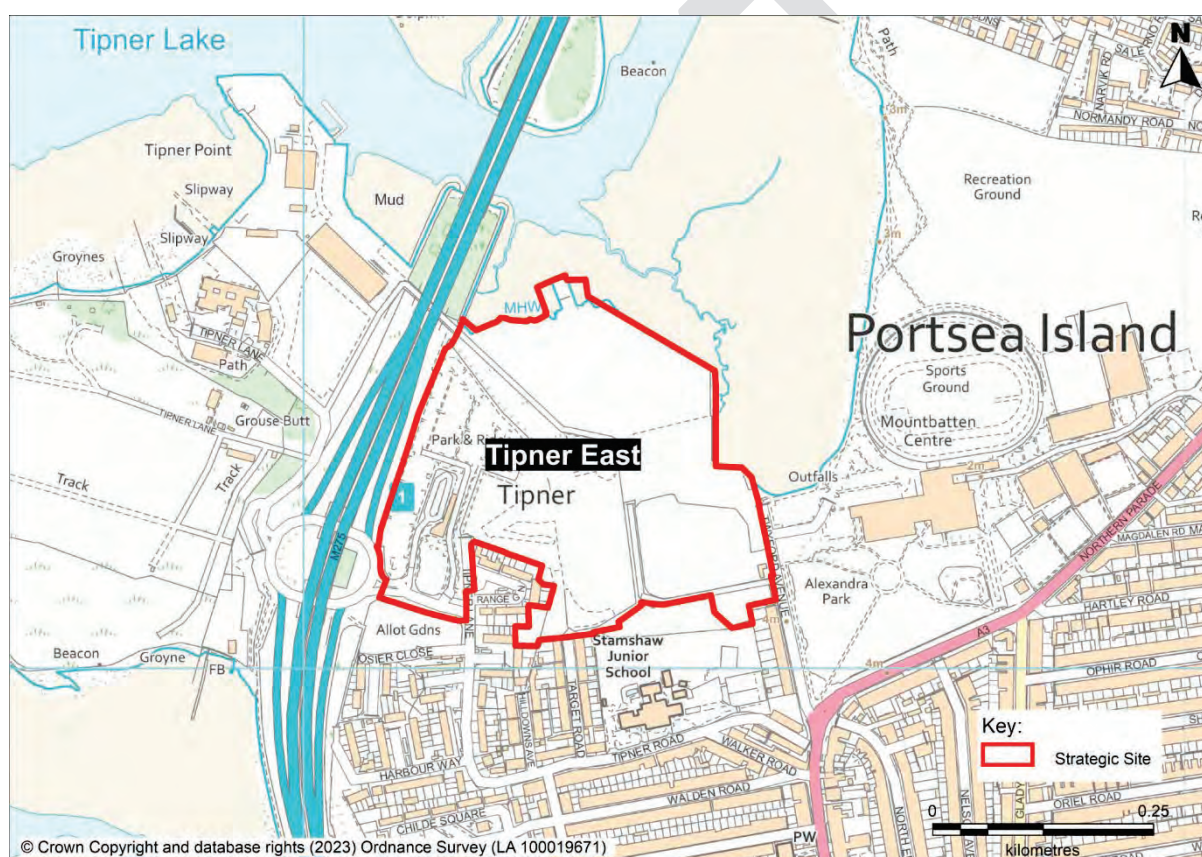


Figure 4.3: Map of Tipner East

4.40 The site is subject to a number of key constraints. It is adjacent to Portsmouth Harbour Ramsar, Portsmouth Harbour SSSI, Portsmouth Harbour SPA and Dorset and Solent Coast SPA. The likely significant effects of development have been considered through the Habitat Regulation Assessment (HRA) and several specific development requirements are included in the allocation policy to ensure no adverse impact on the integrity of the international designations.

4.41 The site is flat and low-lying and part of Tipner East lies in flood zones 2 and 3. Tipner East is covered by the North Solent Shoreline Management Plan (SMP) (section 5aPI01). The Portsea Island Coastal Strategy Study (PICSS) was developed to build on

policies set out in the North Solent SMP. These plans and strategies provide recommendations for flood management measures that should be implemented to protect residents of Portsmouth from flooding. Further information can be found within the SFRA Level 2

- 4.42 A new sea wall path and adjacent open space will be a considerable asset to the development, but will need to be closed when high tides and strong winds combine.
- 4.43 The map shows the location of the strategic site between the M275 motorway and the local highway network and close to the City's main leisure centre and a local primary school. It is important that development proposals do not increase the risk of rat running with motorists diverting off the motorway through the local road network. The two points of access to the site are Twyford Avenue and Tipner Lane. Tipner East is well served by sustainable transport routes. The Pilgrims Trail and the King Charles III England Coast Path pass through the site along with National Cycle Route 22.
- 4.44 The site has a long history of polluting land uses dating back to the 1860s. At the time of writing (2023) the remediation works were underway in line with the Construction Environmental Management Plan approved for planning application (10/00849/OUT).
- 4.45 Tipner East has been the subject of a number of planning applications, which have in turn provided a substantial body of evidence for the site. This includes the Environmental Impact Assessment Scoping Opinion for residential development (22/00003/EIASCO) plus the application for 835 new homes from Vivid Homes (22/01292/FUL) and the application for 221 new homes from Bellway (21/01357/FUL) both of which have been approved pending the completion of legal agreements at the time of writing (Spring 2024). Further evidence on Tipner East is provided in the HELAA and the SFRA.
- 4.46 The development of a new multi modal transport hub for the City is a key component of the vision for Tiner East. The Government identified Portsmouth as one of several cities where concentrations of nitrogen dioxide are unlikely to be reduced without swift action. The City Council therefore introduced a Clean Air Zone in November 2021. The new transport hub at Tipner East should have a positive impact on air quality particularly at the City Centre Strategic Site allocated under Policy PLP6. The modal shift to more sustainable forms of transport outlined in Local Transport Plan 4 will reduce the number of private cars accessing the City Centre and encourage them to use the Park and Ride instead. The current Park & Ride facility opened in 2014 and provides 665 car parking spaces and a regular bus service into the City Centre. Outline consent was granted in 2022 for a multi-storey transport hub, which would replace the existing facility and provide a maximum of 2,650 car parking spaces along with ancillary commercial and leisure uses (22/00024/OUT). The new transport hub would serve the new residents and businesses of Tipner and facilitate lower on-site parking provision both here and in the City Centre. It will also help to meet the demand of car parking spaces from the nearby Portsmouth International Port and support the increase in cruise liners visiting the City. The City Council as the landowner and transport authority is actively seeking external partners and funding for the new transport hub.

Vision

4.47 In 2040, Tipner East will form a new gateway to the city along with Tipner West and will be home to a new healthy and happy community. People will live in good quality homes that are carbon neutral. There will be a new multi modal transport hub including a busy Park & Ride service to both the wider City and the international port. New climate resilient sea defences will defend the new community alongside the existing residents of north Portsea Island. Historic land contamination will have been prevented from leaching into the Harbour. The nationally and internationally designated saltmarsh and mudflat supporting populations of Brent Geese and wading birds will be cherished and protected. The whole Tipner peninsular will be home to a community where residents, workers and visitors co-exist in harmony with nature.

Strategic Site Allocation Policy PLP4: Tipner East



1. Tipner East, as shown on the Policies Map, is allocated for the mixed use development of the following uses:
 - a) A new community with up to 1,056 residential dwellings (class C3);
 - b) A new multi-modal transport hub with 840 m² ancillary commercial uses;
 - c) A number of commercial and community uses including a convenience store, a restaurant/café and a community space;
 - d) Flood defences in line with robust climate change scenarios.
2. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:
 - a) Create a new landmark gateway to the City of Portsmouth to be demonstrated through a suitably scaled conceptual site-wide masterplan with an accompanying design code framework that delivers beautiful place-making and has regard to the National Model Design Code;
 - b) Break down the barriers, both physical and perceived, created by the M275 motorway and Ports Creek. This will be achieved through the design of both buildings and spaces to create excellent connections with new development at Tipner West and the wider area;
 - c) Integrate green and blue infrastructure into the masterplanning and design of the development and seek to mitigate the urban heat island effect and uncomfortable/unsafe wind conditions;
 - d) Incorporate car-free streets wherever feasible with reduced car parking standards and enhanced cycle parking with 'Mobility as a Service' and sustainable transport modes prioritised;
 - e) Improve off-road accessible pedestrian and cycle provision linking Port Solent and Tipner to the City Centre, nearby public open spaces including Horsea

Island Open Space, recreational facilities including the Mountbatten Centre and other local shops and services;

- f) Provide safe and efficient vehicular access to and from the M275 and the surrounding non-strategic road network;
- g) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;
- h) Provide for public access along the waterfront where feasible and without causing unmitigated recreational disturbance to protected bird populations;
- i) Safeguard the routes of the Pilgrims Trail, the King Charles III England Coast Path and National Cycle Route 22 through the site;
- j) Any loss of supporting habitat identified in the Solent Waders and Brent Goose Strategy will be mitigated through the provision of replacement supporting habitat of equal or greater quality and quantity that fulfils the same special contribution and particular function of the areas lost or damaged for the same species of birds.
- k) A shadow, project level Habitat Regulations Assessment (HRA) will be required to be submitted along with the planning application(s) to the Local Planning Authority as competent authority. This must provide sufficient evidence for the Local Planning Authority to undertake an Appropriate Assessment, in consultation with Natural England, and to be satisfied that the mitigation measures proposed by the applicants would result in no significant effects upon the integrity of the National Site Network, whether alone or in combination with other plans and/or projects in the area;
- l) Deliver appropriate surface water and foul drainage infrastructure together with required nutrient neutrality and water usage mitigation measures to support the Environment Agency in achieving and/or maintaining at least 'Good' water quality status and to protect designated habitats within the Portsmouth Harbour Waterbody (pursuant to the Water Environment Regulations); and
- m) Deliver surface water management measures to make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;
- n) Future development of the site will require land raising and construction of flood defences. Their implementation should be informed by the SFRA Level 1 and 2;
- o) Mitigate and remediate contamination from current and historic uses; and
- p) Whilst the City Council wishes to see a comprehensive development of the site, it recognises that planning applications may come forward separately or in phases. As well as complying with the development requirements set out above, all development proposals need to demonstrate consistency with other

permissions granted and emerging proposals. All development proposals will be supported by appropriate site phasing and sequencing strategies to ensure a holistic approach is taken to the development. Planning applications will need to demonstrate potential landscaping or other solutions for land comprising later phases in the event that such phases do not come forward within an agreed timeframe.

Supporting text

- 4.48 The purpose of this policy is to allocate Tipner East as part of a new gateway for Portsmouth with homes and a new multi modal transport hub for the City.
- 4.49 The housing requirement will deliver a high density scheme in a prominent gateway location, which will be served by the new multimodal transport hub. The commercial uses at the transport hub could include a café, convenience shop, car share office, bicycle rental and ancillary offices. The commercial and community uses for the new housing estate could include a local convenience store, a community space and remote working office space.
- 4.50 With its new multi modal transport hub, Tipner East should be an exemplar for sustainable transport with Mobility a Service. Sustainable transport routes should be safeguarded and vehicular access carefully managed to preclude the development of a rat run through the estate. A low car use approach should reinforce strong links to public transport.
- 4.51 The site is flat and low-lying and a small part of Tipner East lies in flood zones 2 and 3. It was assessed as part of the Level 2 Strategic Flood Risk Assessment, which made a number of recommendations to avoid and control flood risk.
- 4.52 Flood defences and ground raising will be required to enable development at this site. This should be informed by the SFRA level 1 and 2 and must incorporate detailed site specific wave overtopping calculations along with suitable calculations for freeboard.
- 4.53 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.
- 4.54 It is likely that there will be a loss of habitat that is functionally linked to the Solent SPAs / Ramsar sites namely Secondary Support Area 139 and Low Use Site P136. Furthermore, Low Use Sites P38 and P39 lie within 100 metres of the allocation boundary. All functionally linked habitat parcels lie in close proximity to the Portsmouth Harbour SPA/Ramsar, indicating that they are likely to be used by SPA/Ramsar waterfowl in order to minimise energy expenditure. Non-breeding bird surveys between October and March (typically two survey seasons) will be required to inform the detailed design of the offsetting mitigation habitat that will be provided to ensure no adverse effect on integrity. All loss of this functionally linked land should be mitigated in line with Policy PLP42: Solent Waders and Brent Geese Sites and the Mitigation and Off-setting Requirements set out in the Solent Waders and Brent Goose Strategy and to the satisfaction of the local planning authority and Natural England. The planning application will need to be supported by a bespoke Habitats Regulations Assessment.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Enabling works and sea defence wall	2023-2024	Vivid are constructing the sea wall and associated infrastructure	Environment Agency	Underway
1,056 homes	431 (2025-2030) 625 (2030-2040)	Bellway and Vivid building out	Residential monitoring within the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
Transport hub with 2,650 car parking spaces and 38 bus services per hour	Phase 1 of 1 no. multi story car park and active travel hub by 2030; Phase 2/3 of 2 no. multi story car parks by 2035	PCC as landowner is actively seeking external partners and funding	Monitoring of the Local Transport Plan (LTP4)	Reserved matters application needs to be permitted by June 2025 to keep extant permission
716 m ² commercial floorspace	2030-2035	To be delivered along with the transport hub	Commercial monitoring within the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
840 m ² ancillary commercial uses at the transport hub	2030-2035	To be delivered along with the transport hub	Commercial monitoring within the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions

Table 4.3: Monitoring and Delivery Framework for Tipner East

Lakeside North Harbour

Introduction

4.55 Lakeside North Harbour is Portsmouth's premier business location, which won Business Park of the Year in 2022 and Workplace of the Year in 2023 at the South Coast Property Awards. It is a key employment site within the sub-region, hosting businesses from a range of sectors including finance, legal, I.T, research and development,

marketing and public bodies and online retailers. It was originally built for IBM as a regional headquarters in the 1970s and has been owned by Portsmouth City Council since 2019. A map of the site is shown as figure 4.4.

4.56 Lakeside covers more than fifty hectares of land. One of its greatest assets is its parkland setting with a sizeable lake to the rear of the main buildings from which its name is derived. It currently comprises five, linked but distinct, offices known as Buildings 1000 to 5000. The main office campus is supported by on-site amenities located at Central Square as well as a Porsche car showroom, crèche facilities, a hotel and leisure centre and substantial surface car parking. It is bound by the strategic road network: the M27 to the south, A27 to the east and north and the M275 to the west. A shared footpath / cycle way runs to the north of the site, linking it to the City and the wider area, and a shuttle bus runs to the nearby Cosham District Centre.

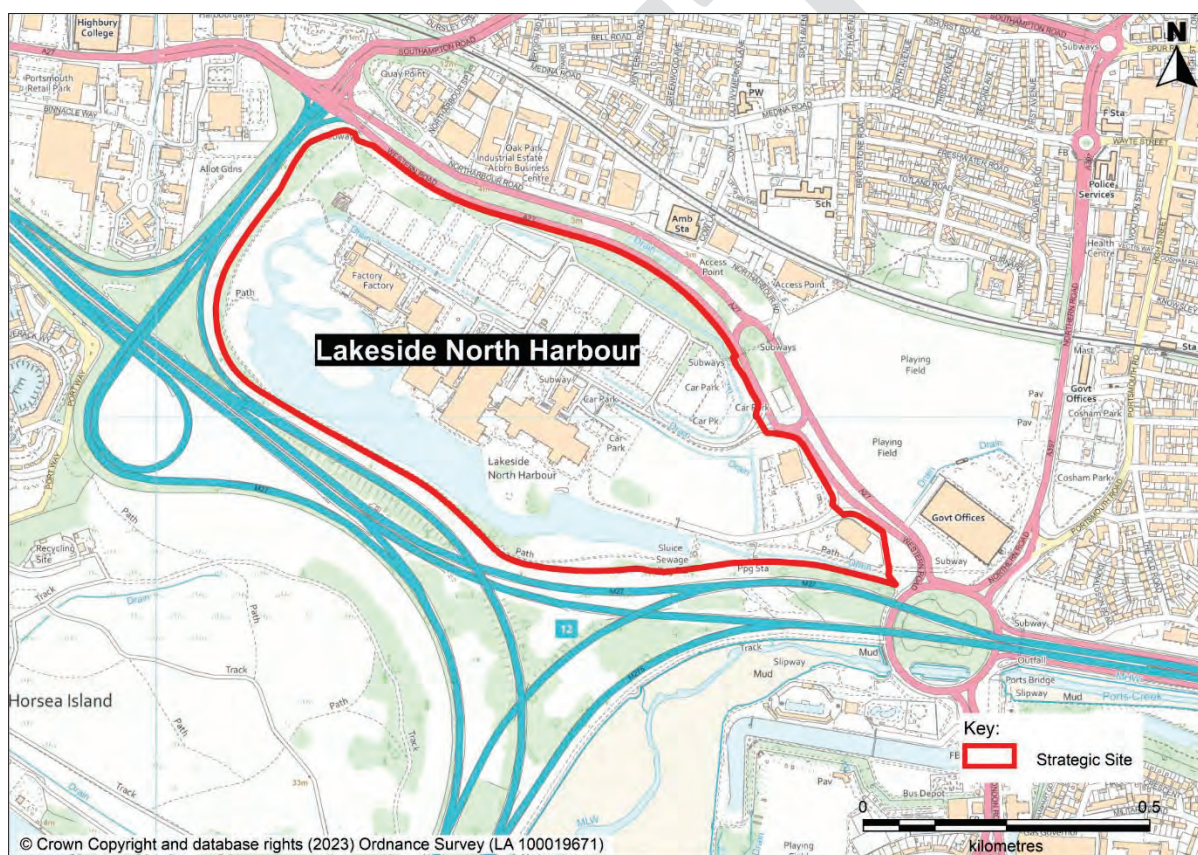


Figure 4.4: Map of Lakeside North Harbour

4.57 Lakeside has been assessed as both an existing and potential employment site in a number of studies including the Approach to Employment Land Study by the BE Group⁶⁸, which describes it as 'the primary location for B1 employment in Portsmouth'. The Business Needs, Site Assessments and Employment Land⁶⁹ Study by Lambert Smith Hampton describes 'the magnetic appeal of Lakeside (which) attracts the majority of occupiers seeking office space in Portsmouth'. Lakeside was assessed for its potential for commercial development in the HELAA and 50,000 m² of new office floorspace was

⁶⁸ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-employment-land-study.pdf>

⁶⁹ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-employment-land-study.pdf>

considered to be achievable due to its strong market appeal and well-managed and promoted image. The study noted that Lakeside commands prime rents as Portsmouth's premier office location and features an impressive occupier offer, facilities and efficient office layouts.

- 4.58 Lakeside was assessed in the Housing and Economic Development Needs Assessment⁷⁰ (HEDNA), which noted the high accessibility, high quality of the buildings and high quality parkland setting. In terms of the overall need and supply of offices in the City the HEDNA flags up an indication of a potential over-supply of office floorspace across the City unless there is a more pronounced return to office usage in the future. Lakeside is thriving as a business park with 94% occupancy as of summer 2023. This is in line with the 'flight to quality' whereby office tenants seek out prime office properties such as Lakeside. The HEDNA considered the allocation of the site for offices to be appropriate, but advised that a mix of other leisure, retail or commercial uses could be considered if new offices did not come forward during the plan period. It is therefore considered that the allocation will be implemented in the final five years of the plan period subject to market interest.
- 4.59 Planning permission has been granted for a number of development schemes at Lakeside over the years although not all of them have been implemented. This includes several highways and access improvement schemes including the formation of a new access road onto Western Road.
- 4.60 Lakeside was built on reclaimed land from the northern section of Portsmouth Harbour in the 1970s. This gives rise to a number of issues and challenges relating to biodiversity and flooding. Part of the site is designated as a Site of Importance for Nature Conservation (SINC) and is partially within an indicative high tide roost under the Solent Waders and Brent Goose Strategy (Secondary support area). The parkland provides opportunities for mitigating the impact of development on the SINC. It also provides considerable potential for on-site Biodiversity Net Gain. There are a number of trees on site of significant value, which are worthy of protection including some elms, which host White Letter Hairstreak Butterflies.
- 4.61 Lakeside is currently located entirely within flood zone 1. However, it is estimated that in 2122 much of the site will be in flood zones 2 and 3a. The site was assessed in the Level 2 Strategic Flood Risk Assessment, which made a number of recommendations to avoid and control flood risk. These are carried forward to the development requirements for the allocation.
- 4.62 Since Lakeside is a business park located on the edge of the City, one of its business attractions is the substantial on-site car parking available for employees and visitors to the site. In order to promote sustainable modes of travel to and from the site, all development proposals to expand the business offer must safeguard and where possible enhance pedestrian and cycle links to the City Centre and Cosham. The Strategic Transport Assessment has examined the benefits of the creation of a new access on to the Western Road (A27); these proposals have been identified as highly beneficial in enabling the site to be developed in a manner which addresses potential significant congestion on the adjacent local and strategic road networks and further details of the

⁷⁰ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/4-Portsmouth-HEDNA_Final-Report-Dec-2023-CONFIDENTIAL-1.pdf

supporting assessments are set out in the Transport Study and the Infrastructure Delivery Plan supporting the Local Plan.

4.63 The site is allocated for a total of 50,000 m² of new office floorspace in this Local Plan. The majority of the allocation would be through the intensification of the site with the re-development of a proportion of the extensive surface level car parking. This is considered suitable due to the proximity to bus, rail and cycle lane connections, and the likely continuation of home and hybrid working. The remaining part of the allocation is currently open grassland located between Building 1000 and the newly completed Village Hotel and Porsche Showroom. The site owner is working on a masterplan for the site and it is important that all development proposals are brought forward in a coordinated manner.

Vision

4.64 In 2040, Lakeside will still be the premier location for high quality business space in Portsmouth. It will be a thriving hub for new and expanding businesses set within a campus location where parkland and waterways are of recognised ecological value and where sustainable travel links to the City and wider locality are achieved.

Strategic Site Allocation Policy PLP5: Lakeside North Harbour



- 1. Lakeside North Harbour, as shown on the Policies Map, is allocated for 50,000 m² of new office floorspace class E(g)(i)**
- 2. If a robust marketing campaign of at least twelve months, its scope having been agreed in writing in advance by the local planning authority, clearly demonstrates that there is insufficient market demand for new offices at this location, development proposals for other commercial uses that complement the existing office park will be allowed.**
- 3. A new secondary access point at Lakeside to be provided on to the Western Road (A27) in accordance with the general arrangement plan (figure 12/GB01T23C11-dwg-101-8.1 in Appendix H) of the Strategic Transport Assessment, or such alternative as may be developed and agreed with PCC Highways.**
- 4. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:**
 - a) A masterplan and design code for the whole site should be prepared, submitted and approved as part of a site-wide planning application, to ensure that all future development at Lakeside is brought forward in a holistic manner;**
 - b) A high standard and quality of design is achieved which is sympathetic to the existing high quality, campus-style setting of the business park and the areas and networks of recognised ecological value;**
 - c) An Employment & Skills Plan for both the construction and occupation stages of the development shall be submitted with planning applications or otherwise agreed in writing through either a planning condition or s106 legal agreement, prior to the start of development;**

- d) To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked (Candidate Site P138) to Solent's SPAs / Ramsars. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity. Appropriate avoidance and mitigation measures to be provided to the satisfaction of the local planning authority and Natural England;**
- e) Biodiversity Net Gain of at least 20% is demonstrated as deliverable through the development and secured in perpetuity (at least 30 years) on site;**
- f) An Arboricultural Impact Assessment, Arboricultural Method Statement and associated Tree Protection Plan is submitted and implemented that protects trees throughout the site;**
- g) A site specific Flood Risk Assessment will be prepared in accordance with the recommendations of the Strategic Flood Risk Assessment Levels 1 and 2 supporting this Local Plan;**
- h) Flood management measures should be incorporated within the site in accordance with the SFRA Level 1 and 2 to reduce the risk to more vulnerable development and key infrastructure now and in the future;**
- i) Proposals for surface water management should make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
- j) The provision of a Sustainable Drainage System (SuDS) to mitigate the risk of surface water flooding;**
- k) Evidence is provided of the current and historical contamination of the site and provision made for any necessary remediation to the satisfaction of the local planning authority;**
- l) Effective access arrangements that are safe and suitable for all users;**
- m) A Travel Plan to minimise car use by current and prospective occupants of Lakeside and to maximise use of sustainable modes of transport;**
- n) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan.**

Supporting text

- 4.65 The purpose of this policy is to allocate land for the expansion of Lakeside and consolidate its position as the City's premier business location.
- 4.66 The provision of 50,000 m² of new office floorspace at Lakeside will provide opportunities for Portsmouth's premier business park to provide more first class accommodation for businesses in South Hampshire. It is expected that the office development would come forward towards the end of the plan period.
- 4.67 Other commercial development will be permitted if robust evidence is provided that there is no market interest in new offices on the site. A marketing period should be agreed in writing in advance with the local planning authority and should follow as a minimum the requirements set out in Appendix 4 of the Local Plan.
- 4.68 The site was found to be unsuitable for housing both in the HELAA and the HEDNA for two overarching reasons. Firstly, housing would diminish the high quality business offer of Lakeside. Secondly, the site is not a sustainable location for housing as it is remote from local facilities, is bounded by busy roads and would be an isolated place to live.
- 4.69 The previous development proposals for the site included an indicative design for a new access point on to the A27 Western Road; this would take the form of a "left in, left out" junction which would allow westbound traffic from the site to avoid the existing main access. Testing undertaken as part of the Strategic Transport Assessment (STA) has shown that providing this access would have a significant beneficial effect on traffic circulation in the area (including significantly reducing the risk of "blocking back" of traffic in the peak hours toward the Portsbridge Roundabout). The exact form of the access would be subject to further discussion with PCC Highways and amendment to reflect any new site Masterplan, however, figure 12/GB01T23C11-dwg-101-8.1 in Appendix H of the STA shows the general arrangement of the required junction, and delivery of this infrastructure will be required as part of the wider scheme.
- 4.70 All development proposals for this strategic site should form part of a masterplan, which should include a design code to be agreed in writing by the local planning authority. It is important that the new business premises complement the existing buildings and enhance Portsmouth's premier office location in accordance with Core Policy PLP1.
- 4.71 The Portsmouth Economic Development and Regeneration Strategy seeks to address skills and education deficiencies in the City. Employment and Skills Plans at both the construction and occupation stages of development are a practical way that local people can benefit from development. Advice should be sought from the City Council at the earliest opportunity on the matter.
- 4.72 The south eastern part of Lakeside is identified as Candidate Site P138 of the Solent Waders and Brent Goose Strategy. Surveys will need to be carried out in accordance with Policy PLP42: Solent Waders & Brent Geese Sites of this Local Plan and the Guidance on Mitigation and Off-setting Requirements⁷¹ Non-breeding bird surveys may be required between October and March (typically two survey seasons) to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting

⁷¹ <https://solentwbgs.files.wordpress.com/2021/03/swbgs-mitigation-guidance-oct-2018.pdf>

habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity in line with Policy PLP42 of this Local Plan and the Guidance on Mitigation and Off-setting Requirements and to the satisfaction of the local planning authority and Natural England.

- 4.73 The City Council is seeking the provision of 20% biodiversity net gain on strategic sites, which it owns. The parkland setting of Lakeside should provide ample opportunities to achieve this. This should be done in accordance with Policy PLP40 of the Local Plan and the version of the Government metric current at the time of the application.
- 4.74 There are a number of individual trees and groups of trees on the site that are of value and worthy of retention. Over two hundred of the trees are covered by individual Tree Preservation Orders (TPO) and there is one Mixed Woodland TPO. The findings of the Arboricultural Impact Assessment and Arboricultural Method Statement should inform the Tree Protection Plan to be agreed in writing by the local planning authority.
- 4.75 Lakeside is currently located entirely within flood zone 1. However, it is estimated that in 2122 much of the site will be in flood zones 2 and 3a. The site specific flood risk assessment should incorporate recommendations set out within both the SFRA Level 1 and 2 to demonstrate how flood risk will be managed to ensure that the development is safe over its lifetime. Flood risk management measures such as appropriate land raising will be required to enable development of more vulnerable uses, key infrastructure and safe access and escape routes. This should be informed by the SFRA level 2.
- 4.76 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.
- 4.77 Details of a suitable sustainable drainage system that mitigates the risk of flooding must be agreed in advance with both the local planning authority and the Lead Local Flood Authority.
- 4.78 Lakeside is located on an historic landfill associated with the reclamation of land in Portsmouth Harbour. Development at the site, including piling foundations, poses risks to groundwater from mobilising contaminants and creating new pathways for pollutants.
- 4.79 Lakeside is bounded by the strategic road network and there is a substantial quantum of surface level car parking. In order to service the new commercial premises planned for the site, a new access on to Western Road may be necessary. Any new access arrangements for the site should be agreed in writing with both the local planning authority and the local highway authority. It is important that non-motorised access is both protected and enhanced as part of any new access proposals.
- 4.80 All Travel Plans proposed for the site should comply with Policy PLP47: Movement and Transport of the Local Plan, the Local Transport Plan 4 (2021 –2038) and any successor documents and the Local Cycling and Walking Infrastructure Plan and any successor documents.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
50,000 m ² new office floorspace	2035-2040	Private sector development in response to business interest	Through the development Management process; working in partnership with developers and land owners	If lack of interest is demonstrated in new office floorspace through a robust marketing campaign then other commercial uses will be allowed

Table 4.4: Monitoring and Delivery Framework for Lakeside North Harbour

Portsmouth City Centre

Introduction

4.81 Portsmouth City Centre is recognised as a focal point for new development and regeneration for the City and the sub-region. Given its importance to the City and wider region, the Council is committed to the regeneration of the City Centre to create a thriving, attractive, and vibrant environment for its residents, businesses and visitors. A map of the site is shown as figure 4.5.

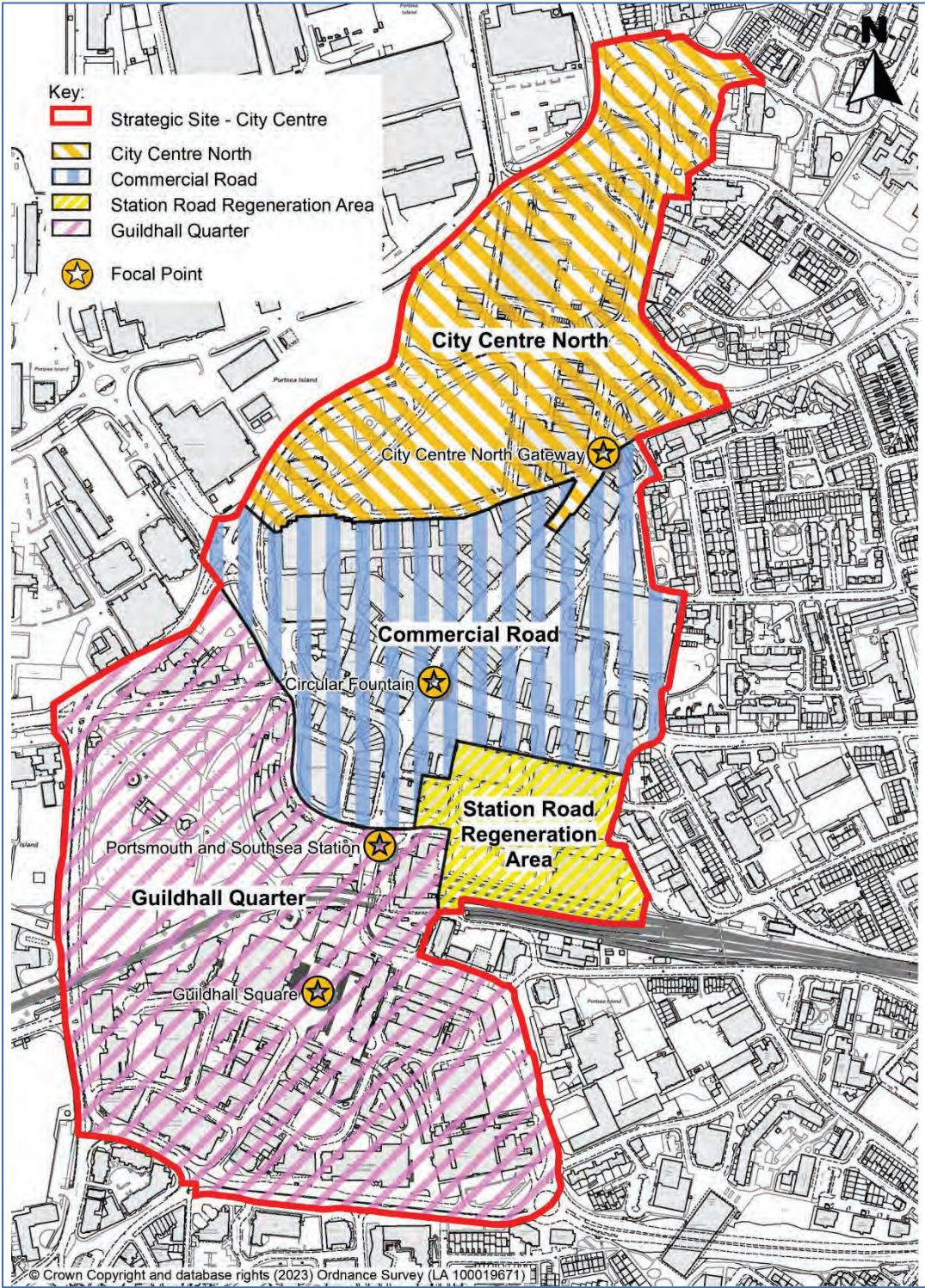


Figure 4.5: Map of Portsmouth City Centre

4.82 Located to the centre-west of Portsea Island, the City Centre is an area of some 60 hectares extending from Hope Street in the north to Guildhall Walk and Winston Churchill Avenue to the south. Directly adjacent to the west of the City Centre lies the HM Naval Base. To the east and south lies the respective residential areas of Buckland, Landport and Somerstown. At the heart of the City Centre is the Commercial Road shopping area, which also includes the shops and commercial uses on Arundel Street and in the Cascades Shopping Centre. To the south of Commercial Road lies

Portsmouth & Southsea Railway Station, itself a Grade II listed building, with a railway viaduct forming a physical barrier to the area to the south. This area has seen some recent development in the form of purpose-built student accommodation. To the west lies the ever popular Victoria Park (Grade II listed Park and Garden) and Portsmouth St John RC Cathedral (Grade II listed building). The southern area of the City Centre comprises the civic areas of the Guildhall and its square. Opposite the Guildhall lies the Civic Offices. To the South is Guildhall Walk, which is known for its cultural and leisure offer with pubs, restaurants and cafes plus it is the home of the refurbished and extended New Theatre Royal. Adjoining Winston Churchill Avenue are the law courts, the police station and student accommodation.

4.83 The site is currently located within flood zone 1, although it is predicted that by 2122 the southwest portion of the site will be located within flood zones 2 and 3. More vulnerable development should provide mitigation and ensure safe access in these locations. Development should take account of the recommendations set out within the SFRA Level 2, in particular, relating to surface water flooding.

4.84 It is considered that, through long-term redevelopment, the City Centre has the potential to become a diverse, vibrant and attractive area that has the capacity to deliver a large number of new homes, business premises, social/leisure venues and community facilities. This will make a major contribution to meeting the City's development needs and strengthen the identity and vitality of the City Centre and its economy including both the daytime and nighttime activity.

4.85 There have been several attempts to redevelop the City Centre North, which lies north of Charlotte Street. The area occupied by the former Tricorn Centre was proposed for redevelopment in the 2000's as a retail led scheme. Changes in the retail market away from high street retailers and to online shopping combined with the late 2000's recession meant that these proposals were not realised. In 2013 the City Council published a City Centre Masterplan⁷². This sets out a development strategy for the City Centre, including an approach to development for the following specific areas:

- Commercial Road Shopping Area: Proposals focused on the reconfiguration of the road network to improve pedestrian connectivity, the delivery of environmental improvements to Commercial Road including the pedestrianisation of Edinburgh Road and Commercial Road south to create a new space for the city centre's market.
- North of Market Way: Proposals for this area focused on the reconfiguration of the road network and improve pedestrian and public transport.
- Station Square and Station Street: Proposals for this area included the development of a business hub for the City supporting at least 10,500m² of office space, and encouraged the creation of a transport interchange on Station Street.
- The Guildhall Area: Proposals for this area were for the Guildhall to become the heart of the City's civic and cultural life. Guildhall Walk was identified for its early evening economy role. Though restrictions to the amount of drinking establishments, takeaways and nightclubs were also proposed.

⁷² <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-city-centre-masterplan-supplementary-planning-document-SPD.pdf>

4.86 In 2021 the City Council published a City Centre Development Strategy⁷³. The Development Strategy set out 12 design principles for the City Centre to be Welcoming, Connected, Diverse, Delightful, Beautiful, Green, Healthy, Safe, Enduring, Resilient, Intelligent and Playful. The Development Strategy divided the City Centre into five areas with proposals for each. The areas were as follows:

- Landport Gate (north of Hope Street) - For this area the Development Strategy considered a mix of residential and employment options across a number of blocks of up to 20 storeys in height.
- New Landport (between Charlotte Street and Hope Street) - For this area the Development Strategy proposed a residential led mixed use development including commercial and civic uses. The Strategy proposed development heights of between 3 and 10 storeys in this area.
- Paradise (Commercial Road and the surrounding retail areas) - For this area the Development Strategy proposed retail at ground floor level with residential above in buildings of up to 6 storeys. The Strategy also proposed a new park within this area of the City Centre.
- Work Station (bordering Stanhope Road and Station Road) - For this area the Development Strategy proposed a mix of commercial and residential buildings in a range of between 6 and 20 storeys. In addition a new square / public open space was proposed for Portsmouth and Southsea Station.
- Guildhall and Victoria (north of Winston Churchill Avenue / south of Portsmouth and Southsea Station and Victoria Park) - For this area the Development Strategy proposed a residential led mix of uses in the 4 to 15 storey range.

4.87 Since the City Centre Masterplan and City Centre Development Strategy were written there has been a significant amount of new and proposed development proposed in the City Centre. There has been significant purpose-built student accommodation built in the City Centre including Catherine House, Stanhope House and Crown Place. Some of the most notable proposals coming forward include the: Outline planning application (22/01243/CS3) for City Centre North which proposes the demolition of existing buildings and the construction of up to 2,300 residential units, and up to 10,000 m² non-residential uses. City Centre North also proposes the realignment of the Road network, most notably the diversion of traffic onto Hope Street and developing part of the area currently occupied by Market Way. There have also been proposals for residential and hotel uses for the Slindon Street Post Office (20/00407/OUT / 20/00152/FUL) and proposals for residential / hotel development at land adjacent to Catherine House (17/01807/FUL). There are also further proposals in pre application planning for the former Debenhams site and former Matalan sites.

4.88 There is a range of evidence based studies supporting the allocation of this strategic site. This includes the HELAA, which identified a total of thirteen sites in the City Centre with potential to deliver 4,158 dwellings and 20,000 m² of gross employment floorspace (1,546 m² net gain when losses are taken into account). The Portsmouth Emissions Based Assessment⁷⁴ looked at the City Centre because poor air quality is a recognised issue with three AQMAs designated in the vicinity (7, 11 and 12). The assessment found that there is a predicted increase in NO_x in the short term impacting parts of AQMA 11,

⁷³ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Portsmouth-City-Centre-Development-Strategy-Jan-21_compressed.pdf

⁷⁴ <https://www.portsmouth.gov.uk/newlocalplanevidencedocx>

however it is expected that the NOx emissions will substantially decline across the plan period, due to changes in the vehicle fleet. Further detailed modelling may be needed to investigate if additional short-term mitigation is required.

Vision

4.89 In 2040, Portsmouth City Centre will fulfil its potential as a centre of culture and creativity for the City. There will be a thriving business and retail offer centred around Commercial Road and enhanced cultural provision focused on Guildhall Square and Guildhall Walk. The new park at City Centre North and the historic Victoria Park will, along with tree lined thoroughfares, make it a green and pleasant centre for residents and visitors. People will live in good quality homes, which are carbon neutral and located close to jobs and bustling services. People will make fewer journeys by car and instead will make use of new and improved public transport connections including the enhancing Portsmouth and Southsea Train Station. Rapid Transit Improvements will provide easy access to wider South Hampshire including its two national parks, London and the continent. It is the home of Portsmouth University, which will be one of the top one hundred young universities in the world. Overall, the new City Centre will be a green cultural centre for the City, which is home to a happy, healthy and thriving community.



Strategic Site Allocation Policy PLP6: Portsmouth City Centre

1. Portsmouth City Centre, as shown on the Policies Map, is allocated for the comprehensive mixed-use development of the following uses:
 - a) 4,158 dwellings;
 - b) 20,000 m2 office class E(g)(i) floorspace (1,546 m2 net)
 - c) A new 2.9 ha park at City Centre North.
 - d) Culture, arts, civic and leisure uses;
2. Development proposals for the above named uses will be permitted provided that where appropriate they meet the following site-specific development requirements:
 - a) Enhance the range of City Centre commercial uses;
 - b) Protect and enhance the existing open spaces as shown in figure 4.5;
 - c) Improve pedestrian and cycle connectivity to the surrounding residential areas;
 - d) Incorporate car-free streets wherever feasible, with 'Mobility as a Service' and sustainable transport modes prioritised;
 - e) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;

- f) **Take opportunities to improve air quality and mitigate negative impacts on air quality in the adjoining AQMAs;**
 - g) **Evidence is provided on the current and historical contaminative uses of the site and provision made for any necessary remediation;**
 - h) **Complement the proposals set out in the University of Portsmouth Estate Masterplan where relevant;**
 - i) **Major development in the City Centre should demonstrate how its design enhances the centre's appearance and considers the needs and safety of all its users including reducing crime, through the provision of a design code;**
 - j) **Major development including major commercial development should provide an employment and skills plan to demonstrate how the proposals provide opportunity for local workers;**
 - k) **Major Development should provide a travel plan to demonstrate how it is contributing to a shift to sustainable and public transport in in the centre; and**
 - l) **Development protects trees within the City Centre and takes opportunities to plant more and provide enhanced greening.**
 - m) **Major Development should provide a travel plan to demonstrate how it is contributing to a shift to sustainable and public transport in in the centre;**
 - n) **Development protects trees within the City Centre and takes opportunities to plant more and provide enhanced greening.; and**
 - o) **An Arboricultural Impact Assessment, Arboricultural Method Statement and associated Tree Protection Plan is submitted and implemented that protects trees throughout the site;**
- 3. Proposals for the comprehensive redevelopment of the City Centre North (as shown in figure 4.5) for 2,300 dwellings and 20,000 m² of new office floorspace and provision of a new green space will be supported. These proposals will have to demonstrate that they create a new residential community with a focus on delivering integrated green space, connectivity and promote community integration. Proposals at the City Centre North Focal Point should look to create a gateway to the City Centre North Development linking it to the northern end of Commercial Road. Proposals in City Centre North should include the following elements within a master plan; a Large Urban Green green space; Improved Connections to wider neighbourhoods and amenities; Streets and Squares for play and socialising; commercial opportunities; a new Primary Mobility Hub at Commercial Rd; and creation of a cyclable and walkable neighbourhood. Biodiversity Net Gain of at least 20% is demonstrated and secured in perpetuity (at least 30 years) on site. Proposals must take into account the character and significance of the Mile End Conservation Area by minimising harm to the significance and appreciation of the conservation area, and responding sensitively to St Agatha's Church (Grade II*) and All Saint's Church (Grade II) in terms of massing, scale and orientation.**

- 4. Proposals falling within the City Centre Commercial Area (as shown in figure 4.5) should include town centre uses at ground floor level. Proposals which retain and enhance active frontages in this area including outside / street seating will be supported. Outside of the commercial frontages schemes that deliver high-density mixed-use development will be permitted provided they improve connectivity between the retail area, and the surrounding areas and contribute to a modal shift to sustainable transport. Proposals within this area should provide space to accommodate and avoid negative impact on the markets which use Commercial Road. Interventions at the Arundel Street Focal Point should protect and enhance the fountain and take opportunities to utilise the space for cultural events.**
- 5. Development within the Station Road Regeneration Area (as shown in figure 4.5) will be permitted where they provide a significant contribution to the City's housing and other needs by providing good quality, high density and tall buildings. Proposals impacting the area around Portsmouth and Southsea Train station should contribute to improved connectivity and street scene within the City Centre, without unacceptable harm to the historic environment. Proposals in this area should create a gateway to the City linking the commercial core around Commercial Road to the Cultural and Civic Centre focused on Guildhall Square and Guildhall Walk.**
- 6. Proposals within the Guildhall Cultural Regeneration Quarter (as shown in figure 4.5) will be permitted where they contribute to the existing mix of cultural, civic and town centre uses. Development within this area should protect and enhance the significance including the setting of heritage assets and look to raise the overall quality of the area's built environment. By sensitively incorporating the area's listed buildings and responding positively to their significance and the wider historic environment, proposals should help to enhance the character and appearance of and the Guildhall & Victoria Park Conservation Area. The Guildhall Square and Guildhall Walk will be a focal point for cultural, community, and civic development. Proposals that reinforce this role will be supported. Proposals that create active frontage facing onto Guildhall Square will also be supported.**

Supporting text

4.90 The purpose of this policy is to shape new development within Portsmouth City Centre so that it will adapt and thrive into the future. The City Centre will be a culture and leisure destination and provide a large number of new homes and significant office space to meet the future needs of the City.

4.91 The City Centre is one of the main locations for residential (4,158 dwellings) and commercial (20,000m² sqm gross, 1,546m² net) development in the City to 2040. Within the City Centre there are a number of existing commercial buildings such as the Slindon St Post Office which are proposed to be reused for residential; this results in a reduction in the overall gain in office space. Within the City Centre that main area of development is expected to be City Centre North with provision for a total for 2,300 dwellings and all of the commercial floorspace. In addition to City Centre North, there is a cluster of residential development coming forward around Station Road, with large development sites at Debenhams, Matalan, the former sorting Office and adjacent to Catherine

House. In addition to these areas there is anticipated to be further infill housing development within the centre.

- 4.92 Proposals should protect and enhance the retail offer of the City Centre, as set out in Policy PLP28: Town Centres and have regard to enhancing / complimenting the main focal points for intervention as set out in this policy. It is anticipated that with current retail trends away from traditional big box retailers and the large scale of new residential development proposed in and around the City Centre that the role of the centre will change over the plan period. The City Centre will become more a culture and leisure focused destination with an increase in the food and drink offer and more independent retailers.
- 4.93 With the exception of Victoria Park there is little open space within the City Centre. It is important therefore that any proposals which impact the open spaces within the City Centre seek to protect and enhance these spaces and their role. This needs to include careful consideration of active frontages/ and access to these spaces as well as the visual impact of buildings on the spaces.
- 4.94 The proposals at City Centre North include the provision of a significant open space in the form of a new green space. It is important that any revised proposals retain this provision and consider carefully the green space's future users and potential for delivering biodiversity net gains.
- 4.95 The City Council is seeking the provision of 20% biodiversity net gain on strategic sites, which it owns. The City Centre North portion of the City Centre allocation is Council owned, and therefore a target for 20% BNG is being applied to this area. As the City Centre has a low baseline level of biodiversity, there is a significant opportunity to make a positive impact in increased biodiversity. This should be done in accordance with Policy PLP40: Biodiversity Net Gain and the version of the Government metric current at the time of the application.
- 4.96 Proposals should deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment; Infrastructure Development Plan and / or Local Transport Plan (LTP4). Any severe impacts on the highways network identified as resulting from development as part of the City Centre strategic site must be mitigated following a robust assessment and reduce the impact of traffic to an appropriate level. Any assessment must consider the projects included within the LTP4 and contribute to their delivery where appropriate.
- 4.97 Proposals should encourage a shift to more sustainable modes of transport incorporating 'mobility as a service' such as Electric Cycle and Scooter Hire and should incorporate increase cycle parking provision as set out in Policy PLP47: Movement & Transport.
- 4.98 Air quality in proximity to the City Centre Road network is a recognised issue and in response to this the City Council has implemented a Clean Air Zone which covers the City Centre Area which imposes charges on the most polluting vehicles. The Portsmouth Emissions Based Assessment⁵ found that there is a predicted increase in NO_x in the short term impacting parts of AQMA 11, however it is expected that the NO_x emissions will substantially decline across the plan period, due to changes in the vehicle fleet.

Development proposals should take opportunities to improve air quality and mitigate negative impacts on air quality in the adjoining AQMA's as required.

- 4.99 Proposals within the City centre should consider the provision of reduced levels of parking in line with Policy PLP48 and the emerging Parking Supplementary Planning Document, and inclusion of infrastructure for sustainable forms for transport in order to create further modal shift. Wherever possible development should include car free streets, which should link to the existing pedestrianised routes in the City wherever possible. Proposals for further pedestrianisation and for closing roads to private cars will be welcomed. Major Development should provide a travel plan as part of the evidence submitted in order to demonstrate how it is meeting these objectives.
- 4.100 Proposals on the southern edge of the City Centre should take account of the Estate Masterplan⁷⁵ produced by the University of Portsmouth, and developers should work positively with the University as the major landowner in that part of the City.
- 4.101 The City Centre is one of the least green parts of the City. Proposals should wherever possible retain tree cover, protect trees cover by TPO (TPO148, TPO0050, TPO069), and take opportunities to green both spaces and buildings in the City Centre through the use of the Urban Greening Factor in line with policy PLP38: Green Infrastructure.
- 4.102 Major development in the City Centre should demonstrate how its design enhances the centre's appearance and considers the needs of all its users, through the provision of a design code. This should include detailed consideration of the needs as defined through equalities impact assessment, and the protected characteristics of those users.
- 4.103 The following sections of supporting text relates to the areas and focal points identified in figure 4.5.

City Centre North

- 4.104 City Centre North currently comprises a surface level car park to the north of the Cascades formerly occupied by the Tricorn Centre, the site of a former Sainsbury's store and a number of tired commercial units and surrounding surface level car parks. In addition the listed church, of St Agatha's, falls within the site area. The area is proposed for significant redevelopment for 2,300 dwellings, and 20,000 m² of commercial floorspace. The following paragraphs set out the key aspects of the development proposals.
- 4.105 A substantial new green space will create a new link between St Agatha's and All Saints Church with extended links to the south to Victoria Park and enabling future connections to the north creating a safe network of cycle paths and pedestrian routes. Creating green connections to the City through the implementation of green corridors, green spaces parks and playgrounds will be used to improve the well-being for the wider community as well as the residents on site. Green avenues will be created to reach out from the central green space and aim to link out to the wider city centre. These additional green spaces will aim to promote an active lifestyle whilst allowing the community to rediscover the local ecology. City Centre North is expected to deliver 20% Biodiversity Net gain, this is over and above the standard applied elsewhere in the City Centre and wider City centre as a whole as the site in City Council ownership and the Council

⁷⁵ <https://www.port.ac.uk/sites/default/files/2022-10/uop-estate-masterplan-section-3-and-4-sep-2016.pdf>

intends to take a proactive approach to Biodiversity on its assets. Proposals should protect and incorporate the existing mature trees on the eastern side of Flathouse Road, which the City Council is proposing to protect with TPO's.

4.106 City Centre North is the single largest development site in the City with the potential to deliver 2,300 dwellings. In order to do this the development will need to make careful use of both density and height. Proposals will need to carefully consider how larger buildings fit within the setting of the area. The northern part of the City Centre North site is potentially suitable for larger / taller buildings. Consideration will need to be given to the interaction with Hope Street and the Dockyard, as well as the frontages facing the new green space. There is potential within the scheme to create new landmark taller buildings, with heights of upwards of 20 storeys possible if well designed. An additional important consideration will be how development, especially any tall buildings, would impact on the character of the Mile End Conservation Area, including the birthplace of Charles Dickens, which is a Grade I listed building. This area manages to remain a haven of relative tranquillity. The Mile End Conservation Area Guidelines state that “The Conservation Area is separated from modern development by the boundary wall which blocks off Old Commercial Road at its southern end and serves both as a pedestrian entranceway into the Conservation Area and as a screen to mask the area from modern development”. The effectiveness of such screening needs to be considered when large scale development is proposed.

4.107 The development of City Centre North should encourage a modal shift away from the use of the private car to prioritise use of sustainable transport given the sustainability of its location. This should be done in a number of ways including: removing Market Way and associated junctions; ensuring pedestrian and other sustainable transport connection to the wider City Centre and City; creating slower routes along Commercial Road that connect back to Queen Street; allowing for a safer and more enjoyable Proposed Pedestrian Routes; providing safer route connections to the wider cycle network in Portsmouth; creating pedestrian routes around the Cascades Centre, Victoria Park, Flathouse Rd, Ferry Port, Commercial Road retail & Conservation areas.

City Centre North Gateway Focal Point

4.108 The large-scale development at City Centre North will need to connect to the City Centre at the northern end of Commercial Road. This gateway will play an important role in the success of both the City Centre North development scheme and Commercial Road as a retail destination. The gateway should look to use active frontages to blend commercial use into the City Centre North scheme and create a welcoming and accessible space for both residents of city Centre North and the wider area.

City Centre Commercial Area

4.109 The cultural and leisure destination of the City Centre Commercial area is focused on the key retail and commercial streets of Commercial Road and Arundel Street, as well as the Cascades Shopping centre. This area forms the Core Commercial Area of the City Centre allocation. Proposed uses, should include retail, commercial, leisure, and culture and service use as set out in Policy PLP28 Town Centres. Within the City Centre Commercial area proposals for non-town centre uses will need to be carefully considered to ensure they do not create adverse impacts upon the commercial role of the centre. Proposals should protect and incorporate the existing mature trees on Commercial Road which are being considered for future protection by TPO. Within much of this area non

town centre uses may be acceptable at above ground floor level only; Policy PLP28: Town Centres sets out the detailed requirements related to town centre use. The role of the centre is anticipated to change over the plan period as retail continues to move away from the traditional large national High Street retailers it is expected that the centre will have an increased independent retailer and food and drink offer. The proposal for significant levels of new residential development in the wider City Centre will support these types of business which in turn will support the culture and leisure offer of the centre. Proposals for these types of users in the centre will be supported. Proposals will also be supported for businesses creating additional active frontage and using the street for outdoor seating, where they accommodate the markets and other on street events.

- 4.110 Within this Area there are limited opportunities for large scale redevelopment due to a larger number of landowners and occupiers. The main exception to this is the site currently occupied by the Tesco superstore and NCP car park. This site has potential to deliver additional residential development in conjunction with a re-provided supermarket. There is opportunity to encourage a shift to sustainable transport modes in the City Centre through a reduction in the overall parking provision and improving the connectivity of the site to Commercial Road and Arundel Street, and to improve pedestrian linkage between the City centre and the adjoining Landport residential Area.
- 4.111 Within the City Centre Commercial Area there are two listed buildings namely St Agatha's and All Saints Churches. Proposals for redevelopment within this area must retain these buildings and respond sympathetically to their settings. The southern portion of the area borders the Guildhall & Victoria Park Conservation Area and proposals on adjoining sites should respond sympathetically to the park and the Cathedral.
- 4.112 Within the City Centre Commercial Area space will need to be set aside to accommodate the ongoing provision of the market. The Commercial Road Market currently runs every week on Thursdays, Fridays and Saturdays.

Arundel Street Fountain Focal Point

- 4.113 The fountain at the junction of Arundel Street and Commercial Road will be the focus of streetscene improvements. Interventions should protect and enhance the fountain and take opportunities to utilise the space for cultural events.

Station Road Regeneration Area

- 4.114 This Area of the City Centre has seen extensive redevelopment in recent years with more development proposed. The Area forms the setting of one of the main entrances to the City at Portsmouth and Southsea Station and links the commercial centre around Commercial Road to the City's main cultural offer around the Guildhall Square. The area was formerly characterised by mid twentieth century commercial uses of a moderate height with the exception of the former Zurich Building (now Catherine House) and the former Post Office Sorting Office. The Area has seen significant tall building construction in recent years, with Catherine House, Stanhope House, Crown Place and the Travel Lodge having all significantly increased building heights and densities in this area of the City Centre. In addition to the schemes that have already been developed significant further construction at height is proposed within this area of the City Centre including: Land adjacent to Catherine House (17/01807/FUL), at 19 storeys providing 147 dwellings and a 222 bed hotel; Debenhams site (subject to pre app) (partly in the City centre Commercial Area) for 523 units; The former Slindon Street Post Office

(20/00407/OUT) 19 Storeys providing 176 dwellings; Matalan subject to pre app for 615 dwellings over three towers.

4.115 This area of the City Centre has significant potential to deliver mixed use development at density and height including a large quantum of residential development. Proposed buildings of height and density should consider the setting of Portsmouth and Southsea Station (Grade II listed), the Cenotaph (Grade II* Listed, and Victoria Park Grade II listed). Advantage should be taken of the space created by the railway line to incorporate taller buildings. Proposals for development fronting Commercial Road Adjacent to Portsmouth and Southsea Station should have active ground floor frontage comprising town centre uses. This is intended to improve connection between Commercial Road and Guildhall Square connecting the two areas of the city.

Portsmouth and Southsea Train Station focal point

4.116 This area is key for the implementation of sustainable transport measures and promoting modal shift in the City Centre. The area in front of the Station has the potential to act as a significant gateway to the City, and proposals that enhance the setting of the station and improve the street scene / landscaping of the area will be welcomed. The Station building is listed, however, its quality has been impacted by later additions and poor maintenance, leading to it feeling unkept and unwelcoming. Enhancements to the Station building in order to improve its role as a gateway, and its legibility, permeability and accessibility for users will be encouraged. Commercial uses in the Station will be supported.

Guildhall Quarter

4.117 The southern portion of the City is the focus for cultural and civic offer of the City. In addition to the Guildhall itself, the Area includes the Civic Offices Central Library, New Theatre Royal, Law courts and numerous Portsmouth University buildings. The area includes a significant portion of the Portsmouth University Campus including both teaching buildings and student accommodation. This area of the City Centre is the focal point of its cultural and leisure offer.

4.118 Guildhall Walk connects to the southern side of Guildhall Square and as well as being the home of the New Theatre Royal forms a throughfare of cultural and entertainment uses and the supporting and complementary uses in the form of pubs and restaurants and cafes. Guildhall walk is well used by the wider population of the City most notably the student population and is one of the City's main cultural and evening economy destinations. Policy PLP28: Town Centres seeks to support opportunities to enhance and grow this part of the City's economy.

4.119 To the north west of the Guildhall and university campus lie Victoria Park and the City's Roman Catholic Cathedral. The Registered Park (grade II listed) is an important green space with a large number of mature trees, and historic monuments and features. It lies within the Guildhall & Victoria Park Conservation Area The park is protected by conservation area no 18 'Victoria Park'. The park is well loved, and used by the public, and is the only large area of public open space currently in this part of the city.

4.120 This area of the City is characterised by mid-rise development. The overall quality of the buildings is mixed although there are a number of buildings of high value with much of the area protected by conservation area status. Not every building is of a high quality

and there are areas of ground level paved parking within the area which do little to add to its setting. Proposals for development / redevelopment within this area of the City Centre should respect the character and setting of the Guildhall & Victoria Park Conservation Area (no.18) and aim to raise the overall quality of the townscape of the area through careful use of high quality materials reflecting the finer architectural examples around Guildhall Square and Guildhall Walk. Proposals for mid-rise development of a scale similar to the those in the vicinity should be sympathetic. Proposals will need to take account of the settings of heritage assets, which include among others Victoria Park (Grade II), the Grade II* Cenotaph and listed buildings along Guildhall Walk including the New Theatre Royal (Grade II*). These and other assets make an invaluable contribution to the character of the area and their heritage significance needs to be protected and better revealed through sensitive design.”

Guildhall Square - Focal Point

- 4.121 Guildhall Square is one of the most important and recognisable public spaces in the City Centre. It is already an attractive and well used space with a programme of events and is used as a setting for formal occasions by the University, City Council and the Royal Navy. The square also provides a strong civic function as well as adjoining key cultural and entertainment venues including the Guildhall and the Central Library.
- 4.122 The Square is also at the junction of key pedestrian routes through the City Centre particularly the north / south route from Commercial Road past the Station and into Guildhall Walk. The square is busy with a through-flow of people, particularly during the day and thought should be given to community safety after dark.
- 4.123 The Civic Offices are showing their age and do not meet modern standards for energy efficiency. In addition following COVID and the rise in working from home the offices are occupied to a lesser degree than previously. Any proposals for the redevelopment on the Civic Offices should provide an enhanced level of active frontage onto the Square to make more use of it as a space when not being used for events.
- 4.124 The Guildhall, Guildhall Square and Guildhall Walk should act as a focal point for cultural and civic activities and create enhanced connectivity between Commercial Road and Portsmouth and Southsea Station to the North and Guildhall Walk and the University to the south.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
4,158 homes	1,721 dwellings to 2030, 2,437 dwellings between 2030 and 2040.	Through the development Management process; working in partnership with developers and land owners	Housing number and Employment floorspace monitoring in the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and
Commercial floorspace 1,546 m²	2030-2040 years	Through the development	Housing number and Employment	

(20,000 m² Gross) office		Management process; working in partnership with developers and land owners	floorspace monitoring in the AMR	propose interventions
Provision of supporting infrastructure including but not limited to street scene improvements, new open space at City Centre North and improved provision for the market	2020-2040	Through the development Management process; working in partnership with developers and land owners	Infrastructure Delivery monitoring in the AMR in line with the requirements set out in the IDP	

**Table 4.5: Monitoring and Delivery Framework for Portsmouth City Centre
Fratton Park & the Pompey Centre**

Introduction

- 4.125 Fratton Park has been the home of Portsmouth Football Club (PFC) since 1899; its setting in the heart of the City and its historic structure means the site and its activities play an important cultural role in the City's identity. There has been a long and varied history to the redevelopment of Fratton Park and the surrounding land. The football club has explored numerous options to increase the capacity of the stadium, including the possibility of relocating to another part of the City.
- 4.126 The Council believes the accessibility in terms of the proximity to Fratton Railway Station with frequent train services to a variety of destinations, good bus routes and the number of residential units within walking and cycling distance of Fratton Park means that it remains the most sustainable location for a football stadium.
- 4.127 PFC has expressed aspirations to expand its seating capacity with a redeveloped North Stand being the preferred option. The stadium has a current capacity of 21,000, however a future expansion will seek to increase this to between 26,000 and 30,000 utilising the ancillary car park adjacent to the north of the stadium.
- 4.128 To the north of the stadium beyond the ancillary car park are several light industrial units which bound the southern side of Rodney Road. Several of these units are under the ownership of PFC. Residential dwellings located along Alverstone Road and Carisbrooke Road/Frogmore Road bound the east and south of the stadium.
- 4.129 An application (A*37086/AA) for the expansion of Fratton Park and wider development was approved in 2001, demonstrating the feasibility of future redevelopment. This proposed a 35,000 all seater stadium with supporting facilities including office/industrial/warehousing units; non-food retail; restaurants and associated vehicle parking.

- 4.130 The expansion of Fratton Park will seek to further increase the stadium's capacity and secure the long-term future of Fratton Park as the home of PFC. Regeneration of the stadium along with improvements to the public realm, accessibility and environmental quality would greatly improve the visitor experience of a key City landmark. Fratton Park will remain a presence at the heart of Portsmouth and its cultural identity will be secured.
- 4.131 As part of the redevelopment of the area, the property in the Club's ownership on the southern side of Rodney Road could also potentially support a mixed use residential-led development.
- 4.132 Associated uses facilitated by the expansion of the stadium could include small scale commercial, business or service such as conference and event facilities to allow growth of business on non-match days.
- 4.133 The Pompey Centre is a modern purpose built scheme developed in 2003 on 24.1 acres. It is located to the south-west, west and north-west of Fratton Park beyond Tesco which was developed following approval of planning application 14/00128/FUL in 2014. The Pompey Centre is an area of warehouse-style retail and trade outlets, including some large superstore units, fast food outlets, a hotel, leisure facilities, medical centre and residential units fronting Goldsmith Avenue and Fratton Way. Planning permission was granted in 2022 to subdivide Unit 4 (B&Q) to provide three new retail units. There is extensive surface car parking, much of which is currently underutilised. To better optimise the use of land, this area offers a great opportunity to deliver a high quality residential led mixed use scheme that will act as a gateway into Fratton Way.
- 4.134 The existing road layout and location of the railway line prevent easy pedestrian movement and cycle movements to and throughout the site. The locality is dominated by a car-based layout and vehicular movements. The road network, which is a popular east to west travel corridor is often highly congested along Goldsmith Avenue and Fratton Way. At rush hour and on match days this is exacerbated further and puts pedestrians at risk, especially those walking to the stadium. This in turn leaves a bland, unintuitive public realm for pedestrians with no notable green space or features.
- 4.135 Figure 4.6 is a map of Fratton Park and the Pompey Centre and shows an indicative off road pedestrian and cycle route through the site that connects the western and eastern extent and allows safe access for visitors using the train. This route will provide links to both the Pompey Centre and Fratton Park and deliver wider public realm improvements.

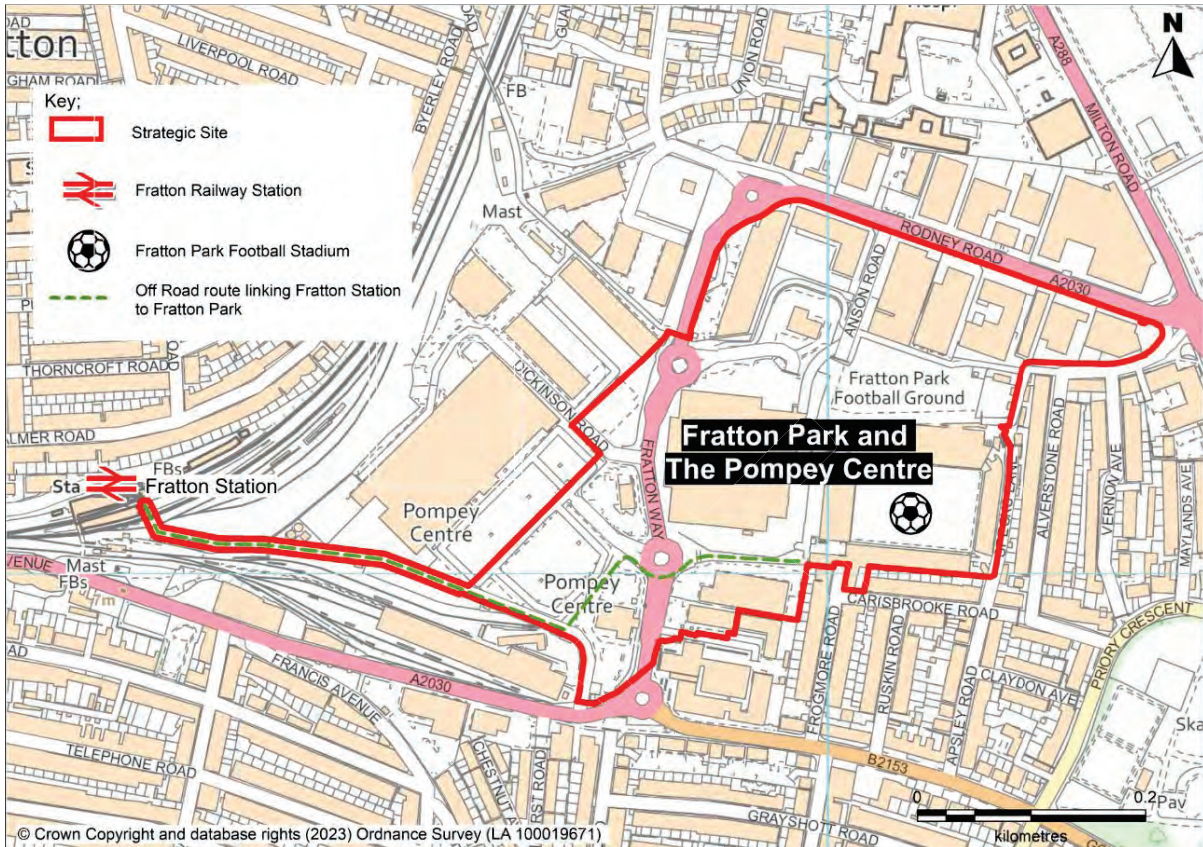


Figure 4.6: Map of Fratton Park and the Pompey Centre

Vision

4.136 In 2040, Fratton Park and the Pompey Centre will be a revitalised locality and a cultural hub. Fratton Park will remain the home of Portsmouth Football Club. A club run by its community, for its community. The football club will host games in a well-designed, expanded stadium. New homes and new jobs will encourage a thriving economy and new safe and accessible green links throughout the site will hand the area back to pedestrians.



Strategic Site Allocation Policy PLP7: Fratton Park & the Pompey Centre

1. Fratton Park and the Pompey Centre, is allocated for the mixed-use development of the following uses:

- a) Expansion to the north stand of Fratton Park Football Stadium to increase the capacity from 21,000 to between 26,000 and 30,000;
- b) Approximately 710 residential dwellings with ground floor active uses;
- c) Supporting hotel (approximately 145 rooms);
- d) Mixed conference and event facilities.

- 2. An appropriate, accessible off-road pedestrian and cycle route connecting Fratton Station to the Pompey Centre and Fratton Park shall be provided with wider public realm improvements. Development will be expected to integrate with this route.**
- 3. Development must incorporate active frontages and entrances that promote activity and successfully engage with the public realm particularly along the off-road pedestrian and cycle route and in other appropriate locations.**
- 4. Whilst the City Council wishes to see a comprehensive development of the site, it recognises that planning applications may come forward separately or in phases. It is important that the planning of the sites is co-ordinated. Therefore, developers will be expected to demonstrate how their proposals for a particular part of the site fits into the overall vision of the area, other permissions granted and emerging proposals. Planning applications will need to demonstrate potential landscaping or other solutions for land comprising later phases in the event that such phases do not come forward within an agreed timeframe.**
- 5. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:**
 - a) The design, height and density of development should integrate with and complement the existing context and character of the site and be developed in accordance with other policies within this plan;**
 - b) Effective access arrangements that are safe and suitable for all users;**
 - c) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;**
 - d) A Travel Plan and Transport Assessment must be submitted as part of any proposal. These must assess the potential transport impacts and implications, propose mitigation measures and identify opportunities to implement effective sustainable transport initiatives;**
 - e) The provision of Sustainable Drainage Systems (SuDS) in order to mitigate the risk of surface water flooding; and**
 - f) A network of interconnecting green and public access corridors throughout the site will be delivered to enhance the level of green infrastructure and encourage net gains in biodiversity.**

Supporting text

- 4.137 The purpose of this policy is to allocate land for the expansion and improvement of Fratton Park and to regenerate the wider area in order to greatly improve the local and visitor experience.
- 4.138 The poor pedestrian infrastructure and the busy nature of the local road network pose a risk to the safety of all pedestrians including locals, visitors and football supporters, especially on match days. Appropriate pedestrian and cycle access improvements should be delivered across the site as part of the overall public realm enhancement. The

delivery of an off road, safe pedestrian access route from Fratton Station to the Pompey Centre and Fratton Park will avoid the main road network and allow visitors to safely access the site without needing to use pavements adjacent to busy roads. This route is important in the delivery of this strategic site to ensure a safe environment for all and enhance pedestrian experience.

- 4.139 Development throughout the site should be designed to provide well defined entrances, active frontages and edges, taking advantage of opportunities for natural surveillance. This will ensure integration with and maximise the advantages of a new pedestrian link to the station and encourage residents and visitors to cycle and walk through the development.
- 4.140 Due to the various land ownerships within the strategic site, it is understood that development proposals may come forward independently of one another. This must not lead to the delivery of development within the strategic site that distinctly differs to other developments that may have come forward prior; or existing neighbouring built form. Effective collaboration between landowners must be evidenced to show how a holistic approach has been reached.
- 4.141 Applications should demonstrate through a robust design and access statement how development complies with a design code, which should be produced in collaboration with the Local Planning Authority and the local community. It is important that the new development complements and responds to the existing built form and enhances the historic and cultural identity of this locality. Careful consideration should therefore be given to design including but not restricted to building height, mass, density and materials.
- 4.142 To further improve safety for existing and future residents, detailed plans must be provided that show how safe access and egress will be implemented for all modes of transport. All Travel Plans and Transport Assessments for the site should comply with Policy PLP47 (Movement and Transport) of the Local Plan, the Local Transport Plan 4 (2021 –2038) Portsmouth's Parking Standards and Transport Assessment SPD the Local Cycling and Walking Infrastructure Plan and any successor documents.
- 4.143 Any new access or highways arrangements for the site should be informed by the Strategic Transport Assessment and agreed in writing with the Local Planning Authority, the Local Highway Authority and National Highways. It is important that non-motorised access is both protected and enhanced as part of any new access proposals. Parking arrangements must be delivered in accordance with the Parking Standards SPD and any successor documents.
- 4.144 The site as existing comprises a significant amount of hard landscaping and poor quality public realm, including a large amount of bland surface parking. The redevelopment of this area allows an opportunity to deliver green infrastructure and high quality public realm across the site. The route from the station to Fratton Park and the surrounding developments must incorporate an appropriate level of greening to create an attractive alternative to driving.
- 4.145 The provision of green infrastructure can also help deliver SuDS. This strategic site presents an opportunity to significantly reduce surface water run off by implementing appropriate levels of SuDS in accordance with Policy PLP32 of the Local Plan.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Expansion to the north stand of Fratton Park Football Stadium to increase the capacity from 21,000 to between 26,000 and 30,000	2035 - 2040	Through the development Management process; working in partnership with developers and land owners	Infrastructure monitoring in the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
Off road pedestrian and cycle route	Prior to occupation of homes and opening of Fratton Park expansion	Through the development Management process; working in partnership with developers and land owners	Infrastructure monitoring in the AMR	
460 residential dwellings	2030 - 2040	Through the development Management process; working in partnership with developers and land owners	Residential and employment monitoring within the AMR	
250 residential dwellings	2035 - 2040	Through the development Management process; working in partnership with developers and land owners	Residential and employment monitoring within the AMR	
Supporting Hotel and mixed conference and event facilities	Open for business when the Fratton Park Stadium expansion opens	Through the development Management process; working in partnership with developers and land owners	Employment monitoring within the AMR	
Small scale ground floor commercial/retail units	Open for business when the first homes and	Through the development Management process; working	Residential and employment monitoring	

	business premises are occupied	in partnership with developers and land owners	within the AMR	
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Table 4.6: Monitoring and Delivery Framework for Fratton Park & the Pompey Centre St James' & Langstone Campus

Introduction

4.146 The St James' and Langstone Campus strategic site is located in Milton, an area on the eastern edge of Portsea Island with a predominantly suburban character. The site itself consists of two main development areas. The first is the Grade II listed St James Hospital and its grounds which occupy the western part of the strategic site and is under multiple ownerships as shown on the map below. These include the developers PJ Livesey, Homes England and Solent NHS Trust. The second main area comprising the eastern part of the site is the former University of Portsmouth Langstone Campus (owned by the University of Portsmouth). A map of the site is shown as figure 4.7.

4.147 St James Hospital comprises a Byzantine Gothic hospital complex set in a wider parkland setting. The grounds of the hospital contain a number of ancillary buildings associated with the former mental hospital and medical use. Of particular note is the chapel designed by George Rake in the early English style. The hospital and the chapel both date to 1879 and are listed as Grade II. These buildings along with the surrounding landscape including mature trees, open spaces and vistas are the key contextual features for development to protect and respond to.

4.148 The main Grade II hospital building and some of its grounds are locally distinctive within the wider setting of Portsmouth, although they have become surplus to requirements. An application for redevelopment comprising 209 dwellings on the extent of land owned by PJ Livesey (formerly NHS Property Services) was granted planning permission in August 2023 following an appeal. The location of the development was considered sustainable by the inspector at appeal who stated that occupiers of the proposed development are unlikely to be dependent on the use of the car as the site is highly accessible to everyday shops and services by other transport means. The inspector also found that there would be no harm to highway safety in accordance with the Development Plan and the NPPF. Redevelopment of the whole site was modelled as part of the PCC Strategic Transport Assessment which demonstrates that the whole site will not have any cumulative severe impacts to road network, subject to identified network improvements.

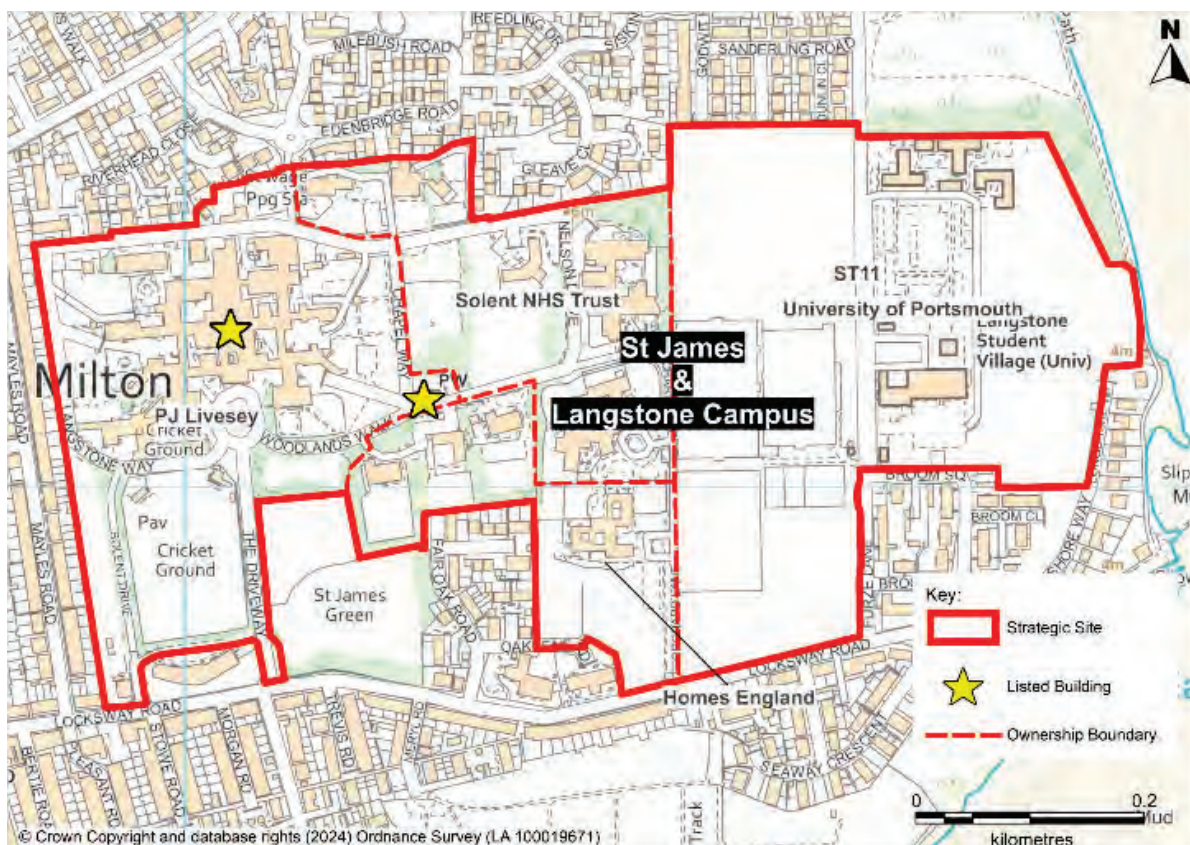


Figure 4.7: Map of St James' and Langstone Campus

4.149 To the southeast of the main hospital, beyond the chapel is a plot under the ownership of Homes England which is also available for redevelopment. This plot is occupied by the former Harbour School, various other buildings, including two curtilage listed villas, and areas of open space. This plot is currently under consideration for 107 dwellings (application reference 18/00288/OUT). The land to the north of this plot and to the east of the main hospital, held by Solent NHS Trust is both currently used and is to be retained for any potential future health related development that may be required. This parcel of land includes The Limes and The Orchards hospitals.

4.150 The former University of Portsmouth Langstone Campus occupies the eastern extent of the strategic site, extending to the coast and is within the ownership of the University of Portsmouth. It is sensitive in terms of nature conservation as it is located adjacent to Chichester and Langstone Harbours SPA, Solent Maritime SAC, Chichester and Langstone Harbours Ramsar site and Langstone Harbour Site of Special Scientific Interest (SSSI).

4.151 The former halls of residence were located centrally within this plot, although have since been demolished in the most part. 3/4 storey buildings occupy the northern extent of this brownfield strip with one high rise block remaining towards the south. To the east of this brownfield land adjacent to Langstone harbour is a large grass playing field which is also identified as a 'Core Area'⁷⁶ for Brent Geese and Solent Waders. To the west is a

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<https://hiwwt.maps.arcgis.com/apps/instant/minimalist/index.html?appid=f4bbd6fe517647cba8bf0f3b8cfb7c1b>

mix of grass and artificial playing pitches which are identified as Secondary Support Areas for Brent Geese and Solent Waders.

- 4.152 The Milton Common Local Nature Reserve Mitigation and Management Framework (2022)⁷⁷ seeks to mitigate any alone impacts caused by resultant recreational pressure from the development. The framework calculates a fee per dwelling that must be paid by the developer to allow improvements to Milton Common in accordance with the framework. This will encourage users here as opposed to the neighbouring SPA and SAC.
- 4.153 Most of the site is located within flood zone 1, although a small section of the site along the eastern coastline is located within flood zones 2 and 3. A sequential approach to development should be taken within the site. Portsea Island is covered by the North Solent Shoreline Management Plan (SMP) (section 5aPI01 and 5aPI02). The Portsea Island Coastal Strategy Study (PICSS) was developed to build on policies set out in the North Solent SMP. These plans and strategies provide recommendations for flood management measures to protect residents of Portsmouth from flooding. Further information can be found within the Portsmouth SFRA Level 2.
- 4.154 Despite the strategic site comprising two distinctively separate parcels of land; where feasible, efforts should be made to connect the two sites via walking and cycling routes to offer easy access for local residents across the entire site. This will allow access to shared open spaces, the coastline and any other facilities.
- 4.155 The St James' and Langstone Campus site falls within the Milton Neighbourhood Plan area. Further detailed policy guidance for the site can be found in the adopted Milton Neighbourhood Plan.

Vision

- 4.156 In 2040, St James and Langstone Campus will be home to a new healthy and happy community on the edge of Langstone Harbour. The site's rich cultural heritage and green spaces will be enjoyed by both residents and visitors.



Strategic Site Allocation Policy PLP8: St James' & Langstone Campus

- 1. St James & Langston Campus, as shown on the Policies Map, is allocated for the development of the following uses:**
- a) Approximately 417 dwellings including potential elderly person and sheltered accommodation;**
 - b) Healthcare facilities;**
 - c) Education facilities;**
 - d) Recreation, sports and other community facilities.**

⁷⁷ <https://www.portsmouth.gov.uk/wp-content/uploads/2023/12/Milton-Common-LNR-framework-aa-accessible.pdf>

2. Development proposals for the above named at uses will be permitted on the St James' part of the site provided that they meet all of the following site-specific and overarching development requirements:

- a) Retain, and conserve the significance and setting of St James's Hospital (Grade II listed), and the Chapel (Grade II listed), and all other heritage assets in the hospital grounds;**
- b) All proposed developments must be accompanied by a heritage statement;**
- c) The design and layout must conserve, or enhance and appropriately integrate into the locally distinct parkland landscape setting and open character of the site;**
- d) An Arboricultural Impact Assessment, Arboricultural Method Statement and associated Tree Protection Plan is submitted and implemented that protects trees throughout the site;**
- e) Integrate the following open spaces into new development to ensure public access is retained: The St James's Hospital Cricket Pitch, The Dog Park, land to the north west of the listed chapel and land to the east and west of Chapel Way;**
- f) Provides safe, permeable and convenient north-south pedestrian and cycle links from Locksway Road to Longfield Road and across the wider site; and**
- g) Provides off site highway network improvements including the junction improvements at Locksway Road / Milton Road and Milton Road / Goldsmith Avenue to improve traffic flow and reduce any highway safety concerns.**

3. Development proposals for the above named at uses will be permitted on the Langstone Campus part of the site provided that they meet all of the following site-specific and overarching development requirements:

- a) A Landscape and Visual impact assessment should be submitted to ensure there is no adverse impact on the coastal landscape and views into the site or out over Chichester and Langstone Harbour from the site;**
- b) Development must retain, where possible, playing pitches and fields;**
- c) Public access must be retained and enhanced to key open spaces and playing fields across the site;**
- d) The north-south bus/cycleway connection along Furze Lane is retained and enhanced; and**
- e) Safe, accessible off-road walking and cycling routes through the site are provided, linking areas to the north and south.**

4. Development proposals for the above named uses will be permitted provided that they meet all of the following site-specific development requirements:

- a) **Provision of appropriate mitigation for any direct recreational disturbance upon the adjacent Langstone and Chichester Harbour SPA, Solent Maritime SAC and any other nationally or locally designated habitat sites including supporting habitats;**
- b) **Proposals should meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended). The developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked (Core Area P23B, Secondary Support Area P25) to Solent's SPAs / Ramsars. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity;**
- c) **Flood management measures should be incorporated within the site in accordance with the SFRA Level 1 and 2 to reduce the risk to more vulnerable development and key infrastructure now and in the future;**
- d) **Proposals for surface water management should make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
- e) **The provision of a Sustainable Drainage System (SuDS) to mitigate the risk of surface water flooding;**
- f) **A Travel Plan and Transport Assessment must be submitted as part of any proposal. These must assess the potential transport impacts and implications, propose mitigation measures and identify opportunities to implement effective sustainable transport initiatives;**
- g) **Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;**
- h) **Provide pedestrian and cycle links throughout the site to allow safe and convenient movements across the full extent and to wider parts of the City.**

Supporting text

4.157 The purpose of this policy is to deliver high-quality development across the whole strategic sites taking into consideration its constraints and opportunities. This policy seeks to avoid fragmented development of a site that is under multiple ownerships. Instead, it seeks to deliver development that responds positively to the historic significance, local character, high quality landscape setting and important habitats.

4.158 The St James part of the strategic site is allocated for 297 residential dwellings with the University of Portsmouth owned part allocated for 120 residential dwellings. Education, recreation and community facilities will be delivered across the site.

St James

4.159 The strategic site contains two listed buildings, the hospital and the chapel, buildings of historic importance and other heritage assets. The hospital is a good example of a late Victorian asylum, with an impressive principal elevation, symmetrical plan form, communal hall, external airing courts and chapel set within a wider expansive landscape. It survives largely intact, though it has been much extended in the latter part of the twentieth century. Proposals should minimise harm to the architectural and historic interest of the building and allow the primacy of the main building to be retained. Proposals are encouraged to enable the building's heritage significance to be better revealed and appreciated. The chapel is little altered externally with some limited twentieth century alterations to the interior. It is of special architectural interest, much of which is seen in the exterior of the building. In addition to these listed buildings are other buildings of historic importance and other heritage assets, including the hospital grounds themselves (which are included on the Hampshire Gardens Trust Register and thus considered a non-designated heritage asset). Therefore, to ensure any development conserves or enhances these, a heritage statement must be prepared and submitted. This must assess and understand the significance of any assets and ensure that any subsequent design proposals carefully and sympathetically respond to the presence and significance of the assets.

4.160 The parkland landscape and character of the site is unique within Portsmouth and therefore, development must respond sensitively to the surrounding context in which it is located. A Design and Access Statement must be submitted which sets out how the development will sympathetically respond to, and integrate with the landscape, existing built form and heritage assets to ensure the areas distinctive character is conserved.

4.161 The hospital grounds contain a large number of mature trees and planting. Proposed development should retain and incorporate existing trees protected by Tree Protection Orders (TPOs) including TPO177 and TPO215. An Arboricultural Impact Assessment, Arboricultural Method Statement and associated Tree Protection Plan must be submitted as part of any application to ensure protection of important trees on site and set out any future management plans.

4.162 The hospital grounds currently contain a number of open spaces used informally by the local community for walking and recreation. As part of any proposed scheme, public access is to be retained and enhanced. This includes access to the existing listed Chapel and retention of the of Cricket Pitch as a public facility.

4.163 Informal pedestrian and cycle access through the site from Locksway Road to Longfield Road is enjoyed by the public is long established and this should be retained and enhanced as part of any development scheme. Public realm improvements should deliver inclusive active walking and cycling routes.

Langstone

4.164 The location of this strategic site offers the potential to deliver a residential-led scheme of the highest quality. Views out over Chichester and Langstone Harbour should be

enhanced and should be achievable throughout the site. Views from the coastline towards the site should be carefully considered to ensure the experience of people walking along the coastline is not diminished when looking inland. A Landscape and Visual impact Assessment should demonstrate how these views have been taken into consideration and incorporated throughout the development.

- 4.165 The playing fields which bound the eastern and western boundary of the former halls of residence at Langstone are used by both the University and several local sports clubs. It is important therefore that as part of any development, an appropriate level of open space is retained and enhanced to allow their continued use by the local community.
- 4.166 The Langstone Campus currently benefits from a north-south bus and cycle route (along Furze Lane) which runs between the University buildings and the western playing fields linking Locksway Road and Moorings Way. Development proposals for the Langstone Campus site would be expected to retain and enhance this link as part of any redevelopment for buses and cyclists. Further sustainable routes should be created linking to surrounding footpaths and cycle routes, providing a safe, attractive, permeable and convenient environment for both pedestrians and cyclists.
- 4.167 The central brownfield strip of land that was previously occupied by student halls of residence is the preferred location for future development. If robust viability assessments shows the need to extend the development boundary, this should be westward to avoid the flood zone and core area for Brent Geese. Reprovision of open space should be provided across the site where development results in a significant loss of existing open space.

Overarching development requirements

- 4.168 Measures must be taken to ensure that any direct recreational impact on nationally designated sites and supporting habitat is alleviated. The site contains Core and Secondary support areas for Brent Geese and is located in close proximity to several others. The developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity. Proposals will need to be determined in line with Policy PLP42 of this Local Plan and the Guidance on Mitigation and Off-setting Requirements. These include the Solent Waders and Brent Goose Strategy 2020, Milton Common Local Nature Reserve Mitigation and Management Framework 2022 and any subsequent guidance documents. Mitigation must also be to the satisfaction of the Local Planning Authority and Natural England.
- 4.169 It is estimated that in 2122 much of the eastern extent of site will be in flood zones 2 and 3a. A sequential approach to land use planning should therefore be applied within the site. The most vulnerable aspects of development should be steered towards the areas at lowest risk. A site-specific flood risk assessment should incorporate recommendations set out within both the SFRA Level 1 and 2 to demonstrate how flood risk will be managed to ensure that the development is safe over its lifetime. This may

include appropriate land raising and any other measures to protect more vulnerable land uses, key infrastructure and safe access and escape routes.

- 4.170 New development should discharge surface water runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.
- 4.171 A site specific Flood Risk Assessment will be prepared in accordance with the recommendations of the Strategic Flood Risk Assessment Levels 1 and 2 supporting this Local Plan;
- 4.172 This site presents an opportunity to provide significant net reduction in surface water run-off given the level of greenfield land on site. Details of suitable sustainable drainage systems that mitigate the risk of flooding must be agreed in advance with both the Local Planning Authority and the Lead Local Flood Authority. Surface water run off must be in accordance with Policy PLP32 of this Local Plan.
- 4.173 To further improve safety for future residents, detailed plans must be provided that show how safe access and egress will be implemented for all modes of transport. All Travel Plans and Transport Assessments for the site should comply with Policy PLP47: (Movement and Transport) of the Local Plan, the Local Transport Plan 4 (2021 –2038) Portsmouth's Parking Standards and Transport Assessment SPD the Local Cycling and Walking Infrastructure Plan and any successor documents.
- 4.174 Any new access arrangements for the site should be agreed in writing with both the Local Planning Authority and the Local Highway Authority. It is important that non-motorised access is both protected and enhanced as part of any new access proposals.
- 4.175 Parking arrangements must be delivered in accordance with the Parking Standards SPD and any successor documents.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
209 residential dwellings	2025 - 2030	Through the development Management process; working in partnership with developers and land owners	Residential monitoring within the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
88 residential dwellings	2025 - 2030	Through the development Management process; working in partnership with developers and land owners	Residential monitoring within the AMR	
120 residential dwellings	2030 - 2035	Through the development	Residential monitoring	

		Management process; working in partnership with developers and land owners	within the AMR	
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Table 4.7: Monitoring and Delivery Framework for St James' & Langstone Campus Horsea Island Open Space

Introduction

4.176 Horsea Island was an island located off the northern shore of Portsmouth Harbour. It has been gradually subsumed by reclamation and is now connected to the mainland. In the early 1970s, the eastern tidal mudflats of Paulsgrove Lake between Horsea Island and the mainland at Paulsgrove to the north were reclaimed, with much of the area destined to become a landfill site, the remainder to form the Port Solent leisure complex. In 1998 planning permission (A829932/AM) was granted for the recontouring and restoration of the former landfill site, in a number of phases as the landfill was closed, with the landfill not permitted to continue operating past 2008. The landfill site closed in 2006 and was allocated in the 2006 Local Plan as a recreational park with woodlands and meadows. A map of the proposed open space forms figure 4.8.



Figure 4.8: Horsea Island Open Space

4.177 The City Council and Veolia who hold the integrated waste management contract with the Council are currently carrying out an assessment to determine the exact extent of protections needed. Proposals will need to take account of this study.

4.178 The site is subject to remediation as permitted by application A*29932/AM, which required the provision of the Landscape Masterplan. This was submitted and set out the proposed approach for the site including the following mix for habitat types: woodland planting; amenity grassland; wildflower meadow and meadow areas with Gorse. In addition, areas of existing vegetation were to be retained. A map from the Landscape Masterplan forms figure 4.9.

4.179 The Masterplan also detailed proposed arrangements for public access including provision of a car park adjacent to the Household Waste Recycling Centre now permitted (17/O1191/FUL), a park road, cycleway and footpath network. It is anticipated that some of the proposals as set out in the Landscape Masterplan may have to be adapted to take account of the latest information related to the MoD's exclusion zone, updated environmental information and results of the work currently being undertaken in regard to retained gas infrastructure.



Figure 4.9: Permitted landscape masterplan for the eastern part of Horsea Island.

4.180 This policy is concerned with the former landfill site and its redevelopment and reuse for public open space. The southeastern portion of Horsea Island is covered by policy

PLP3: Tipner West and Horsea Island East, whilst Port Solent is allocated under policy PLP11.

4.181 The proposed Strategic Open Space is bordered to the south by the MoD Defence Diving School, to the west by Paulsgrove Lake, to the North and East by Port Solent and the M275 motorway and to the south east by the Horsea Island East site. The Strategic Site includes all of the Former Landfill including the land to the South of Marina Keep; The Household Waste Recycling Centre is being retained in its current use and is excluded from the site.

4.182 As discussed in the Development Strategy chapter of this Local Plan, the wider Tipner-Horsea Island area is one of the two principal sites identified in the Southampton and Portsmouth City Deal. The City Deal sought funding by bringing together the development sites at Tipner West and East, Horsea Island East and Port Solent in a unified strategy. The development of Horsea Island as an open space with improved public transport connectivity in the form of a new busway was integral to the City Deal approach, linking Port Solent and Horsea Island East. The Horsea Island Open Space will help to serve the open space requirements of the residents of Tipner West and will be accessed directly from Tipner via a proposed new bridge linking Horsea Island East and Tipner West. A map of the site forms figure 4.9.

Vision

4.183 In 2040, Horsea Island will host a large public open space as part of a green gateway for the City. It will be home to a wide range of plant and animal species alongside the adjoining protected Portsmouth Harbour. It will provide a significant new habitat for wildlife with many newly planted trees. The new open space will be used by the new residents of Tipner as well as residents of the wider City and visitors and provide significant green space on the doorstep of the existing communities at Port Solent and Paulsgrove. Horsea Island will provide a significant space for recreation and leisure which will benefit the health and well-being of the residents. The Space will create and enhance significant views to and from Portsdown Hill, Porchester Castle and the Dockyard. It will balance the need for public access to open space with safe use of the former landfill. New and improved public transport, walking and cycling connections, including the segregated busway / cycle and pedestrian link, will enable people to make fewer journeys by car to and from Horsea Island, and improve sustainable transport connections between Tipner and Port Solent and improve connectivity in the western part of the city.



Strategic Site Allocation Policy PLP9: Horsea Island Open Space

1. Horsea Island Open Space, as shown on the Policies Map, is allocated for the development of the following uses:

- a) Strategic public open space;**
- b) Improved habitat for wildlife;**
- c) Infrastructure supporting the provision of the strategic open space;**

- d) Infrastructure supporting the ongoing remediation of the former landfill site; and
 - e) Provision of a segregated busway / cycle and pedestrian link between Tipner West and Port Solent, via a new bridge at Horsea Island East.
2. Development proposals for the above-named uses will be permitted provided that they meet all of the following site-specific development requirements:
- a) The new open space provision should consider the needs and safety of the intended users and the need to provide accessible multi- functional spaces;
 - b) The open space provides for a mosaic of habitat that links to and supports the habitat of the neighbouring Portsmouth Harbour Special Protection Area and recognises the role of the site as Core and Primary supporting habitat for waders and Brent Geese;
 - c) To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars⁷⁸. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity.' Proposals will need to comply with and Policy PLP 42 of this plan and take account of the guidance set out in and the Solent Waders and Brent Goose Strategy Guidance on Mitigation and Off-setting Requirements;
 - d) Proposals will need to be in line with the restrictions imposed by the MoD exclusion zone as shown on figure 4.9 in line with the MoD's guidance on exclusion zones;
 - e) Public access will be restricted from the areas of the site needed to be protected for infrastructure related to the safe extraction of gases from the former landfill, as shown on figure 4.9;
 - f) Proposals will take account of the approved plan for landscaping and maintenance of the former landfill site which impacts the eastern portion of the Strategic Horsea Island Open space as shown in figure 4.9; and

⁷⁸ The western portion of the site and the small southern portion of the site are Core Areas P48A/P48B and P75 protected for Brent Goose and Waders; the eastern portion of the site as shown on figure 4.9 is also a Primary Support area P48C for Brent Goose and Waders.

- g) Allow views to and from the Open Space and notable landmarks within the zone of visibility including Portchester Castle, the Spinnaker Tower and His Majesty's Naval Base.**

Supporting text

- 4.184 The purpose of this policy is to allocate a new strategic open space for the City of Portsmouth on the former landfill site of Horsea Island.
- 4.185 The open space should act as a recreational space for the adjoining community at Port Solent, the proposed new community at Tipner and the needs of the wider populace of the City. The space should provide a multifunctional role providing for both the needs of residents and wildlife, with importance placed on being inclusive for residents and visitors of all ages, abilities and socio-economic backgrounds.
- 4.186 This will be subject to ensuring that the open space is safe for future public use. To this end the City Council and Veolia need to be satisfied that measures are in place to secure the safety of the public and protect the infrastructure for methane gas and leachate extraction on Horsea Island Open Space. There is currently a network of well and pipes on site, which are responsible for the removal of the methane for burning at a facility adjoining the Household Waste Recycling Centre. The leachate is removed through a separate pipe network for disposal into the sewerage system. Proposals for the site will need to include provision for the maintenance and monitoring of this equipment and to ensure that it does not pose a risk to the public if tampered with. Due to this some of the equipment may need to be restricted from public access, Consultants are currently undertaking assessment of the site on the behalf of Veolia to determine the potential impact of the retained gas infrastructure on future public access.
- 4.187 Proposals should support the provision of physical infrastructure necessary for the delivery of the Strategic Open Space. These are indicated in the Landscape Masterplan and include the busway, cycle routes, pedestrian paths and a car park accessed from Port Solent.
- 4.188 The open space is in close proximity to the Portsmouth Harbour SPA. This designated due to its populations of for the following species: Dark-bellied brent goose, Red Breasted Merganser, Dunlin and Black-tailed godwit. Proposals should look to connect to and enhance the adjoining SPA/ Ramsar where possible.
- 4.189 The western part of Horsea Island is identified as Core Area P48A / P48B of the Solent Waders and Brent Goose Strategy and the eastern part of the site is identified as Primary Support Area P48C. In addition a small area adjoining the southern part of the site is identified as Core Area P75. Development impacting these areas will require mitigation. in accordance with Policy PLP42: Solent Waders & Brent Geese Sites of this Local Plan and the Guidance on Mitigation and Off-setting Requirements⁷⁹ and to the satisfaction of the local planning authority and Natural England. To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally

⁷⁹ <https://solentwbgs.files.wordpress.com/2021/03/swbgs-mitigation-guidance-oct-2018.pdf>

linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity.'

- 4.190 Adjacent to the proposed Strategic Open space on the south western side is the Defence Diving School, which is an MoD run facility. Part of the site is used for munitions storage. There is therefore an exclusion zone around the store which impacts part of the adjoining open space. Within the exclusion zone the MoD is required to be consulted in relation to any planning applications in respect of the following development: to carry out building, mining, or other operations to make any material changes in the use of buildings or other land. It has been confirmed that there are limitations on the numbers of people who can pass through the exclusion zone within any given 24-hour period. It is therefore not possible to have unrestricted public access within this area of the open space. This area of the open space should therefore be considered for uses that do not require public access.
- 4.191 The restrictions associated with the MoD exclusion area limit the route of the bus way proposed through the site. It was initially anticipated that the busway would skirt the former landfill on the southern side. However, due to the presence of the exclusion zone and the limitations it places on the numbers of people who can be present, an alternate route on the northern site is being considered.
- 4.192 The busway was originally proposed in order to support the aspirations in the City Deal. It is envisaged that the bus / cycleway through the Horsea Island strategic space would link the development sites at Port Solent, Horsea Island East and Tipner. It is an integral part of the wider development proposals within this area of the city and provides a key additional sustainable transport link between the City Centre and Port Solent, helping to shorten public transport journey times and enable modal shift.
- 4.193 As a former landfill the proposed Strategic Open space has a pronounced topography, in the form of two main mounds / hills. The site is in proximity to a number of key landmarks in Portsmouth and the surrounding area including Portsdown Hill, Tipner, the Port and Portchester Castle. Proposals on the Strategic open space should consider the impact on these views and take advantage of them to draw visitors to the open space.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
64ha of Strategic Open Space	Post 2030	Through partnership working with Veolia to continue to develop the space, to make it ready for public access	Through the AMR in consultation with Veolia	By 2027, if the site is not anticipated to be ready to be opened for public access in 2030 further assessment will be needed by PCC / Veolia to determine the measures

				needed to expediate access.
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Table 4.8: Monitoring and Delivery Framework for Horsea Island Open Space

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Chapter 5: Site Allocations

Introduction

- 5.1 This chapter allocates a number of important sites, which will deliver multiple benefits for the City particularly new jobs and homes. The quanta of development are set out in table 5.1 and a map showing their locations forms figure 5.1. The policies in this chapter are strategic and any policies relating to these sites in neighbourhood plans should align with these strategic policies. Icons are shown for each site allocation to illustrate which of the strategic objectives of the Local Plan will be achieved there.
- 5.2 All of the allocations are supported by robust evidence most notably the Housing and Economic Land Availability Assessment (HELAA)⁸⁰, which is the Council's main evidence based study on land supply. References to more detailed individual studies are cited in the text including the Strategic Flood Risk Assessment (SFRA) Level 2⁸¹. It should be noted that all the development requirements set in these policies are site specific and requirements set by Citywide policies such as affordable housing are not repeated here. The quantum of development set in these policies are indicative yields only and may be subject to further change through the development management process. The local planning authority will therefore take a flexible approach to the actual quantum of development subject to robust evidence being provided to justify them in forthcoming planning applications.
- 5.3 Flooding is a significant issue in Portsmouth and therefore, the SFRA Level 2 was produced to assess flood risk at strategic and allocated sites. Following the assessment, the recommendations contained within it have been used to inform both site specific policies and the wider strategic policies PLP31 (Flooding) and PLP32 (Sustainable Drainage Systems). It should be noted that all strategic and allocated sites will need to be supported by a robust, site specific flood risk assessment and a sequential approach to land use planning must be applied to each site. The SFRA Level 2 also provides information relating to current and future flood defence projects within Portsmouth. Further details relating to these schemes and their delivery across Portsmouth can be found in the Infrastructure Delivery Plan.
- 5.4 A monitoring and delivery framework is set out at the end of the supporting text for each allocation site. This shows the types and amounts of development associated with the Site Allocation and the anticipated rate of development. Information is also provided on delivery mechanism and triggers where relevant. Chapter 12 (Monitoring) includes targets and indicators for all the allocations, which will be reported on annually in the Authority Monitoring Report. These reflect the monitoring and delivery frameworks within this chapter.

⁸⁰ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/02-PCC_Housing-and-Employment-Land-Availability-Assessment_2023-Report_FINAL-latest-version-for-CDL.pdf

⁸¹ <https://www.portsmouth.gov.uk/newlocalplanevidencedocs>

Site	Homes	Commercial floorspace (net)	Other benefits
Land West of Portsdown Technology Park	-	12,500 m ²	Regeneration of a mainly brownfield site in a prominent location
Port Solent	500	-	Marine uses, improved accessibility, improved sea defences
St John's College	212	-	Improved connectivity, protected heritage assets
Fraser Range	134	-	New sea wall
The News Centre	100	-	Electric bus depot
Somers Orchard	565	-	Improved connectivity, Over 50% affordable housing

Table 5.1: Site allocations delivery

DRAFT

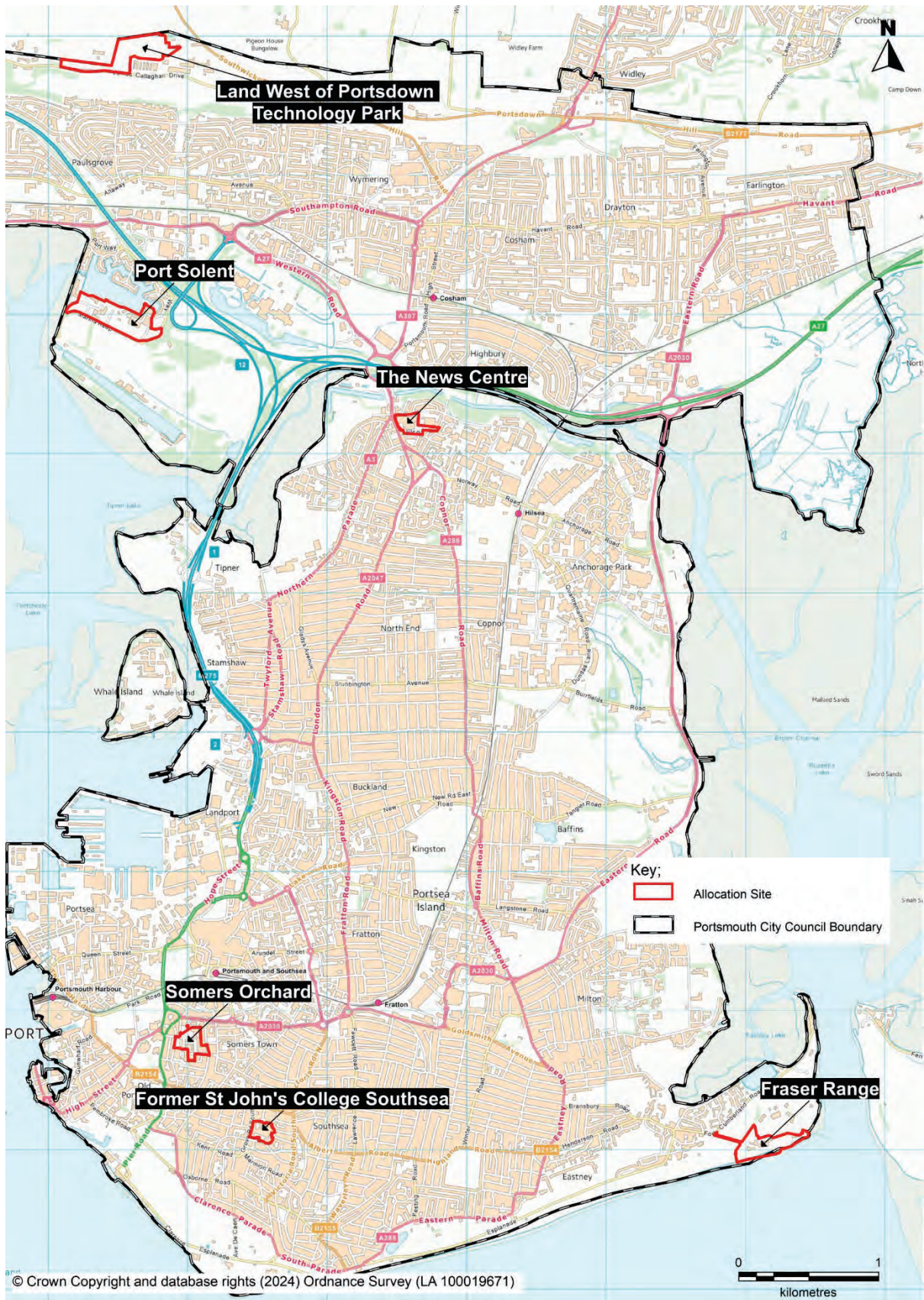


Figure 5.1: Site allocations

Land West of Portsdown Technology Park

Introduction

5.5 Land West of Portsdown Technology Park is a predominantly brownfield site located on the prominent ridge of Portsdown Hill, which is the extensive chalk escarpment to the north of the City. The site forms part of the former Ministry of Defence Portsdown Main site, an art-deco building built in the 1950s, which closed in 1997 and was demolished in 2011. The site is mainly vacant although the footprint of the main building is clearly visible with a few small derelict buildings. There are some temporary, low value uses on site. The majority of the site's former buildings were situated on the southern and western half of the site, broadly on the ridge of the hill, with the north-eastern slopes largely undeveloped and in agricultural use. The location and design of all new buildings will need to be carefully considered in terms of their impact on views in this prominent location. A map of the site is shown as figure 5.2 and shows the City boundary running through it.

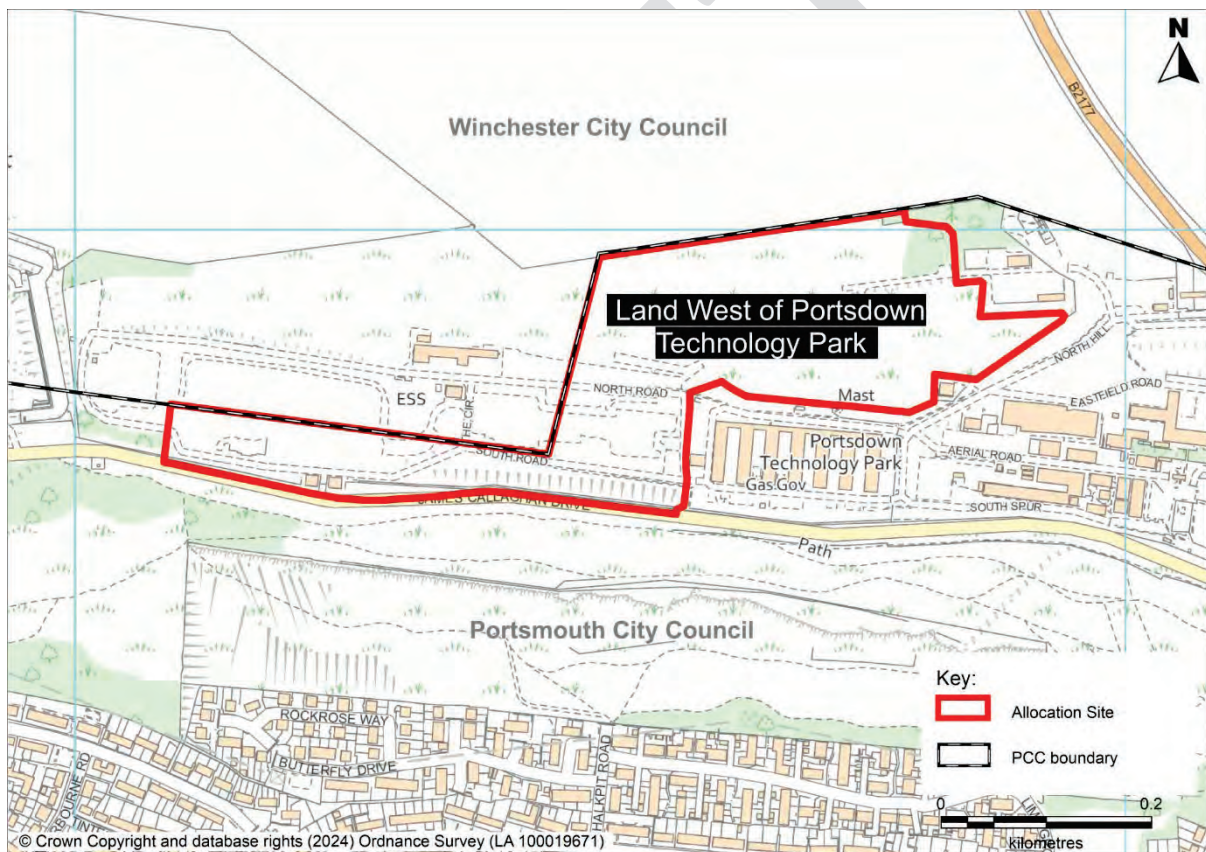


Figure 5.2: Map of Land West of Portsdown Technology Park

5.6 The site is located within a cluster of defence related businesses in a strategic location overlooking Portsmouth Harbour. Portsdown Technology Park is immediately adjacent to the site and it hosts the recently opened National Maritime Systems Centre Innovation and Collaboration Hub. A number of businesses operate from the Portsdown Technology Park including QinetiQ, Metaverse VR and Sirius Analysis. The allocation site is an obvious location for further business development in this cluster.

5.7 The site has been assessed as a potential employment site in a number of studies. The HELAA considered that it has potential for large scale employment intensification within

the existing employment area. The HEDNA⁸² considered it to be suitable for business development and an obvious extension to the existing technology park. The Approach to Employment Land Study by the BE Group⁸³ considered that the site would be suitable for a specialist, niche employment use, rather than to meet generic future demand.

- 5.8 The administrative boundary between Portsmouth City Council and Winchester City Council runs through the site, but the allocation lies entirely in Portsmouth. Fareham Borough adjoins the site to the west. The City Council is liaising with both Councils as a cross boundary issue on the development of the site.
- 5.9 The site is accessed from James Callaghan Drive, which is a single lane road with steep approaches; there is also a private internal road called North Hill. The existing road network is restricted and is a constraint to the intensification of vehicle movements.
- 5.10 At the time of writing (autumn 2023), the southern part of the site fronting James Callaghan Drive has extant permission for the conversion of the vacant former Portsdown Main guard posts for small-scale sui generis use. The far western part of the site bordering Fort Southwick and adjacent the Winchester City Council administrative boundary has extant permission for approximately 1,400 m² floorspace for research and development units, with development outwith the Portsmouth administrative boundary for landscaping.
- 5.11 There are a number of important heritage and nature conservation designations in close proximity to the site. The Scheduled Monument of Fort Southwick is immediately adjacent to the western boundary whilst archaeological finds in the area date back to the Bronze Age. Proximity to the Roman fort of Porchester and its position overlooking the sea point to possible look out points or signalling stations in the wider area. Portsdown Hill Site of Special Scientific Interest is located on the other side of the road to the south.



Site Allocation Policy PLP10: Land West of Portsdown Technology Park

- 1. Land West of Portsdown Technology Park, as shown on the Policies Map, is allocated for the following use:**
 - a) 12,500 m² Research & Development class E(g)(ii) and/or manufacturing (class B2).**
- 2. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:**
 - a) Provide an Employment & Skills Plan for both the construction and occupation stages of the development;**

⁸² https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/4-Portsmouth-HEDNA_Final-Report-Dec-2023-CONFIDENTIAL-1.pdf

⁸³ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-employment-land-study.pdf>

- b) Provide evidence of the ground conditions and contamination of the site and provision made for any necessary remediation to the satisfaction of the local planning authority;**
- c) Ensure effective access arrangements that are safe and suitable for all users;**
- d) Provide a Travel Plan to minimise car use by current and prospective occupants of the site and to maximise the use of sustainable modes of transport;**
- e) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;**
- f) Development must be informed by a comprehensive landscape design strategy, which considers views within an agreed zone of visibility and verified viewpoints both to the north and south of the site;**
- g) Develop a landscaping scheme that positively enhances the contribution of the site to its prominent downland setting and provides navigable links to surrounding green infrastructure assets;**
- h) Restrict development to the previously developed land adjacent to Portsdown Technology Park and minimise built structures on the northern downland slope; and**
- i) Any new build development proposals for the site will respond positively to the presence of the following heritage assets:**
 - i. Fort Southwick Scheduled Monument and its setting; and**
 - ii. Any undesignated heritage assets within the site.**

Supporting text

5.12 The purpose of this policy is to allocate land for new business premises and expand the defence related business cluster at the top of Portsdown Hill.

5.13 There are a number of defence related businesses located along Portsdown Hill and new research and development premises are the most likely uses to attract business interest. Proposals for new manufacturing premises would also be permitted. Logistics and warehousing (class B8) uses are not likely to be considered acceptable on the site due to the constrained local road network. Future occupants would need to not be in conflict with MoD uses. Housing would dilute the specialised business use and would not be acceptable.

5.14 An Employment & Skills Plan should be submitted with all relevant planning applications for the site and it will be secured either through a planning condition or Section 106 legal agreement. Developers are encouraged to liaise with the Skills and Employment team at the City Council at the earliest opportunity in order to develop a bespoke plan that will deliver positive outcomes for skills and employment in the City.

5.15 The site has a prominent location at the top of Portsmouth Harbour with views to and from prominent landmarks. A Landscape and Visual Impact Assessment (LVIA) prepared in accordance with the Landscape Institute's Guidelines⁸⁴ is required to identify the effects of the proposed development on views and on the landscape itself. The location of development will be guided by the findings of the LVIA, but the presumption is that development will be located close to Portsdown Technology Park and existing built form in order to avoid any 'ribbon' development. Development along the southern strip of the site other than for access would not be permitted.

5.16 Careful consideration should be given to the landscaping of the site due to its prominent location at the top of Portsdown Hill and its close proximity to heritage and nature conservation designations. Clear signage and explanation of the surrounding countryside would help to establish a high quality work environment.

5.17 The site is located adjacent to Fort Southwick, which is a Scheduled Monument built (c.1860) as part of the Palmerston Portsmouth defences. The site has some archaeological potential for prehistoric and/or Roman remains with evidence of barrows and enclosures.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
12,500 m ² R&D and / or manufacturing (B2)	2025-2030	Through the Development Management process; working in partnership with developer and land owner	Employment floorspace monitoring in the AMR	By 2030, contact the landowner if planning applications for the site have not been forthcoming

Table 5.2: Monitoring and Delivery Framework for Land West of Portsdown Technology Park

Port Solent

Introduction

5.18 Port Solent is located in the northwest corner of the City on the northern reaches of Portsmouth Harbour. The area forms part of a 187 hectare reclamation project that started in the 1970's. Port Solent comprises a late 1980's marina development that is predominately residential (town houses and apartments) with some leisure, specialist retail and employment. The allocation includes a strip of land to the south of the marina. The eastern extent of the allocation comprises a cinema, gym and boardwalk occupied predominantly by restaurants and cafes. Port Solent is a popular leisure destination within Portsmouth and therefore, these uses will be safeguarded to ensure the existing centre remains a thriving locality. Pedestrian access is currently enjoyed along the boardwalk and waterfront which must also be retained as part of any future application. To the south of the gym and cinema is a large surface car park. A map of the site is shown in figure 5.3.

⁸⁴ <https://www.landscapeinstitute.org/technical-resource/landscape-visual-impact-assessment/>

5.19 The western extent of the allocation site, west of The Boardwalk, comprises various commercial units, surface car parks and boat yards. The waterfront associated with the western extent of this allocation site will be safeguarded for marine business use.

5.20 Portsmouth City Council have the freehold interest in the site; however, Premier Marinas are long-term leaseholders with occupational tenants. All parties have been effectively engaged with throughout the allocation process.

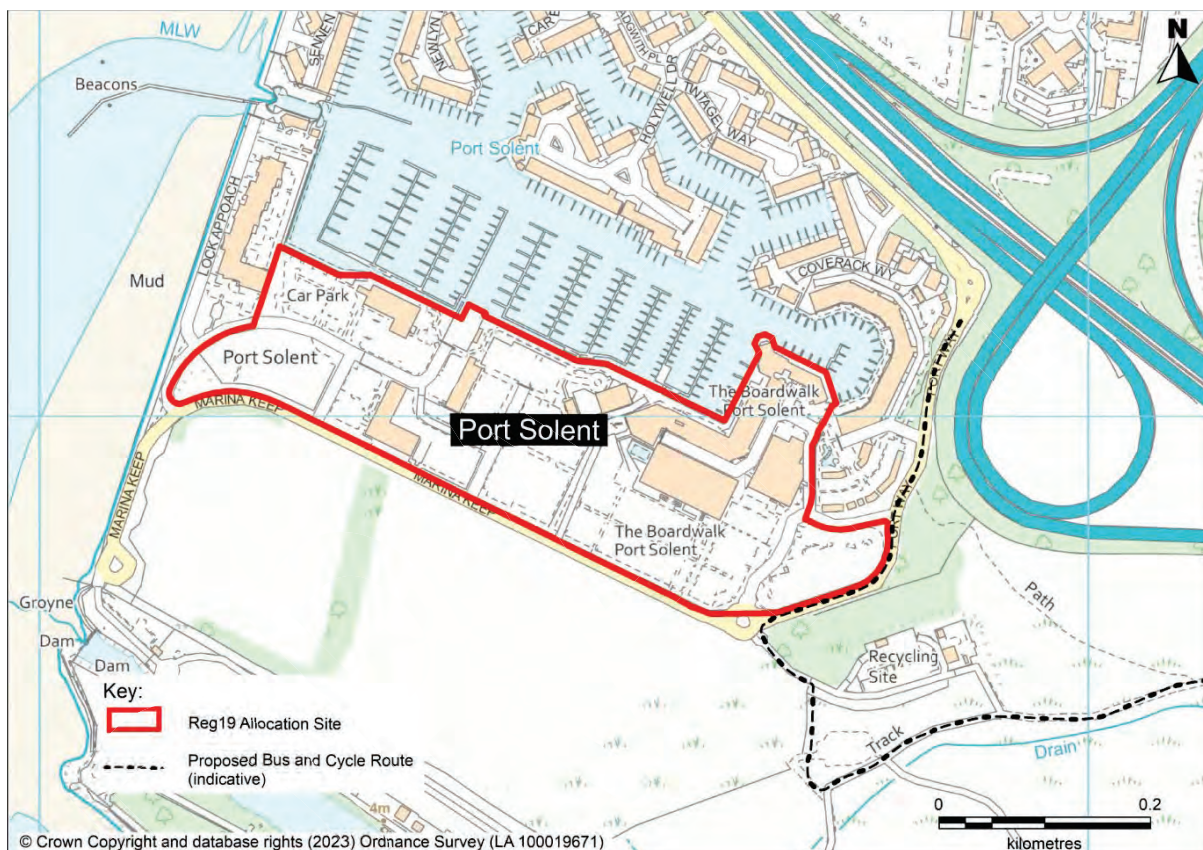


Figure 5.3: Map of Port Solent

5.21 The land at Port Solent is located adjacent to Portsmouth Harbour and Solent Dorset Coast Special Protection Areas (SPA) to the west of Portsea Island, (Part of the 'National Site Network'). Portsmouth Harbour is also designated as a Ramsar site and nationally recognised as a Site of Special Scientific Interest (SSSI). Adjacent to the southern boundary of the site are two large parcels of amenity grassland. These are recognised as being an important supporting habitat for Portsmouth Harbour's Brent goose population. They are identified as Core Areas (P48A and P48B) in the Solent Waders and Brent Goose Strategy⁸⁵ that are regularly used and are of fundamental importance to over-wintering Brent Geese, so are functionally linked to Portsmouth Harbour SPA. Primary support area P48C is located to the south east of these. These sensitivities will need to be addressed as part of any development at Port Solent.

⁸⁵ <https://solentwbgs.wordpress.com/>

- 5.22 The majority of the site is within flood zone 1 with an isolated area in the northeast within flood zone 2. The access road into Port Solent is also located within flood zone 1. It is anticipated that by 2122 the north, northeast and northwest will be located within flood zone 3. The access route will also be at risk of flooding. To deliver a safe development, access arrangements must be made in accordance with Policy PLP31 (Flooding). A sequential approach to land use planning must also be applied within the site.
- 5.23 This area is covered by the North Solent Shoreline Management Plan (SMP) (section 5A21). The Porchester Castle to Emsworth FCERM strategy builds on policies set out within the North Solent SMP. These plans and strategies provide recommendations for flood management measures to protect residents of Portsmouth from flooding. Further information can be found within the Portsmouth SFRA Level 2.
- 5.24 Port Solent was included within the Portsmouth and Southampton City Deal and identified for 500 residential units. Following this, it was allocated within the 2012 Portsmouth Plan, although residential development has yet to be delivered. The City Deal seeks to maximise the economic strengths of Portsmouth as a coastal City, by supporting further growth in the area's maritime, marine and advanced manufacturing sectors whilst providing new housing to support the growing workforce. In line with this, the Council will also support the delivery of new marine and maritime employment at Port Solent.
- 5.25 It has been a long term aim of the Council to improve access to Port Solent. That aim was reflected in City Deal which sought improved public transport connectivity in the form of a new busway connecting Tipner to Horsea Island and Port Solent and utilising a new bridge from the Tipner peninsula. The area is currently limited to a single road access from Southampton Road, and has a poor environment for cycling or walking, being isolated and surrounded by busy roads (M275 / A27). The closest bus stop to Port Solent is approximately a third of a mile north. If significant development is to be achieved then it is essential that access is improved especially by public transport, cycling and walking. This should be operational for bus routes that run along Southampton Road to the north and allow future access for any public transport links via the new bridge link from the south.
- 5.26 In 2011 a Concept Statement⁸⁶ was published, which provided evidence and justification for two strategic development allocations within the Portsmouth Local Plan (2012). This Statement identified the development potential of Port Solent, together with Horsea Island and Tipner. It was intended to be a simple, clear expression of the kind of places that the proposed new developments at Tipner, Port Solent and Horsea Island could create. The Statement provided a design rationale and concept masterplan, which should be considered as part of any development at Port Solent.
- 5.27 There are other issues associated with the site which will need to be overcome for development to be successful. These include access, land contamination, flood risk and the capacity of the existing sewer system.

⁸⁶ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-concept-statement-tipner-port-solent-and-horsea-island.pdf>

5.28 Port Solent is located in close proximity to Horsea Island strategic site which will host a large, high quality public open space as part of a green gateway for the City in 2040. Any development at Port Solent should deliver walking and cycling routes to Horsea Island open space that allow accessibility for everyone.



Site Allocation Policy PLP11: Port Solent

1. Port Solent, as shown on the Policies Map, is allocated for the following uses:

- a) 500 residential units; and**
- b) Marine related uses.**

2. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:

- a) Provide a conceptual framework masterplan as part of any planning application to ensure development of the highest quality that responds positively to the existing character and land uses; and presents a layout of improved access arrangements;**
- b) Provide high quality designed buildings to complement, in design and scale, the existing built form;**
- c) Include measures to avoid and mitigate any adverse impact, including direct recreational impact, on the adjacent SPA, SSSI and Ramsar Site;**
- d) To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars. (P48A /P48B/P48C);**
- e) A site specific Flood Risk Assessment should be submitted alongside any application that aligns with the recommendations outlined within the SFRA Level 1 and 2;**
- f) Flood management measures should be incorporated within the site in accordance with the SFRA Level 1 and 2 to reduce the risk to more vulnerable development now and in the future;**
- g) Proposals for surface water management should make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
- h) Improve facilities for cycling, walking and public transport linking to, and enhancing, the existing networks and any new networks delivered as part of this allocation including the new busway link to Tipner;**

- i) **Submission of a Travel Plan and Transport Assessment to assess the potential transport impacts of the development, propose mitigation measures and opportunities to implement effective sustainable transport initiatives;**
- j) **Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;**
- k) **Safeguard the existing cinema, gym, retail and restaurant uses from redevelopment;**
- l) **If a robust marketing campaign of at least twelve months, its scope having been agreed in writing in advance by the local planning authority, clearly demonstrates that there is insufficient market demand for leisure, retail and restaurant uses at this location, development proposals for other uses that complement the marine and residential location will be allowed;**
- m) **Safeguard accessible pedestrian access to the waterfront;**
- n) **Ensure the amenity of occupiers / users of any new development can be adequately protected; and**
- o) **Protect viewpoints and the wider visual impact across Portsmouth Harbour, including the impact on Porchester Castle.**

Supporting text

5.29 The purpose of this policy is to deliver a sustainable expansion at Port Solent to meet the aspirations of the City Deal *'to maximise the impact of key marine and maritime assets through the provision of new housing and employment sites'*.

5.30 All development proposals for this site must form part of a framework masterplan, alongside a site-wide design code to be agreed in writing by the Local Planning Authority. This will ensure that development integrates seamlessly with the existing land uses and character of the site and its surroundings. The masterplan should take account of the Concept Statement that supported the Portsmouth Local Plan 2012. It should also include details of new and improved access arrangements including links to the wider transport network.

5.31 The developer needs to safeguard the integrity of the Portsmouth Harbour SPA and Solent and Dorset Coast SPA, Ramsar and SSSI site and nearby supporting habitats for overwintering birds. The developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars (Core Areas P48A and B and Primary Support Area P48C)⁸⁷. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. An additional 500 dwellings at this site has the potential to increase direct recreational impact on these habitats and cause disturbance to overwintering birds

⁸⁷

<https://hiwwt.maps.arcgis.com/apps/instant/minimalist/index.html?appid=f4bbd6fe517647cba8bf0f3b8cfb7c1b>

using the SPA and supporting habitats⁸⁸ in particular. Mitigation should be sought in accordance with the Solent Waders and Brent Goose Strategy⁸⁹ and a project level HRA and EIA will be required for any planning applications at Port Solent. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity.

- 5.32 The coastline surrounding Port Solent is expected to be safeguarded for the management and delivery of any new flood defence structures in accordance with the Portchester Castle to Emsworth Strategy⁹⁰. Evidence will need to be provided in the form of a site-specific flood risk assessment that shows the site has passed the exception test and development is safe for its lifetime. Flood management measures such as land raising will be required to enable development of more vulnerable uses and key infrastructure.
- 5.33 In accordance with Policy PLP31 (flooding), robust evidence must show that all efforts have been made to deliver safe access and egress routes on sites at risk of flooding. Where truly exceptional circumstances dictate this not to be feasible, it must be clearly detailed in a site specific FRA how the risks of flooding can be safely managed. Information on duration, hazard and frequency of flooding must be provided for the development lifetime.
- 5.34 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.
- 5.35 To ensure Port Solent becomes a sustainable location for new development, improved bus, cycle, walking and other sustainable infrastructure modes such as car clubs must be delivered. Bus stops should be introduced at Port Solent to allow easier access to public transport for residents. Safe and accessible cycle access should also be delivered as part of the development. Land should be safeguarded for any future links to the busway bridge link between Horsea Island and Tipner. This will allow for a sustainable route from Port Solent directly onto Portsea Island. The site was assessed as part of the Transport Study and recommendations carried through to the development requirements of the policy. Any further transport improvements should be made in line with Portsmouth Local Transport Plan 4.
- 5.36 Port Solent is currently a popular leisure destination for visitors and local residents. The existing gym, cinema and restaurants/cafes along the boardwalk will be safeguarded from any redevelopment. All efforts should be taken to ensure the Boardwalk remains the centre for Port Solent. Local convenience stores will be permitted within appropriate locations along the Boardwalk to meet the needs of the local community. Only where a robust marketing campaign provides evidence that there is insufficient market demand for these uses at Port Solent, will development proposals for other come uses be

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<https://hiwwt.maps.arcgis.com/apps/instant/minimalist/index.html?appid=f4bbd6fe517647cba8bf0f3b8cfb7c1b>

⁸⁹ <https://solentwbgs.files.wordpress.com/2021/03/solent-waders-brent-goose-strategy-2020.pdf>

⁹⁰ <https://coastalpartners.org.uk/project/portchester-castle-to-emsworth-strategy/>

permitted. Any other use must complement the existing marina and residential location and integrate seamlessly into the existing character of the local area.

5.37 Pedestrian access is currently enjoyed along the waterfront. As part of any future development, it is important that this access is retained. Accessible, legible, and safe routes throughout the site to enable easy access to the waterfront should be provided.

5.38 The location of the development requires careful consideration of residential amenity, including any noise pollution from the strategic road network and potential noise implications of the local restaurants, bars and leisure facilities. A robust design and access statement should set out how amenity has been considered and protected.

5.39 The site also offers the potential for views out over Portsmouth Harbour and towards Porchester Castle. Where these views are currently achievable from public viewpoints all effort should be made to protect these. The application should be supported by a Landscape and Visual Impact Assessment to show how key viewpoints have been taken into consideration. This includes the protection of wider views, towards the site including from Porchester Castle and other key landmarks.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Replacement and refurbishment of flood defence structures	Prior to occupation of residential dwellings	Through the development Management process; working in partnership with developer, freeholder and leaseholder.	Infrastructure monitoring in the AMR	Ongoing liaison with site developer to understand delivery timescales more precisely.
Improved access for sustainable transport modes from and to the A27	2035 - 2040	Through the development management process; working in partnership with developer, freeholder and leaseholder.	Infrastructure monitoring in the AMR	Ongoing liaison with site developer to understand delivery timescales more precisely.
500 residential dwellings.	2035 - 2040	Through the development management process; working in partnership with developer, freeholder and leaseholder.	Housing monitoring in the AMR	Ongoing liaison with PCC as the freeholder and the long-term leaseholder to understand delivery timescales more precisely.
Safeguard land for future links to busway bridge	Throughout the plan period	Through the development Management process; working in partnership with developer, freeholder and leaseholder.	Infrastructure monitoring in the AMR	Ongoing liaison with site developer to understand delivery timescales more precisely.

Table 5.3: Monitoring and Delivery Framework for Port Solent

St John's College

Introduction

5.40 St John's College is a former private school located in the heart of Southsea and in Owen's Southsea Conservation Area. It is situated to the east of Grove Road South, which is also the location of its principal access. The school was a private day and boarding school and moved to the site in 1912. At this point the school purchased Grove House, known today as the Castle, and Warleigh House. The college subsequently purchased other properties in its vicinity, settling the entire urban campus. This is reflected in the built form of the site with as number of older residential villas having been converted to educational use and school buildings. The school closed in 2022 and was purchased by a residential developer, which specialises in developing sites with historic buildings.

5.41 St John's is located in the residential heart of Southsea, north of the main retail areas of Southsea Centre, Albert Road and Elm Grove. The area is characterised by larger residential properties set in quiet back streets. The site also sits within the Owen's Southsea Conservation Area⁹¹, an attractive area of early nineteenth century picturesque townscape designated for its historical association with the 'Father of Southsea' Thomas Ellis Owen. The site comprises a number of historic villas which were incorporated into the college when it moved to the site in the early twentieth century. There are also purpose-built school buildings from this period that also enjoy architectural significance. The villas offer the potential for sympathetic conversion back into residential use with relative ease. A map of the site is shown as figure 5.4.

5.42 St John's College is located within flood zone 1. It is predicted that by 2122, the north, northeast and northwest will be located within flood zone 3. This is however based on an undefended scenario and it is therefore anticipated that the completion of the Southsea Coastal Scheme is likely to reduce this risk to an acceptable level.

⁹¹ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-article-42-direction-owens-southsea-guidelines.pdf>

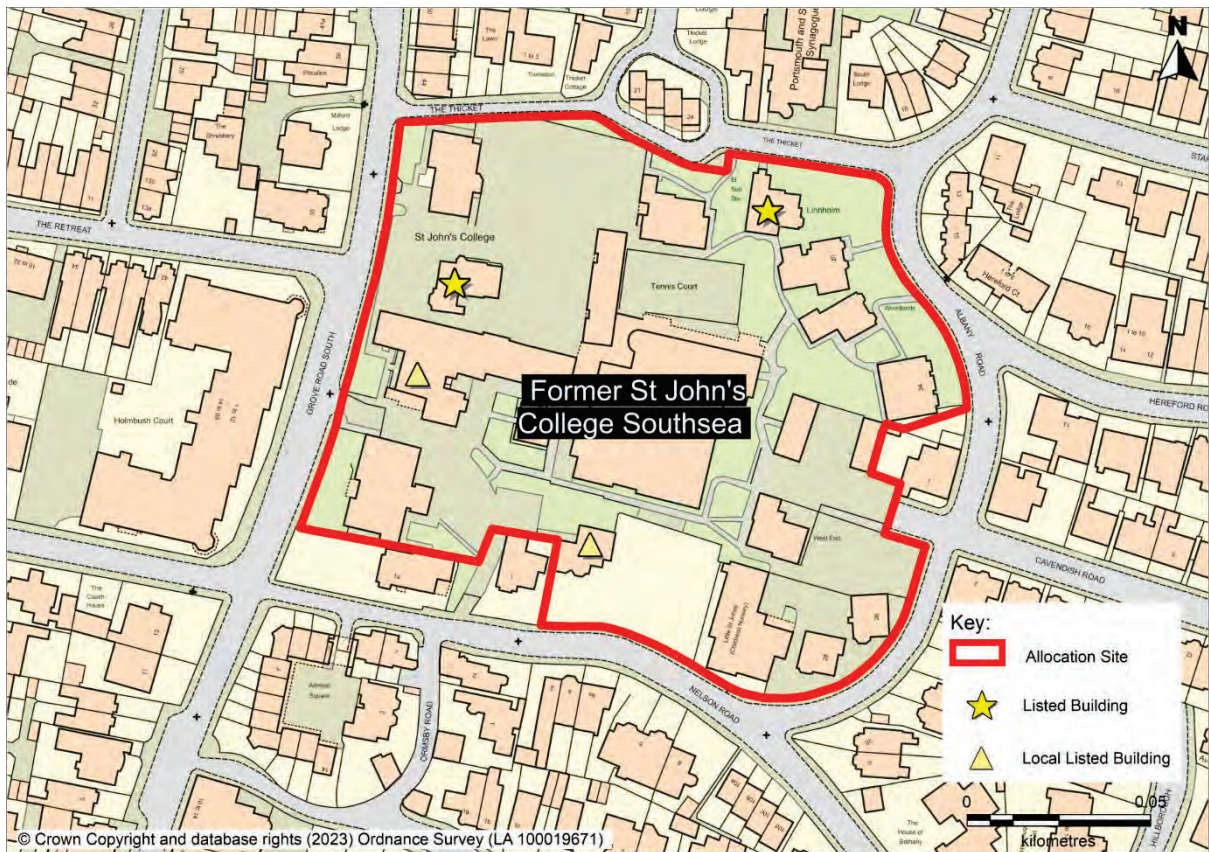


Figure 5.4: Map of St John's College

5.43 The College is identified in the HELAA as having potential for 212 dwellings. The main constraints on the site identified in the HELAA are the significant presence of mature trees some of which are protected, two Listed Buildings (The Castle and Lintholm) and three Locally Listed buildings (The Scholes Building, St Catherine's House, and No.3 Nelson Road). An application (23/01089/FUL) has been submitted for the conversion and extension of the former college buildings to create 110 apartments and demolition of college buildings and erection of new buildings to create 102 apartments utilising existing access from Grove Road South, Nelson Road and Albany Road.

Site Allocation Policy PLP12: St John's College



1. St John's College, as shown on the Policies Map, is allocated for the development of the following uses:

a) 212 dwellings.

2. Development proposals for the above named use will be permitted provided that they meet all of the following site specific development requirements:

a) Provide an indicative masterplan as part of any planning application to ensure that development is of the highest quality and includes a layout indicating improved access arrangement with the surrounding residential areas;

b) Retain, restore, and where possible enhance the fabric and setting(s) of any historic assets on the site, as shown in figure 5.4;

- c) **Conserve or enhance the character and appearance of the Owen's Southsea Conservation area and ensure the retention and protection of any trees on the site;**
- d) **Any new build development proposals must also respond positively and sympathetically to the presence of the existing designated and undesignated heritage assets on the site;**
- e) **Enhance safe and accessible pedestrian connectivity through the site by providing access through the perimeter wall by reopening gateways at points to be agreed with the Local Planning Authority;**
- f) **Development proposals will be permitted that provide public access to and through the site at all times.**
- g) **Take opportunities to provide new publicly accessible open space onsite;**
- h) **Take opportunities to create greening on site, including incorporating existing mature planting;**
- i) **Take advantage of the site's sustainable location to provide reduced car parking provision;**
- j) **Submission of a Travel Plan and Transport Assessment to assess the potential transport impacts of the development, acts and implications, propose mitigation measures and identify opportunities to implement effective sustainable transport initiatives; and**
- k) **Flood management measures should be incorporated within the site in accordance with the SFRA Level 1 and 2 to reduce the risk to more vulnerable development now and in the future.**
- l) **An Arboricultural Impact Assessment, Arboricultural Method Statement and associated Tree Protection Plan is submitted and implemented that protects trees throughout the site;**

Supporting text

5.44 The purpose of this policy is to provide new homes on the former St John's College site. These should conserve the historic fabric and setting of the site and harmonise positively with their surroundings.

5.45 A number of the statutorily listed, locally listed and other buildings of architectural merit on the site have been subject to unsympathetic past alteration. Where they enjoy surviving features of historical and/ or architectural significance these must be retained. Any development proposals should take the opportunity to fully understand the nature and extent of any changes which have taken place and where appropriate should seek to enhance the condition and appearance of these buildings. Any alterations to existing assets should be avoided/ limited in nature. Where they are proposed, they must respond to and harmonise appropriately with their recipient building and the character of the surrounding Conservation Area.

5.46 The site is enclosed to the south, east and north by a substantial brick boundary wall, elements of which date from the late nineteenth century. This prominent structure makes an important contribution to the townscape of the area and must be retained. Any alterations to the wall (including new openings) must be kept to an absolute minimum. Their design should also respond positively to character and appearance of the original.

5.47 As a school, the site was largely inaccessible to the public for a long period of time. Opening the site up to pedestrian access will enable it to better be incorporated as part of the wider community. There are a number of gates in the existing perimeter wall, which should be made accessible for pedestrian access where practicable. Proposals that close the site off to public access by use of gates or other measured will be refused.

5.48 The site has a number of interconnected green spaces. Development proposals should retain and enhance these wherever possible, providing a network of complimentary accessible spaces for the use of future residents and visitors. Spaces that provide amenity for residents of all ages and incorporate biodiversity and greening in their design will be preferred to areas landscaped solely for aesthetics. Trees on site are protected by the Owen's Southsea Conservation area and TPO45, and any removals or alteration to trees should be carried out in a manner which is sympathetic to the setting of the buildings and spaces on site. New and enhanced open spaces in the site should respect and enhance the setting of the historic buildings.

5.49 St John's is located close to the heart of Southsea and the facilities at the Southsea Town Centre, as well as the Seafront and Common. The site is also immediately served by buses on Grove Road South. It is therefore considered that it is the site may be suitable for reduced onsite parking provision.

5.50 Flood management measures should be incorporated into the site to protect more vulnerable land uses and key infrastructure these could include such measures as land raising, and inclusion of places of safety for extreme flood events. Flood mitigation measures should be designed to be compatible with other key requirements of the policy such as protecting the historic environment. The Southsea Coastal Scheme, when complete, is likely to reduce the flood risk to an acceptable level, although the assessment of residual risk from breach or overtopping would need to confirm this. The Southsea Coastal Scheme is due for completion in 2029 and therefore, where more vulnerable development is proposed prior to this, robust evidence must be provided demonstrating how more vulnerable development and residents are kept safe in the event of a flood.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
212 Dwellings	2030-2035	Through the development Management process; working in partnership with Developer, freeholder and leaseholder.	Housing monitoring in the AMR	Ongoing liaison with The developer and close cooperation to identify potential sources of delay and deliver timescales more precisely.

Table 5.4: Monitoring and Delivery Framework for St John's College

Fraser Range

Introduction

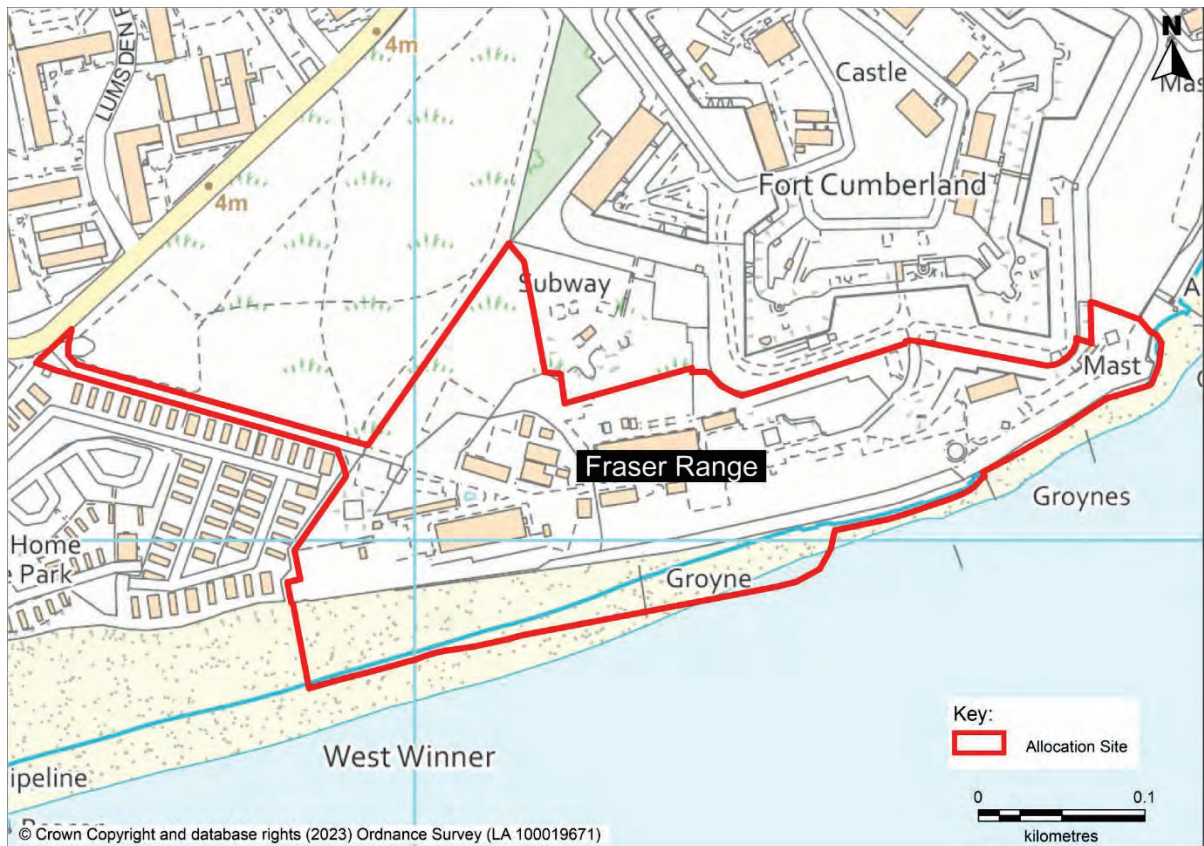


Figure 5.5: Map of Fraser Range

5.51 Fraser Range is located in an area of distinct character on the water's edge at the southeastern point of Portsea Island. The site covers an area of 6.5 hectares and historically was a research centre for Naval Gunnery. Originally occupied by the Royal Navy, in 2001 it was purchased by the defence contractor QinetiQ. Surplus to requirements it was permanently closed in 2006 (and has been vacant ever since). The site consists of a single development area, linked to the nearby Fort Cumberland Road by a narrow, access road. A map of the site is shown in figure 5.5. It should be noted that the red line extends over part of the adjacent beach covering the site of listed tank traps the removal, storage and subsequent re-siting of which form an important aspect of the scheme.

5.52 Fort Cumberland, a rare eighteenth century Star Fort, designated as a Scheduled Monument and Grade II Listed Building, lies adjacent, and immediately to the north. A modest element of the fort's scheduled footprint extends into the Range on the East of the site. Southsea Leisure Park, a static caravan holiday site lies to the west. Fort Cumberland Open Space and beyond residential areas lie to the north-west. Along its southern boundary, the site abuts Eastney Beach a relatively narrow shingle/ sand strip that is also the site of a Grade II listed World War II linear tank trap; the beach has been used for many years as a 'clothing optional beach'.

5.53 The western part of the allocation site is predominantly characterised by a concentration of relatively low rise, and loosely dispersed non-residential buildings

including office blocks, stores, research labs, and light industrial workshops. These are at different scales, but share a coherent utilitarian architectural style. They are also set within open but discrete areas of green space. The eastern part of the site is, with the exception of a single building, essentially open and 'green' in character and has a very high ecological value.

5.54 The majority of the site is currently within flood zone 3. The eastern end of the site is more elevated and within flood zone 1. It is predicted that by 2122, the western part of the site and a large part of Eastney will be within flood zone 3. Flood risk is therefore a highly important consideration for this site.

5.55 Portsea Island is covered by the North Solent Shoreline Management Plan (SMP) (section 5aPI01 and 5aPI02). The Portsea Island Coastal Strategy Study (PICSS) was developed to build on policies set out in the North Solent SMP. These plans and strategies provide recommendations for flood management measures to protect residents of Portsmouth from flooding. Further information can be found within the SFRA Level 2.

5.56 The site does not currently enjoy public access and its relative inaccessibility gives the area a secluded feel. Its exposed coastal location at the eastern extremity of Portsea Island nevertheless provides for excellent open views over the eastern Solent and Isle of Wight beyond. The character of the site contrasts strongly with the more conventional higher density inland suburban areas that surround the Range to the west and north.

5.57 At the time of writing (autumn 2023) the site is the subject of a current planning application (19/00420/FUL) for the part demolition, redevelopment and conversion of three existing structures and the construction of new buildings to create 116 apartments and 18 houses, new sea wall flood defences and a related walkway (to include removal and reinstatement of tank traps).

5.58 The HELAA identified a number of constraints impacting on the site. These will need addressing through a number of evidence-based studies that will be required to support a submission at the application stage. It should be noted that development proposals may require Scheduled Monument Consent in addition to planning consent.



Site Allocation Policy PLP13: Fraser Range

1. Fraser Range, as shown on the Policies Map, is allocated for the development of the following uses:

- a) 134 dwellings;**
- b) Construction of new sea wall flood defence and a related accessible walkway to link round the coast to also include removal and reinstatement of Grade II listed tank traps to existing pattern; and**
- c) Construction of access road, parking and landscaping works.**

- 2. Development proposals for the above uses will be permitted provided that they meet all of the following development requirements:**
- a) The design and layout of any proposals must retain and preserve the open and green character of the eastern part of the site, and appropriately integrate, and where possible enhance the locally distinct landscape setting of the rest of the site;**
 - b) Development must protect any areas within the site or nearby that form part of the National Site Network, Ramsar Sites, Sites of Special Scientific Interest (SSSI) and any other nationally or locally designated habitat sites including supporting habitats;**
 - c) A Habitat Regulations Assessment (HRA) of the site will be required, and provision of appropriate mitigation for any direct recreational disturbance upon the adjacent Langstone and Chichester Harbour SPA and/or Solent Maritime SAC;**
 - d) To meet the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), the developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars (P78/ P142 / P144);**
 - e) The developer will provide mitigation of any alone impacts on the habitat that is functionally linked to Solent's SPAs / Ramsars (P78 / P142 / P144). This is in addition to the contributions provided through the Solent Recreation Mitigation Strategy.**
 - f) Any new build development proposals for the site must respond positively to the presence of the following heritage assets:
 - i. Fort Cumberland (Scheduled Ancient Monument and Grade II listed);**
 - ii. World War II Anti Tank Defences (Grade II listed); and**
 - iii. Any undesignated heritage assets within the Range site including where possible the remains of any gun emplacements on the eastern part of the site that shall be retained and their significance and setting conserved.****
 - g) Provide a Heritage Statement that assesses the significance and impact of all proposals on any heritage assets that are part of or lie within the setting of the site. This assessment must inform the layout and design of any proposals for the site;**
 - h) Future development of the site will require land raising and construction of flood defences. Their implementation should be informed by the SFRA Level 1 and 2. These should be delivered at Fraser Range to ensure any proposed development as part of this allocation is safe from floodwaters for its lifetime;**
 - i) A site-specific Flood Risk Assessment will be required in accordance with the recommendations of the Strategic Flood Risk Assessment Levels 1 and 2 supporting this Local Plan;**

- j) Proposals for surface water management should make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
- k) Secure the construction of an enhanced and appropriate access road, and landscaping works;**
- l) Provide safe, appropriate, publicly accessible off-road walking and cycling routes around/through the site. These must link the site to the nearby Fort Cumberland Road to the north west, but must not add to the disturbance of the ecologically sensitive parts of the site to the east;**
- m) Development proposals will be permitted that provide public access to and through the site at all times.**
- n) A Transport Assessment will be required, to examine the potential transport impacts and implications of any scheme, propose mitigation measures and identify opportunities to implement effective sustainable transport initiatives.**

Supporting text

5.59 The purpose of this policy is to allocate Fraser Range and ensure that development of the site delivers a significant quantity of new homes, a new sea wall flood defence and a new, extended accessible coastal path which secures access around the coast of Portsea Island.

5.60 The site is subject to a range of constraints. Securing a positive response to the policy will require the integration and protection of the ecological and heritage designations on and around the site. In light of this, the density, heights and distribution of built form and therefore the housing capacity of the site will be influenced by the impact(s) of any proposals on the integrity of the national and internationally designated ecological sites, and on the setting of the adjacent Scheduled Fort Cumberland.

5.61 To ensure that development can be delivered without creating substantial impacts to the nearby road network, and that the site enjoys safe, and appropriate access not only for vehicles but also pedestrians and cyclists, it will be necessary to secure enhancements to its existing access route. These should take the form of a widened and resurfaced carriageway and the provision of a new adjacent pedestrian footway linking the site to nearest main road. Any scheme must also secure and retain public access to the site. Proposals that close the site off by the use of gates or other measures will be refused.

5.62 The character of the site is very much derived from its open, and green qualities, and its exposed aspect on to the sea. These are important characteristics, and any proposals must seek to retain these qualities for the site. The area's ecological/ biodiversity value is very high. It lies partly within a number of SPA's and a related Ramsar site. It also sits within the Solent Maritime SAC, the Langstone Harbour SSSI, as well as three SINCs: Fort Cumberland, Land West of Fort Cumberland and Eastney Beach.

- 5.63 The developer should provide evidence that the allocated site will not result in the loss of habitat that is functionally linked to Solent's SPAs / Ramsars. These are the Primary Support area P78 and P142⁹² and the Low Use site P144 both of which are located on the beach adjoining the site. To demonstrate this, non-breeding bird surveys between October and March (typically two survey seasons) may be required to determine if the allocation itself or land adjacent to it, constitute an area of significant supporting habitat. If the site is found to be functionally linked to Habitats sites, mitigation and / or avoidance measures will be required, and the planning application will need to be supported by a bespoke Habitats Regulations Assessment to ensure that the development does not result in adverse effects on site integrity. Advice received from Natural England in December 2023 and April 2024 stated that the development of Fraser Range may also have an 'alone' impact on the functionally linked habitat and that it is likely to require site specific mitigation over and above the contributions to the Solent Recreation Mitigation Strategy. Evidence of how this mitigation will be achieved will need to be provided by the developer and agreed by PCC.
- 5.64 In light of these factors, it will be necessary to ensure that the impact of any development on the integrity of any relevant national and internationally designated sites will, where possible, be avoided. Any landscaping proposals for the site will, if required, need to identify and secure appropriate protection of these areas, including where possible measures both to manage/ limit access to the most ecologically sensitive parts of the site, and to mitigate for the potential loss of suitable habitats for species.
- 5.65 The area's history as an MoD site, means that there may also be potential for ground contamination, which if necessary, would also need to be appropriately addressed.
- 5.66 The site's coastal location means that a majority of its area is located within Flood Zone 3. It should be noted that this designation does not however consider the presence of any flood defences. The current seawall surrounding the site is in poor condition. Ultimately it will not be capable of defending this part of the coast, and therefore any development on the site from inundation. For this reason, the erection of comprehensive new sea defences, that integrate effectively with proposed enhancements to existing defences adjacent to the site and secure the site against flooding will be necessary. This should be informed by the SFRA level 1 and 2 and must incorporate detailed site specific wave overtopping calculations along with suitable calculations for freeboard.
- 5.67 Other flood management measures such as land raising should also be incorporated into the site.
- 5.68 To ensure the safety of all residents; in accordance with Policy PLP31 (flooding), robust evidence must show that all efforts have been made to deliver safe access and egress routes on sites at risk of flooding. Where truly exceptional circumstances dictate this not to be feasible, it must be clearly detailed in a site specific FRA how the risks of flooding can be safely managed. Information on duration, hazard and frequency of flooding must be provided for the development lifetime.

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<https://hiwwt.maps.arcgis.com/apps/instant/minimalist/index.html?appid=f4bbd6fe517647c8ba8bf0f3b8cfb7c1b>

5.69 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
New Sea Wall and Flood Defence Works including Attenuation Ponds	2025-30	Through the development Management process; working in partnership with Developer.	Infrastructure monitoring in the AMR and in future iterations of the IDP	Ongoing liaison with site developer to understand delivery timescales more precisely.
Main Road and access infrastructure	2025-30	Through the development Management process; working in partnership with Developer.	Infrastructure monitoring in the AMR	Ongoing liaison with site developer to understand delivery timescales more precisely.
40 residential dwellings and landscaping	2025-30	Through the development Management process; working in partnership with Developer.	Housing monitoring in the AMR	Ongoing liaison with site developer to understand delivery timescales more precisely.
94 residential dwellings and landscaping	2030-35	Through the development Management process; working in partnership with Developer.	Housing monitoring in the AMR	Ongoing liaison with site developer to understand delivery timescales more precisely.

Table 5.5: Monitoring and Delivery Framework for Fraser Range

The News Centre

Introduction

5.70 The site is a former printing press centre, which has been vacant since July 2022. It is strategically situated on a prominent junction of the A3 and London Road (A2047) in Hilsea and in very close proximity to the M27 and Portsbridge roundabout. As such, this is a busy gateway location surrounded by a mix of residential (generally low density semi-detached and detached houses, with flatted development opposite and to the north of the site on London Road), education, army barracks, small scale commercial uses including local shops and open space. A map of the site is shown as figure 5.6.

5.71 The News Centre site is owned by First Bus, who intend to develop a new purpose built 'super depot' to accommodate a fleet of electric buses. This use aligns well with the Council's aim to prioritise sustainable transport and will help make a real contribution to climate change mitigation. The site's location on a major road with good links to the rest of the City and the strategic road network makes it suitable for a sustainable transport hub.

5.72 The site presents an opportunity to maximise development as a gateway location to Portsea Island, with potential for residential and community uses to complement the bus depot.

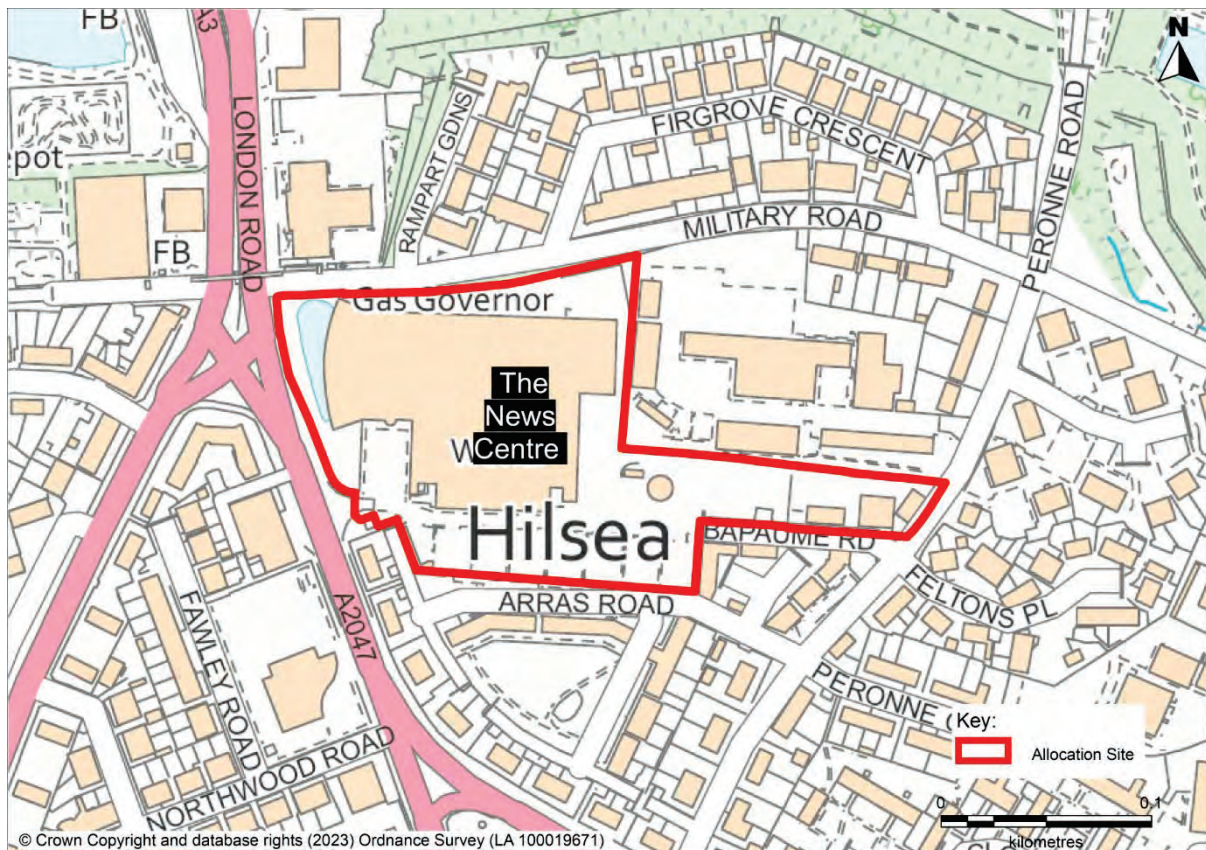


Figure 5.6: Map of the News Centre, Hilsea

5.73 The News Centre was a 1960s modernist style building, designed by local architects, Cogswell & Sons, with a pond and landscaping facing onto London Road. The building was and site still is locally distinct. The western part of the site contains a cluster of mature trees fronting London Road, and it is bordered to the north, south and east by trees, contributing to local character and green infrastructure. A Tree Protection Order (TPO) is in place at the Territorial Army Centre adjoining the east of the site.

5.74 The site and surrounding area is located within flood zone 3. It should be noted however that this is an undefended scenario. The final phase (Phase 5) of the North Portsea Island scheme, which is expected to be delivered by 2026 should reduce the flood risk to an acceptable level.

5.75 The location on a busy main road means that noise-sensitive development such as housing will need appropriate mitigation and design to protect the amenity of occupiers. In addition, the level of traffic at the junction and the proposed electric bus garage will

need thorough assessment and transport modelling. Improvements may be required to ensure appropriate and safe access for electric buses, residential occupiers and for any other uses put forward at the site.

5.76 Historic Environment Records show close proximity of the site to a number of sensitive archaeological and historic assets, including the Hilsea Lines and a number of Listed Buildings. The setting of these assets should be considered as part of the design of any development of the site.

5.77 Prior approval for demolition of the News Centre and associated ancillary buildings was approved in August 2023. Demolition of the former News Centre building was complete in spring 2024. There is no other relevant planning history on the site.

5.78 The main evidence based studies supporting the allocation are the HELAA, the SFRA levels 1 and 2, the Historic Environment Records and the Transport Study.



Site Allocation Policy PLP14: The News Centre, Hilsea

- 1. The News Centre, as shown on the Policies Map, is allocated for comprehensive mixed use development for the following uses:**
 - a) A purpose built all-electric bus depot; and**
 - b) 100 homes.; and**
 - c) Community uses.**
- 2. Small scale ancillary uses, including for commercial purposes, may be appropriate depending on their type and scale, impacts on the surrounding area and nearby centres designated in Portsmouth's Town Centre Hierarchy, and where they do not compromise the site's allocated uses.**
- 3. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:**
 - a) Achieves exemplar design that maximises the site's gateway location and provides comprehensive redevelopment of the site;**
 - b) Retains and enhances the distinct character and green infrastructure of the site, to include protection of the cluster of mature trees fronting London Road, a pair of pine trees in the south-west of the site adjacent to the electric substation, trees bordering the site to the north and east, and a TPO located at the Territorial Army Centre. An Arboricultural Assessment should be submitted to demonstrate that this can be satisfactorily achieved;**
 - c) The design of the site should seek to respond to and celebrate distinct elements of the original building's historic presence and architecture;**

- d) **Delivery of new homes towards the higher end of the medium density range, to maximise use of land in this core residential area;**
- e) **Incorporates appropriate mitigation and design measures to minimise and protect future occupiers of residential development from harmful levels of noise and air pollution from nearby roads;**
- f) **Appropriate, efficient and safe access for a high level of use from buses, to and from the site onto the London Road (A2047) and the A3;**
- g) **Provide safe, permeable and convenient local pedestrian and cycle links, particularly north-south along main roads;**
- h) **Submit a Travel Plan and Transport Assessment to analyse the potential transport impacts and implications on the local highway network, propose mitigation measures and identify opportunities to implement effective sustainable transport initiatives;**
- i) **The site falls within Flood Zones 2 and 3a and a site specific Flood Risk Assessment will be prepared and submitted in accordance with the recommendations of the Strategic Flood Risk Assessment Levels 1 and 2 supporting this Local Plan; and**
- j) **Flood management measures should be incorporated within the site in accordance with the SFRA Level 1 and 2 to reduce the risk to more vulnerable development and key infrastructure, now and in the future.**

Supporting text

5.79 The purpose of this policy is to ensure comprehensive redevelopment of this gateway site for mixed use development that delivers significant sustainable transport in the City and creates high quality homes to meet the needs of local people.

5.80 The location is suitable for residential development that makes efficient and effective use of land while fitting with the context and character of the area. Therefore a density towards the higher end of the medium density range described in Policy PLP21: Residential Density is appropriate. Exemplar design which meets or exceeds the high standard and quality required by Policy PLP1 - Design is sought on the site. The site's design should positively relate to the site's context, local character and identity.

5.81 The former News Centre building is a distinct example of twentieth century architecture, and while not formally designated, it is locally important in terms of its historical presence. Criteria iii. of Policy PLP14 seeks to ensure development incorporates historical reference to the former building by celebrating its distinct elements, where possible. This may be through conservation of abstract pre-cast concrete panels which formed part of the construction of the original print works.

5.82 Community uses are included in the allocation to support the needs of new residents on the site and the local community more widely. The space for community use would be provided at ground floor level with residential development on upper floors. Community uses may include healthcare uses such as doctors and dentists, community meetings

places, learning and non-residential institutions such as a public library and/or a small local shop. A safe space could also be provided for vulnerable people.

- 5.83 Due regard should be given to conserving the setting of a number of sensitive archaeological and historic assets, including the Hilsea Lines and a number of Listed Buildings, which fall within a 500m radius of the site. Applicants should consult the Historic Environment Records held by the City Council.
- 5.84 The site currently contains a pond and landscaping, and a cluster of trees fronting London Road, which adds an important element of greening to the surrounding, largely urban environment. The News Centre is bordered by trees which provide screening to adjacent residential occupiers and other uses. Retaining and protecting trees, including their root zones, where they fall either within or outside the site boundary, and enhancing green infrastructure should be integral to the site's design. An Arboricultural Assessment should be submitted to the Council as part of any application for development.
- 5.85 As a mixed use allocation, development may include small scale ancillary uses, including for commercial purposes. These should complement the allocated uses of the site, and will not be permitted where they are out of scale to the point of undermining delivery of those allocated uses, or where they are considered to have a significant adverse impact on centres designated within the City's Town Centre Hierarchy, in line with PLP23 Small Shops.
- 5.86 The proposed mixed use development including an electric bus depot will need further detailed transport modelling and assessment, with regard to junction and local highway capacity, to ensure that the scheme can be delivered without creating substantial adverse impacts on the Highways network.
- 5.87 The site currently falls within Flood Zones 2 and 3a, and evidence will need to be submitted in a site specific Flood Risk Assessment in support any application. This is to ensure flood risk can be appropriately dealt and future residents made safe through appropriate design and mitigation.
- 5.88 Flood management measures, such as land raising should be incorporated into the site. The North Portsea Island scheme, when complete, are likely to reduce the flood risk to an acceptable level, although the assessment of residual risk from breach or overtopping would need to confirm this in a Flood Risk Assessment. The North Portsea Island Scheme is due for completion in 2026 and therefore, where more vulnerable development is proposed prior to this, robust evidence must be provided demonstrating how more vulnerable development and residents are kept safe in the event of a flood.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Transport - electric bus depot	2025-2030	Through the Development Management process; working in partnership with developer and land owner	Infrastructure monitoring in the AMR and future iterations of and engagement in the IDP	By 2028, contact the landowner if a planning application for this element of the site has not been forthcoming.

100 homes (net)	2030-2035	Through the Development Management process; working in partnership with developer and land owner	Housing monitoring in the AMR	By 2032, contact the landowner if a planning application for this element of the site has not been forthcoming
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Table 5.6: Monitoring and Delivery Framework for The News Centre

Somers Orchard

Introduction

5.89 The site falls within the western part of the Somerstown area of the City. Somerstown is mainly characterised by high rise mid twentieth century housing, largely public in tenure and constructed to replace the previous townscape in the area which suffered significant damage during World War Two, and was comprehensively redeveloped in the 1960s. The site borders King Street Conservation Area to the south, which consists of a mix of Victorian period terraces, post-war flats and more recent groups of modern, mainly terraced housing. It is also adjacent to the Terraces Conservation Area to the north west, which retains much of its original nineteenth century character, with a mix of predominantly Victorian and Edwardian styles. It is located on the southern fringe of the City Centre and benefits from close proximity to mixed use activities leading up to the centre. A map of the site forms figure 5.7.

5.90 Somers Orchard was identified in the Council's HELAA as having potential for 565 dwellings, following clearance of the former Horatia and Lemington Houses. The Somers Orchard site is being brought forward through the City Council's Housing Revenue Account, as part of the design evolution for the site there has been significant public consultation⁹³ over a period of several years. A planning application is expected to be submitted in the autumn of 2023.

5.91 The site comprises three main sections: the cleared site of the former buildings, the forecourts, courtyards and open space around a number of 'Birmingham Block' maisonettes (to be retained) and the site of the Gibson Centre, which is proposed for redevelopment. It is anticipated that the development would take place in phases with the first phase being the redevelopment of the sites of the two towers with the landscaping around the Birmingham Blocks and the redevelopment of the Gibson Centre following that.

⁹³ <https://www.portsmouth.gov.uk/services/housing/housing-development/somers-orchard-former-horatia-and-lemington-houses-site/>

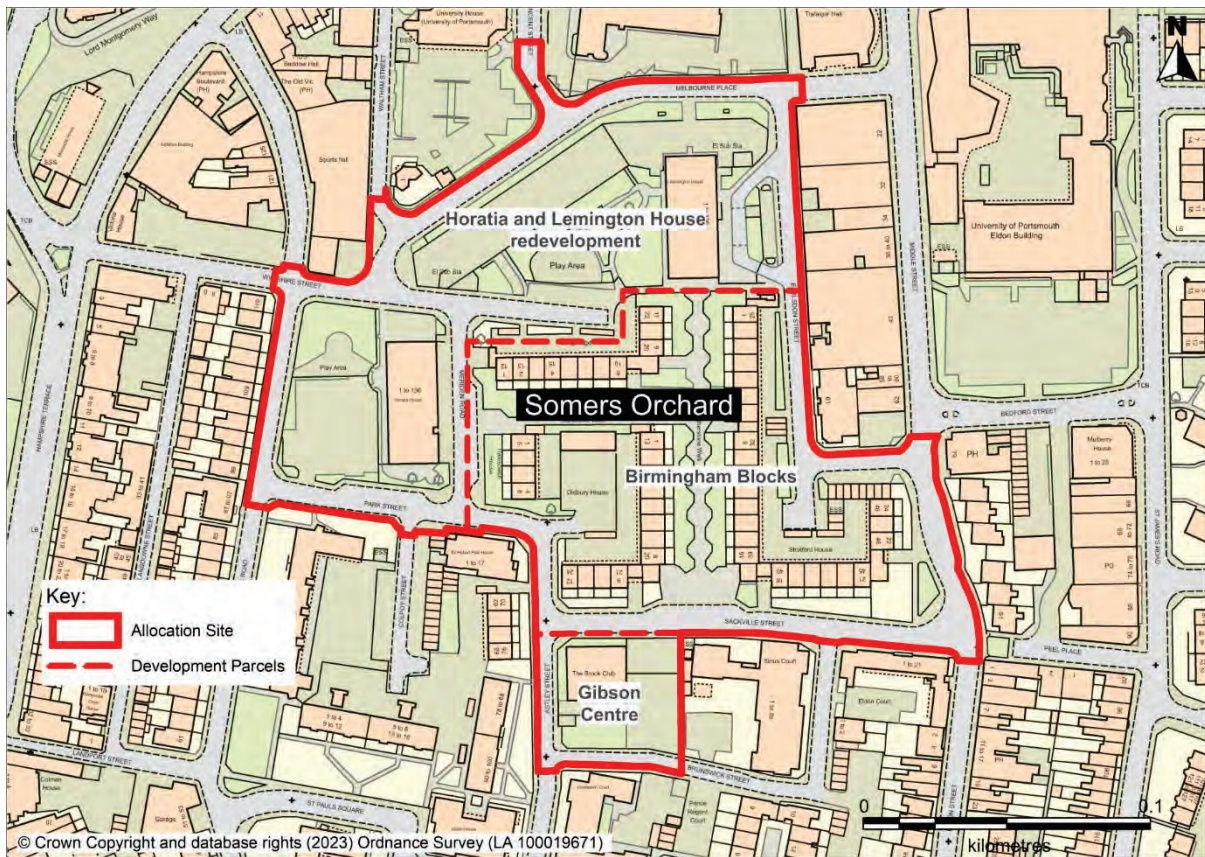


Figure 5.7: Map of Somers Orchard

- 5.92 There is a reasonably well established network of the secondary streets in the area, however, the quality gets constantly eroded by dominant car parking provision. Most of the north south pedestrian movement occurs on the parallel streets to the estate.
- 5.93 There is some open green spaces within the site, but it could be improved by integrating them within the public realm, improving the quality and providing better overlooking. The post-war rebuilding of Somerstown resulted in a neighbourhood that is very impermeable with disconnected routes and mixed quality. Such growth established poorly overlooked streets and underused public spaces throughout the neighbourhood.
- 5.94 The area formed part of the National Model Design Code pilot project that the City Council developed in partnership with the Government, covering the redevelopment of this area and wider Somerstown. The Horatia and Leamington House site is a pilot project for the redevelopment program of buildings with structural issues.
- 5.95 As part of work to replace cladding at Horatia and Lemington Houses it was found that substantial work was needed to strengthen the buildings. In 2022 Horatia and Lemington Houses were demolished. In addition to the sites of the two former towers, the City Council is also redeveloping the car park parallel to Melbourne Place to create the opportunity for a wider redevelopment within the area. In addition the Gibson Centre to the South is proposed for redevelopment as a secondary phase of development.
- 5.96 In addition to the two main areas of redevelopment the City Council intends to carry out landscaping works to the areas around Longbridge House, Oldbury House, and Stratford House, collectively known as the 'Birmingham Blocks'. These landscaping works aim to

tie the two portions of the site together and provide wider neighbourhood improvements to the area.



Site Allocation Policy PLP15: Somers Orchard

- 1. Somers Orchard, as shown on the Policies Map, is allocated for the development of the following uses:**
 - a) 565 dwellings (293 net gain, taking into account the recently demolished 272 units);**
 - b) Approximately 500 sqm commercial space;**
 - c) Approximately 440 sqm community space.**
- 2. Development proposals for the above-named uses will be permitted provided that they meet all of the following site-specific development requirements:**
 - a) Replaces the 272 affordable homes from Horatia and Lemington Houses with new affordable homes;**
 - b) Provides 30% of any net additional homes as affordable homes or in the case of a Build to Rent Scheme provides 20% affordable private rented units;**
 - c) Creates new integral open space and landscaping that provides for the needs of the new and existing community and acts to link the space to the wider estate;**
 - d) Biodiversity Net Gain of at least 20% is demonstrated and secured in perpetuity (at least 30 years) on site;**
 - e) Improves connectivity, permeability and legibility through the development, prioritising safe and accessible cycling and walking;**
 - f) Includes tall buildings and high density blocks in order to achieve the densities needed to meet the required level of housing;**
 - g) Provides landscaping to enhance the setting of the retained Birmingham Blocks;**
 - h) Incorporate car-free streets wherever feasible, with 'Mobility as a Service' and sustainable transport modes prioritised;**
 - i) Takes advantage of the site's sustainable location to provide a reduced car parking ratio; and**
 - j) Any new build development proposals for the site must respond positively to the presence of nearby heritage assets.**

Supporting text

- 5.97 The purpose of this policy is to ensure that the development at Somers Orchard, delivers significant amounts of good quality social and private rented housing in a way that integrates with and is a positive addition to the existing community.
- 5.98 Within the site are two main areas proposed for housing. The largest area of housing comprises the site of the two former towers along with Melbourne Place car park has the potential for 519 dwellings and the Gibson Centre redevelopment is expected to deliver a further 46 units. The demolition of the two towers resulted in the loss of 272 dwellings, which been counted in the City Council's land supply position as a loss. Therefore it is expected that the site will deliver a total of 565 (gross) dwellings.
- 5.99 The site is being brought forward by the City Council through its Housing Revenue Account. The scheme re-provides the affordable stock lost through the loss of the two towers (272 units). The majority of the site is therefore being brought forward for Council Housing. In addition to the 272 affordable homes being replaced, the Council will require an additional 30% affordable housing or an additional 20% affordable private rented units if the additional units were to come forward as build to rent in line with policies PLP17 (Affordable homes) and PLP 19 (Housing for specific groups) respectively.
- 5.100 The site currently has a series of landscaped green spaces of low recreational and biodiversity value. Development proposals for the site should provide for enhanced green / open space provision in regard to both biodiversity and recreation value. The schemes landscaping should look to provide a network of complementary accessible spaces for the use of future residents and visitors. The landscape proposals remove unnecessary fencing and re-imagine the area as a somewhere where food growing, play and nature overlap. Proposals should look to create multifunctional spaces providing for the future needs of residents and visitors by including features such as play equipment and green spaces in which people can relax.
- 5.101 The site falls within the City Council's ownership. The Council have indicated that development on PCC owned land should be more aspirational in provision of biodiversity. Development on the site is therefore expected to provide an uplift of 20% Biodiversity Net Gain.
- 5.102 The sites as currently laid out (and much of the wider Somerstown Estate) suffers from poor legibility for users. Proposals should improve the site's permeability and legibility by improving existing connections within the neighbourhood particularly to the north-south along Waltham street and east west along Wiltshire street and Melbourne Place. Proposals should encourage the uses of sustainable transport and calm vehicle traffic by introducing raised tables at road junctions, cycle lanes and wider pedestrian pavements, with pedestrians and cyclists given priority wherever possible. The site is well located for public transport with Portsmouth and Southsea Station in close proximity to the north as well as frequent bus services on both Kings Road/Elm Grove and Winston Churchill Avenue. Proposals that provide a reduced parking standard will be acceptable in this location, however, wheelchair and other accessible parking provision should be made available.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
519 Dwellings (Horatia and Lemington) (gross)	6-10 years	Through the development Management process; working in partnership with Developer, freeholder and leaseholder.	Housing monitoring in the AMR	Ongoing liaison with The developer / The City Council's Housing Revenue Account team.
46 Dwellings (Gibson Centre) (gross)	6-10 years	Through the development Management process; working in partnership with Developer, freeholder and leaseholder.	Housing monitoring in the AMR	Ongoing liaison with The developer / The City Council's Housing Revenue Account team.
Landscaping of the wider allocation site	6-10 years	Through the development Management process; working in partnership with Developer, freeholder and leaseholder.	Planning Application conditions	Ongoing liaison with The developer / The City Council's Housing Revenue Account team/ Future landscape management team.

Table 5.7: Monitoring and Delivery Framework for Somers Orchard

Chapter 6: Homes

Introduction

6.1 The first objective of the Imagine Portsmouth 2040 vision is that all our residents and communities live in good homes where they feel safe, feel like they belong and can thrive. Therefore, delivering good homes to meet the needs of the City's growing population is a key component of the Local Plan. The policies in this chapter set the target for housing provision in the City along with requirements for different types of homes including affordable homes, Houses in Multiple Occupation (HMO) and Gypsies and Travellers.

Housing Target

Introduction

6.2 The National Planning Policy Framework (NPPF) requires that Local Planning Authorities should aim to meet as much of their area's objectively assessed housing need as possible, including an appropriate mix of housing types for the local community. Furthermore, Local Planning Authorities should then establish a housing requirement figure, which shows the extent to which their identified housing need can be met over the plan period.

6.3 Since 2018, the NPPF has required Local Planning Authorities to establish the minimum number of homes needed by using the standard method prescribed in national planning guidance. The standard method utilises demographic baseline data derived from 2014-based household projections provided by the Office for National Statistics (ONS).

6.4 The Council commissioned a Housing and Economic Development Needs Assessment (HEDNA)⁹⁴, which forms part of the evidence base for this Local Plan. The HEDNA states that over the plan period 2020–2040, the standard method sets a housing need of 899 homes per year for the City. The HEDNA separately identifies a need for 851 affordable homes per year.

6.5 For context, the need identified through the standard method (899 homes per year) represents a significant increase from the housing requirement set in the Portsmouth Plan Core Strategy (2012) of 420 homes per year and from past delivery rates of housing. Past delivery rates of housing net completions (excluding C2 completions) in the City between 2011 and 2022 has averaged 313 homes per annum while in the last five years (2018-2023) this has fallen to 152 homes per annum.

6.6 The HEDNA also assessed data relating to demographic trends and economic growth scenarios that point to Portsmouth's housing need being much lower than the standard method. This is due to household and population growth being far weaker than was projected in the 2014-based projections; analysis of past housing completions does not point to this lower growth being attributed to reduced housing delivery. The HEDNA found that an estimate of housing need based on trend-based population projections points to a need of up to 655 dwellings per annum. If this is set against job growth scenarios then a housing need ranging from 431 to 634 dwellings per annum is

⁹⁴ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/4-Portsmouth-HEDNA_Final-Report-Dec-2023-CONFIDENTIAL-1.pdf

produced. These alternative analyses of housing need suggest that actual housing need for Portsmouth is in a downward direction to levels which are clearly below the standard method figure. It is not, however, definitively clear that exceptional circumstances exist for the Local Plan to adopt a housing need figure lower than the standard method.

6.7 To meet the full housing need set by the standard method of 899 homes per year is extremely difficult in the context of Portsmouth and its geography. Portsmouth is a physically compact city with many constraining factors, including its wealth of nature and heritage designations, that limit options for development growth. The reality is that land availability and housing delivery in the City is a major challenge, which means that the Local Plan has an important role to play in balancing the wide range of competing development needs and the need to protect or enhance the quality of the environment, in order to plan for the long-term sustainable growth of the City. Despite this challenge, however, the Council has sought to plan positively to establish whether a level of housing delivery could be achieved that aims to close the gap between the identified level of housing need and past delivery rates.

6.8 The Plan's Development Strategy seeks to maximise the development potential of developable sites within the City. Therefore, the Council has conducted a thorough and robust assessment of the various sources of housing supply that can then be used to establish a realistic capacity-based housing requirement target for the Local Plan. The sources of housing supply are as follows and are also set out in Table 6.1.

- Identifying strategic sites and allocations within the City that have significant capacity to contribute towards the identified housing need;
- Identifying through the Housing and Economic Land Availability Assessment (HELAA)⁹⁵ non-strategic sites that have capacity to deliver five homes or more. This also takes into account a 'non-implementation discount' (15%) that provides a pragmatic view of the potential delivery of sites included in the HELAA by taking into account the historic difference between the number of homes permitted and the number of homes that were actually built;
- Identifying through robust analysis of past trends the expected contribution from small windfall sites (sites with capacity of less than five dwellings);
- Identifying the contribution arising from student accommodation and other specialist and communal accommodation, including Houses in Multiple Occupation (HMOs);
- Including sites that have been completed between 2020 to 2023;
- Including sites with extant planning permission or have a resolution to grant planning permission as of 31 March 2023. This includes a 'non-implementation discount' (15%) to take into account the historic difference between the number of homes permitted and the number of homes that were actually built;
- Agreeing the contribution towards Portsmouth's housing need to be met by neighbouring local authorities through the 'Duty to Cooperate' although this is not included in the final housing requirement figure.

⁹⁵ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/02-PCC_Housing-and-Employment-Land-Availability-Assessment_2023-Report_FINAL-latest-version-for-CDL.pdf

Table: Sources of new homes in Portsmouth

Source		No of Dwellings (net) (in plan period)
Net completions (sites with capacity of 5 or more dwellings) 2020-23 (A)		305
Permissions outstanding as of 31 March 2023 (net) (A) (B)		1,353
- Less 'Non-implementation discount' (15%)		(203)
Strategic sites (7,155):	City Centre	4,158
	St James' and Langstone Campus	417
	Tipner West & Horsea Island East (C)	814
	Tipner East	1,056
	Fratton Park & Pompey Centre	710
Allocations (1,511):	Port Solent	500
	St John's College	212
	Fraser Range	134
	The News Centre, Hilsea	100
	Somers Orchard, Somerstown	565
Sites identified from 2023 HELAA: (A)	Small/medium sites <1ha with capacity for 5 or more dwellings	1,543
	Sites >1ha with capacity for 5 or more dwellings	457
	- Less 'Non-implementation discount' (15%)	(300)
Small sites windfall (sites with capacity of <5 dwellings) (D)		1,007
Equivalent contribution from HMOs (E)		731
Equivalent contribution from C2 accommodation completions (F)		44
Target for new homes in Portsmouth 2020 - 2040		13,603
Duty to Cooperate contribution from neighbouring local authorities		800
Target for new homes for Portsmouth including the Duty to Cooperate contribution from neighbouring local authorities		14,403
Footnotes:		
(A) Includes equivalent dwellings from student accommodation development		
(B) Comprising of permissions arising from City Centre sites, previous HELAA sites, and other non-HELAA sites; does not include HMO permissions, which are accounted for in (E)		
(C) The range allocated for Tipner West & Horsea Island East is 814-1,250 homes and the lowest figure of the range is fed into the housing target. The lower number provides the minimum number of homes required as part of the City Deal whilst the upper number provides certainty for the HRA in terms of impact on the integrity of the national and internationally designated sites.		
(D) Including net completions 2020/21-2022/23; does not include HMO completions or student accommodation development		
(E) Including net permissions 2020/21-2022/23; the ratio applied is 1.8 bedrooms to 1 C3 dwelling		
(F) Including gross completions 2020/21-2022/23; the ratio applied is 1.8 bedrooms to 1 C3 dwellings. Does not include student accommodation development		

6.9 Based on the housing figures set out in Table 6.1, Policy PLP16 therefore sets a housing requirement target for Portsmouth of 13,603 new homes from 2020 to 2040 or approximately 680 new homes per year. This figure is a 'capacity-based' target based on the level of housing that can be realistically achieved within the plan period having regard to Portsmouth's constraints, land availability, and development capacity. Nevertheless, the Council has sought to leave 'no stone unturned' in robustly and positively identifying all sources of potential housing supply, whilst being pragmatic in its assessment of delivery from permitted sites and HELAA sites through the application of a 'non-implementation discount'.

6.10 Whilst the housing requirement target does not meet the standard method housing need in full, it does meet and exceed the level of housing need that may actually exist as assessed through the HEDNA of up to 655 dwellings per annum (if solely using the trend-based population projections) or the range of 431 to 634 dwellings per annum (if set against job-growth scenarios). The NPPF states that the outcome of the standard method is an advisory starting point for establishing a housing requirement. The City Council therefore considers that the housing target set in Policy PLP16 is both justified and consistent with Government policy.

6.11 Further information can be found in the Council's Housing background paper⁹⁶.

Strategic Policy PLP16: Housing Target



1. The Council will make provision for at least 13,603 net additional homes during the Plan period of 2020-2040 with a net annual provision of approximately 680 homes each year. These homes will be provided from the following sources with further details set out in Table 6.1 of this Local Plan:

- a) **Completions 2020-2023 (net)**
- b) **Outstanding permissions as of 31 March 2023 (net) (with a 15% non-implementation discount applied)**
- c) **Strategic sites in this Local Plan**
- d) **Allocations in this Local Plan**
- e) **Sites identified from the 2023 HELAA with a 15% non-implementation discount applied, comprising of:**
 - i. **Small/medium sites <1ha with capacity for 5 or more dwellings as identified in Appendix 2 of this Local Plan**
 - ii. **Sites >1ha with capacity for 5 or more dwellings as identified in Appendix 3 of this Local Plan .**
- f) **Small sites windfall with capacity of <5 dwellings**
- g) **Equivalent contribution from HMOs**
- h) **Equivalent contribution from C2 accommodation**

⁹⁶ <https://www.portsmouth.gov.uk/newlocalplanevidencedocl>

2. A further contribution to unmet housing need will also be sought from neighbouring local authorities through the Duty to Cooperate. This includes 800 homes allocated in the Fareham Local Plan.

3. Neighbourhood Plans that allocate additional land for housing will be supported by the Council providing that they meet local housing need and are in general conformity with the strategic policies of the Portsmouth Local Plan.

Supporting Text

6.12 An important element of housing delivery in the City is the allocation of strategic sites and allocations. The strategic sites and allocations are in chapters 4 and 5 of this Local Plan respectively. Each site has their own policy setting out specific development requirements.

6.13 The HELAA is a comprehensive assessment of potential housing sites in Portsmouth and identifies all deliverable and developable sites that could accommodate five or more new homes. Although the HELAA identifies sites that are deemed deliverable or developable, it in itself does not allocate sites nor grants planning permission for development; however, it does identify the principle of development and uses of sites. The 2023 HELAA identified 72 sites deemed deliverable or developable that could output 2,000 new homes in the plan period. As previously mentioned, however, the actual supply figure (1,700 homes) included in this policy takes into account a 'non-implementation discount' (15%) that provides a pragmatic view of the potential delivery of sites included in the HELAA by taking into account the historic difference between the number of homes permitted and the number of homes that were actually built.

6.14 Paragraph 70a of the NPPF states that local planning authorities should "identify... land to accommodate at least 10% of their housing requirement on sites no larger than one hectare...." The Council have used the 2023 HELAA as the basis for identifying such sites (which have capacity for 5 or more dwellings) and have identified that the contribution towards the housing supply from sites less than 1ha would be 1,543 homes over the plan period. This exceeds 10% of the housing requirement.

6.15 Windfall sites are defined in the NPPF as sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available. Portsmouth has relatively few opportunities for larger scale development. Therefore, smaller scale infilling and change of use developments have historically formed a significant and consistent part of the overall supply of housing land in Portsmouth. From an analysis of past trends on completions for any windfall sites that yielded between 1 to 4 dwellings, it is considered that an estimate of 54 dwellings per annum delivered through windfall small sites represents a justified estimate of delivery during the Plan period.

6.16 HMOs play a key part in housing delivery within the City meeting the needs of those that require a more affordable housing option. The Council includes HMOs in its land supply data given the large amount being permitted/delivered over the years and the role they play in helping to meet the City's housing need. Through an analysis of historic HMO permissions data, it is concluded that the equivalent of 37 dwellings per annum can be expected to be delivered during the Plan period.

6.17 The Council has been in discussions with neighbouring authorities through the Duty to Cooperate, both bilaterally and through the Partnership for South Hampshire (PfSH). The Council has a close relationship with Havant Borough Council where a large proportion of the Council's housing stock is located as well as reciprocal nomination rights for those on the housing register. The Council also has a partnering relationship with Gosport Borough Council. At this time, a contribution of 800 homes from Fareham Borough Council has been agreed, which is accounted for in the Fareham Local Plan 2037.

6.18 The NPPF promotes the supporting role that Neighbourhood Plans can play in delivering the strategic policies of the Local Plan, including housing targets, through allocating sites within their respective neighbourhood area. At the current time, the Milton Neighbourhood Plan is the only such plan that has been formally made and adopted in Portsmouth. However, in the future and during the Local Plan period, there may be further Neighbourhood Plans prepared for adoption and, therefore, this policy recognises that these may make provision for additionally identified housing site allocations that are not included in this Local Plan.

Affordable Homes

Introduction

6.19 The provision of affordable homes is a key and pressing issue for the City. The HEDNA analysis identifies a notable need for affordable housing in the City. However, it is difficult to link the need for affordable housing to the overall housing need; indeed, there is no justification for trying to make the link. Put simply, the two do not measure the same thing. Furthermore, when considering affordable need, it has to be noted that many households already have housing, and do not therefore generate an overall net need for additional homes. Further issues arise as the need for affordable housing is complex, and additionally the extent of concealed and homeless households needs to be understood, as well as the role played by the private rented sector. Nevertheless, the provision of affordable housing should be maximised wherever possible and at every opportunity to support those who cannot afford to rent or secure a property on the open market in the City.

6.20 A Viability Study⁹⁷ was carried out to test the impact of all potential requirements on new residential development including affordable housing provision, Community Infrastructure Levy (CIL) payments, and environmental mitigation set through the new Local Plan, to understand whether the cost of these requirements would make development financially unviable. Not all development would have the same viability position and there is significant variation between different areas of the City and with different site circumstances. To set a requirement for the delivery of affordable housing as part of new residential scheme, a range of affordable housing thresholds were viability tested (0% – 40%)⁹⁸. Within that range of thresholds, a split of tenures was used, with 70% to be provided as affordable/social rent and 30% to be provided as low-cost home ownership.

⁹⁷ <https://www.portsmouth.gov.uk/newlocalplanevidencedoce>

⁹⁸ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/PCC-Viability-26.10.20-Report-and-Appendicies_compressed.pdf

- 6.21 On balance, the Council considers it preferable to set an affordable housing target that is ambitious for the City, reflecting the priority to provide affordable housing for people in need. Therefore a 30% threshold has been selected, but with the flexibility of being subject to viability testing on a case by case basis.
- 6.22 Affordable housing can be delivered through a number of different products, including homes for affordable or social rent, discounted market sales, First Homes, shared ownership and Rent to Buy.
- 6.23 The HEDNA analysis suggests there will be a need for both social and affordable rent housing. The latter will be suitable particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit. However, it is clear that social rents are more affordable and could benefit a wider range of households.
- 6.24 The Government see a continued role for Shared Ownership⁹⁹ in meeting affordable need, providing for additional investment into the housing sector through the new Affordable Homes Programme. As part of the new programme, some changes to the Shared Ownership scheme were introduced in order to help more people get onto the property ladder, including measures such as setting the initial share to a minimum of 10%, and introducing a 1% gradual 'staircasing' model to allow owners to increase their equity share over time.
- 6.25 The Council also see Shared Ownership as an important and advantageous form of affordable home ownership product for the City that meets an affordable need, since a lower deposit (for the equity share) to secure a property is likely to be required compared to other tenures such as First Homes. Additionally, the rental part of the Shared Ownership model can be subsidised by a Registered Provider, helping to keep monthly payments low for occupiers.
- 6.26 For Portsmouth, the Council considers that First Homes are not required to be specifically provisioned for as part of the delivery of affordable home ownership. This is based on evidence from the HEDNA and the Local Plan Viability Study, whereby the delivery of First Homes could detrimentally impact the delivery of other affordable tenures that the Council deem as priorities for the City namely affordable and/or social rent and Shared Ownership. The market discount that is applied to First Homes is a cost that would need to be borne by a developer. The Viability Study has found that at the recommended minimum threshold of 25% of affordable homes as First Homes and down to a modelled threshold of 5%, this would give rise to significant viability issues for developers to deliver a site for development, thus opening up the risk of having reduced or no affordable homes in the other tenures being provisioned for in development proposals due to viability reasons.
- 6.27 In addition, the HEDNA found that there is evidence that there is only a small gap in the incomes needed to buy or rent a home in the City, and therefore points to a very limited need for First Homes. Indeed, the income required and upfront capital to purchase a First Home and to maintain the monthly cost of ownership would be at a level much higher than that required for Shared Ownership homes, and therefore it would appear that First Homes do not offer a genuine 'affordable' alternative to market homes

⁹⁹ Government launched a 'New Model for Shared Ownership' in early 2021 (following a 2020 consultation)

compared to Shared Ownership, which has been a proven and in-demand form of affordable tenure for the City. It is for these reasons that the Council will not seek for specific provision to be made for First Homes in development proposals.

6.28 A further affordable option is Rent to Buy; this is a Government scheme designed to ease the transition from renting to buying the same home. Initially (typically for five years) the newly built home will be provided at the equivalent of an affordable rent (approximately 20% below the market rate). The expectation is that the discount provided in that first five years can be saved by occupiers in order to put towards a deposit on the purchase of the same property. Rent to Buy can be advantageous for some households as it allows for a smaller step to be taken on to the home ownership ladder. At the end of the five-year period, depending on the scheme, the property is either sold as a shared ownership product or to be purchased outright as a full market property. If the occupant is not able to do either of these then the property is vacated.

Strategic Policy PLP17: Affordable Homes

- 1. Development proposals for major development, where a gross number of 10 or more residential dwellings will be provided (or the site has an area of 0.5ha or more) will be permitted where they:**
 - a) Make on-site provision for a minimum of 30% of the total residential dwellings as affordable homes;**
 - b) Provide the tenure mix of the affordable homes as 70% affordable rent and/or social rent, and 30% as another affordable route to home ownership (including shared ownership or discounted market sales housing); and**
 - c) Are indistinguishable in design and appearance from the open market houses and shall normally be "pepper-potted" around the site.**
- 2. Where there is an indication that a site or development has been artificially split in order to avoid policy requirements by being below the dwelling or site size threshold identified above, the Council will consider whether it would be appropriate to apply the policy requirements to each of the smaller sites individually, irrespective of their number of dwellings or site area, in order to secure the delivery of affordable housing in accordance with this policy.**
- 3. Where development proposals do not meet the policy requirements for affordable housing the applicant will be required to:**
 - a) Provide an open book viability assessment, that will be independently reviewed on behalf of the Council at the cost of the applicant, demonstrating that the proposed affordable homes provision has been maximised and all other options have been fully explored; and**
 - b) Demonstrate that the proposal contributes towards creating mixed and balanced communities.**
- 4. Where development proposals have been permitted that do not meet policy threshold requirements on affordable housing, the development will be subject to:**

- a) **An Early Stage Viability Review if an agreed level of progress on implementation is not made within two years of the permission being granted (or another period agreed by the Council);**
 - b) **A Late Stage Viability Review which is triggered when 75% of the homes in a scheme are sold or let (or another period agreed by the Council); or**
 - c) **Mid Term Reviews prior to implementation of phases for larger schemes.**
- 5. On site-provision of new affordable homes will be prioritised. Where this has been robustly demonstrated to be neither feasible nor viable, then off-site provision or an appropriate financial contribution in lieu to provide affordable housing will be accepted where it can be robustly justified. Off-site provision should be through provision on an alternative site within the City.**
- 6. Planning applications should where relevant have regard to the Providing Affordable Housing in Portsmouth¹⁰⁰ guidance (or future equivalent) and the Housing Standards SPD¹⁰¹ (or future equivalent).**

Supporting Text

- 6.29 The purpose of this policy is to set out the minimum target number of homes that should be delivered as affordable homes for major development schemes involving residential use where either:
- a gross number of 10 or more residential dwellings will be provided; or the site has an area of 0.5ha or more.
- 6.30 The policy applies to all major development where ten or more residential dwellings (gross) are proposed, or the site has an area of 0.5ha or more, including mixed use schemes, specialist and supported housing, such as for older people and communal and co-living schemes, and other forms of residential development where relevant.
- 6.31 The requirement for affordable homes provision for Build to Rent schemes is included in Policy PLP19.
- 6.32 The Council will consider whether a site or development has been artificially split in order to avoid policy requirements. In such cases, the Council will apply the policy requirements to each of the smaller sites individually.
- 6.33 The target threshold and tenure mix of affordable homes will be calculated from the total residential dwellings of the site. For the purpose of this policy, residential dwellings are dwellings within Use Class C3. The target threshold is a minimum of 30% of the total residential dwellings are to be affordable homes, with the resulting quantum then used to work out the percentage mix required for the various tenures. To illustrate how this works, Table 6.2 is a worked example for a hypothetical proposed scheme delivering 100 homes.

¹⁰⁰ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-providing-affordable-housing-in-portsmouth.pdf>

¹⁰¹ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/04/Housing-Standards-Supplementary-Planning-Document.pdf>

Table 6.2: Worked example showing affordable housing provision

Tenure of a hypothetical 100 homes scheme	TOTAL
70% of total homes as market homes	70 homes
30% of total homes as affordable homes	30 homes
Of which:	
70% of the remaining AH homes (23 homes) as general needs affordable rent and/or social rent	21 homes
30% of the remaining AH homes (23 homes) as another route to affordable home ownership	9 homes

6.34 The overall affordable housing threshold and the affordable tenure mix are the minimum targets the Council will expect development to meet. Where calculations yield decimal numbers, for calculating the minimum 30% threshold the figure should be rounded up. For calculating the breakdown of affordable tenure, figures should be rounded down or up but with bias towards increasing the overall provision of affordable homes and appropriate tenures, especially affordable rent and/or social rent affordable homes since there is a high level of need in the City for these types of homes. In the example in Table 6.2, the figures have been rounded up or down in order to increase the overall provision of affordable and/or social rent.

6.35 The HEDNA recommended that the Council should not have a rigid policy for the split between social and affordable rent housing, although the analysis is clear that both tenures and particularly social rented housing are likely to be required. Social rents should therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.

6.36 The Council will also seek to meet the need for affordable housing by providing greater proportions of affordable housing (up to 100%) on its own developments and land within its ownership, where appropriate, through the Housing Revenue Account and in partnership with Registered Social Landlords.

6.37 Developers/applicants should seek to engage with the Council at the earliest opportunity in order to discuss what would be the most appropriate affordable homes provision for a site/scheme.

6.38 Schemes that do not meet policy threshold requirements will be required to submit detailed viability assessment, which will be scrutinised and treated transparently. In such cases, the Council will commission an independent review of the submitted viability assessment, for which the developer/applicant will bear the cost.

6.39 Where a scheme that has been permitted but did not meet the relevant threshold requirements as set out in this policy, it will be subject to comprehensive review mechanisms secured by planning condition(s) and/or legal agreement. This is to ensure that affordable housing contributions can be identified if a development's viability improves over time. The definition of 'larger schemes' that will be subject to Mid Term Reviews will be at the Council's discretion and will depend on the nature and scale of the proposal.

6.40 The Council's Planning and Housing departments have produced the Providing Affordable Housing in Portsmouth¹⁰² guidance and the 'Housing Standards SPD', both of which developers/applicants should have regard to or to any future equivalent guidance.

Housing Mix and Housing For Specific Groups

Introduction

6.41 There is a need to plan for and deliver a variety of homes throughout the City to cater for its population, provide a choice of high quality homes and create inclusive, mixed and sustainable communities.

6.42 The HEDNA, which forms part of the evidence base for this Local Plan, has helped inform what the need is in Portsmouth for the various mix and types of housing through analysing and modelling relevant data and statistics.

6.43 The housing mix and type requirements for the City also need to be deliverable. Viability assessment at the plan-making stage has been undertaken to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine overall deliverability and effectiveness of the Local Plan.

6.44 Policy PLP18 sets out what should be delivered as part of any residential development proposal in terms of housing mix, family homes, and accessible and adaptable homes. Policy PLP19 sets out what housing types will be supported and the criteria development proposals will be assessed against.

Housing Mix

6.45 Housing mix is mainly focused on the sizes of homes that are required in different tenure groups, which then implicates how new developments should be delivered to contribute towards meeting local housing need.

6.46 The provision of more family housing in the city will offer more local choice to families who otherwise may have to look outside the City boundaries for a suitable home to meet their needs. Opportunities should be taken for new residential development to provide a proportion as family housing. However, it is recognised that Portsmouth is part of a wider housing market area which includes neighbouring districts/boroughs which are less constrained in nature and have the land capacity to provide a much larger mix of family sized properties within new developments. It is also widely recognised with neighbouring authorities that there is cross-commuting within the Portsmouth housing market area, which includes all of Portsmouth, Gosport and Havant as well as the eastern wards of Fareham Borough, the southern wards of Winchester District and part of East Hampshire District. There is also relocation across the area due to people going through different stages of life.

6.47 There is also an identified need for larger family-sized affordable and social rented houses, the provision of which would also enable the freeing up of existing housing stock for those on the Council's Housing Register and would allow for families to move into homes sufficient in size to meet their needs.

¹⁰² <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-providing-affordable-housing-in-portsmouth.pdf>

6.48 The HEDNA has looked at a range of statistics in relation to families (generally described as households with dependent children) and then looked at how the number of households in different age groups are projected to change in the future. From this, a recommended housing mix based on dwelling sizes for the different housing sectors has been developed, as shown in Table 6.3.

Table 6.3: Recommended housing mix

	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	10%	25%	20%	55%
2-bedrooms	35%	40%	30%	45%
3-bedrooms	35%	25%	30%	
4+ bedrooms	20%	10%	20%	

6.49 In terms of the provision of accessible and adaptable homes and wheelchair user dwellings, which is needed to meet the housing needs of a range of people in the community including the elderly and those with disabilities and mobility impairments, the HEDNA analysis responds to national policy guidance on 'Housing for Older and Disabled People'¹⁰³ and includes an assessment of the potential requirements for housing to be built to Part M4(2) 'Accessible and Adaptable Dwellings' and Part M4(3) 'Wheelchair User Dwellings' of the Building Regulations.

6.50 The provision made to meet Part M4(3) can be two types (2a or 2b):

- 2a - To allow a simple adaptation of the dwelling to meet the needs of occupants who use wheelchairs. Dwellings will be defined as 'wheelchair adaptable'; or
- 2b - To meet the needs of occupants who use wheelchairs. Dwellings will be defined as 'wheelchair accessible'.

6.51 Wheelchair adaptable dwellings are intended to be capable of becoming wheelchair accessible through easy adaptations that do not require structural or service modifications, or moving walls. Wheelchair accessible dwellings are intended to be readily usable by wheelchair users at the point of completion.

6.52 A Local Authority only has the right to request for dwellings to be designed as 'wheelchair accessible' where the Local Authority is responsible for allocating or nominating people to live in those dwellings. A Local Authority can, however, request that market homes are designed to be 'wheelchair adaptable'.

6.53 The HEDNA analysis shows that the projected change (to the year 2040) shown in the number of people with disabilities in the City provides clear evidence to justify delivering M4(2) 'accessible and adaptable' homes, subject to viability and site suitability. Furthermore, the Government has recently reported in a consultation on changes to the way the needs of people with disabilities and wheelchair users are planned for as a result of concerns that, in the drive to achieve housing numbers, the delivery of housing

¹⁰³ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people>

suiting the needs of households with disabilities is being compromised on viability grounds. The key outcome to the consultation was that the 'Government is committed to raising accessibility standards for new homes... the government response sets out our plans to mandate the current M4(2) requirement in Building Regulations as a minimum standard for all new homes'. This change is due to be implemented through a change to the Building Regulations.

6.54 The Development Viability Assessment (2020) highlighted that the requirement for 100% of homes to meet M4(2) might present a viability issue, though is mainly an issue for modelled typologies in lower value areas. Most of the modelled typologies in the medium and higher value areas may be able to absorb the cost. However, given the future changes to the Building Regulations to mandate that all new homes should meet M4(2) requirements, housebuilders will now be moving to 'price in' this cost in future house-building projects.

6.55 For M4(3) dwellings, the HEDNA recommended that 5% of all new market homes to be 'wheelchair adaptable' and 10% of affordable homes to be 'wheelchair accessible'. These figures reflect the level of need for the City.

Development Management Policy PLP18: Housing Mix

1. Development proposals for residential development, including as part of a mixed-used development, will be permitted where they provide a mix of dwelling sizes to meet projected future household needs for the City, in accordance with the following:

a) For any market homes element, to the following approximate mix:

1-bedroom dwellings:	10%
2-bedroom dwellings:	35%
3-bedroom dwellings:	35%
4+ bedroom dwellings:	20%

b) For any affordable home ownership element, to the following approximate mix:

1-bedroom dwellings:	25%
2-bedroom dwellings:	40%
3-bedroom dwellings:	25%
4+ bedroom dwellings:	10%

c) For any general need affordable rented homes element, to the following approximate mix:

1-bedroom dwellings:	20%
2-bedroom dwellings:	30%
3-bedroom dwellings:	30%
4+ bedroom dwellings:	20%

d) For any older persons affordable rented homes element, to the following approximate mix:

1-bedroom dwellings:	55%
2, 3, and 4+ bedroom dwellings:	45%

2. **Planning permission will be granted for an alternative housing mix provided that:**
 - a) **Robust evidence of local housing need demonstrates that a different mix of dwellings is required to meet local needs; or**
 - b) **It is robustly demonstrated that site-specific considerations necessitate a different mix.**
3. **Development proposals will be permitted where:**
 - a) **All homes are built to accessible and adaptable standards to meet the requirements of Building Regulations M4(2);**
 - b) **At least 5% of all new market homes to be built as 'wheelchair adaptable' dwellings to meet the requirements of Building Regulations M4(3) 2a;**
 - c) **At least 10% of all affordable homes which the Council has nomination rights to are to be built as 'wheelchair accessible' dwellings to meet the requirements of Building Regulations M4(3) 2b.**
4. **Planning applications should, where relevant, have regard to the Council's Design Guide for Wheelchair Accessible Housing¹⁰⁴ or future equivalent.**

Supporting Text

6.56 The purpose of this policy is to set out what should be delivered in the housing mix as part of any residential development proposal relating to family homes and accessible and adaptable homes.

6.57 The policy should be interpreted as setting out the breakdown of the recommended mix of homes within each tenure of a proposed scheme. Table 6.4 shows the recommended mix of dwelling sizes for a hypothetical proposed scheme of 100 homes, with 70% as market homes and 30% as affordable homes with an affordable tenure split as 70% general needs affordable rented and 30% affordable home ownership in line with Policy PLP17.

6.58 Where calculations yield decimal numbers, figures should be rounded down or up but with bias towards increasing the overall number of 3+ bedroom dwellings, namely family-sized dwellings, which is demonstrated in Table 6.4.

Table 6.4: Worked example showing housing mix

Dwelling size	Market homes	Affordable home ownership	General needs affordable rented	TOTALS
1-bedroom	7	2	3	12
2-bedrooms	24	3	6	33
3-bedrooms	25	3	7	35
4+ bedrooms	14	1	5	20

¹⁰⁴ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-design-guide-for-wheelchair-accessible-housing.pdf>

TOTAL NO. DWELLINGS	70	9	21	100
N.B. Tenure split applicable for the above is as follows: 70% of total homes as market homes = 70 homes 30% of total homes as affordable homes (AH) = 30 homes 70% of the AH homes as general needs affordable rented = 21 homes 30% of the AH homes as affordable home ownership = 9 homes				

6.59 Given the nature of the City and the needs identified, the HEDNA analysis suggests that the majority of new homes delivered will likely be flats rather than houses. However, consideration will also need to be given to site specific characteristics and circumstances which may lend them to being developed through a particular typology or a mix of typologies. Therefore, in considering an alternative mix for an individual development site, regard will be given to the nature of the site and character of the area and up-to-date evidence of local need to determine whether it is justified. This will be for a developer or applicant to provide robust evidence and the rationale to justify the proposed approach.

6.60 There is no clear demand for bungalows and, realistically, significant delivery of this type of accommodation is unlikely and indeed an inefficient use of land in a highly constrained City. However, it is the case that providing bungalows where suitable might be attractive for wheelchair users or for older person households downsizing, which may in turn help to release larger family-sized accommodation to be available for families.

6.61 The Council would expect all development to be able to deliver accessible and adaptable housing, and wheelchair adaptable or accessible housing to the mix as set out in this policy. Nevertheless, it is acknowledged that site suitability, for example, site characteristics and technical constraints, may necessitate a different approach to the mix. This should be robustly justified by applicants or developers should any development proposal not comply with this policy.

6.62 Developers of affordable housing should liaise with the Council at the earliest opportunity to discuss the identified need for wheelchair accessible homes and the suitability of the site to address this particular need. Developers need to have due regard to the Council's Design guide for wheelchair accessible housing¹⁰⁵ guidance.

Housing For Specific Groups

6.63 This policy sets out what types of housing for specific groups will be supported and the criteria development proposals will be assessed against. The policy addresses the following housing types and specific groups:

- Self-build and custom-build homes;
- Older persons' housing;
- Specialist and supported housing, including children's and young people's housing;
- Purpose built student accommodation;
- Build to Rent homes;
- Communal or co-living homes;
- Service personnel and service family accommodation.

¹⁰⁵ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-design-guide-for-wheelchair-accessible-housing.pdf>

6.64 Houses in Multiple Occupation (HMOs) is addressed separately in Policy PLP20.

6.65 The HEDNA examined the need of these different groups and, where necessary, made policy recommendations on how the Local Plan can seek to meet the need.

Self-build and custom-build

6.66 The Self-Build and Custom Housebuilding Act 2015 requires that Local Planning Authorities keep a register of individuals and associations, who are seeking to acquire serviced plots of land for their own self-build and custom housebuilding projects. National policy requires Councils to promote development of a good mix of small and medium sized sites, and seek opportunities to support sites for community led development, including self-build and custom-build homes.

6.67 The 2015 Act (as amended) includes a requirement for the Council to grant sufficient planning permissions to meet the demand identified on the Register, although this does not need to meet the requirements of the specific applicants. The need for self and custom build accommodation also needs to be balanced with the needs of general housing and other specific groups in the context of a land supply which is unlikely to meet overall needs.

6.68 Turning to the level of demand, during the period of 01 April 2016 to 30 October 2022, there was a total of 47 registered expressions of interest in a serviced plot of land received by the Council. The number of individuals expressing an interest has been evidently declining over time. The local connection test that was introduced on 01 March 2018 may have had an impact in the reducing registration numbers.

Specialist and supported housing, including older persons housing, and children's and young people's housing

6.69 The HEDNA consulted a range of data sources and statistics to consider the characteristics and housing needs of the older person population in the City.

6.70 The data shows that Portsmouth has a younger age structure and the older person population shows high proportions of owner-occupation, and particularly outright owners who may have significant equity in their homes; 66% of all older person households are outright owners.

6.71 The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase substantially. Key findings include:

- a 39% increase in the population aged 65+ potentially accounting for around 66% of total population growth;
- a sufficient supply of housing units with support, sheltered/retirement housing, in both the market and affordable sectors;
- a need for around 770 additional housing units with care, for example extra-care, with a split between market and affordable housing; and
- a need for additional residential and nursing care bedspaces;

6.72 Concerning the needs for children and young people housing, data as of March 2017 show that there were 358 children in care, an increase of 11% from the previous year, of

which 4% resided in care homes. This equates to 0.82% children in care compared to the national rate was 0.6%, of which 8% were in care homes. This means the City has a slightly higher percentage of looked after children but a below average number in care homes.

6.73 The population projections linked to the standard method shows there will be a modest increase in those aged under 18 of around 1,200 between 2021 and 2040 (from 41,400 people to 42,600), although past trends has shown there was a decline in this age band (the number of people declining by 1,100 over the 2011-21 period). From this perspective there is likely to be very limited need for additional placements. However, if trends in increasing demand continue there will still be a need despite limited population change.

6.74 Furthermore, the national and City Council policy is to ensure that children are firstly cared for at home and secondly within a foster home. The success of this strategy ultimately determines whether there is a need for purpose-built children's care homes in the City.

6.75 Portsmouth is also home to a number of other vulnerable groups that require specialist forms of housing, which sometimes have to be met by out-of-city placements where suitable provision isn't available in the City. Vulnerable people can include those who are homeless, people with physical or mental, health issues, people with learning difficulties, people with alcohol or drug problems, young people at risk, ex-offenders and those at risk of domestic violence. A stable environment enables people to have greater independence and a chance to improve their quality of life.

Purpose Built Student Accommodation

6.76 The University of Portsmouth is the only higher education establishment in the City and is an important contributor to the local economy. In the 2022/23 academic year, the University of Portsmouth had 24,596 students of which 83% were full-time.

6.77 The City has seen significant private sector development of purpose built student accommodation (PBSA) in recent years and the 2021 Census shows 26% of students living in communal establishments for university students. Much of the recent provision of student accommodation has been delivered by the private sector as opposed to the University, though the University has nomination rights to accommodation within certain PBSAs.

6.78 A further 42% live in all student households (or HMOs) which is higher than the national average (27%). In 2021/22 there were around 8,000 rooms being advertised for students in the City, although the supply is rapidly falling and affordability worsening.

6.79 The University is planning to grow student numbers by a minimum of 10% over the next three to four years. Given this planned growth, and the falling supply of HMOs and local affordability issues within the student housing rental market, the Council will continue to support further PBSA development provided that these are at the more affordable end of the range.

Build to Rent homes

6.80 Build to Rent housing is a distinct type of housing within the private rental sector. The NPPF defines Build to Rent development as 'purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.'

6.81 Build to Rent can meet the needs of a number of demographic and social groups within the community. Build to Rent schemes also have the advantage of being able to offer longer term tenancies for those who want them, sometimes known as 'family friendly tenancies', providing longer term security and stability.

Communal or co-living homes

6.82 Analysis in the HEDNA shows that the largest household group in Portsmouth is single person households aged under 65, accounting for a fifth (20%) of all households. This is typical of the private rented sector profile.

6.83 Historically, single person households (or two-person households in some cases) have been accommodated through self-contained studios, one bedroom dwellings and in HMO properties. Whilst these dwelling types do provide for the needs of single person households, such provision can reduce the availability of family-sized homes in the City through the conversion and sub-division of larger properties. Purpose built communal or co-living schemes are a recent form of housing, with many schemes being recently delivered in London and Manchester, for example; they usually cater for single person households predominantly aged 18-40 years old, although are not exclusive to this demographic. This type of housing is not considered to be either a form of HMO or self-contained C3 dwelling.

6.84 Communal or co-living schemes are commonly designed with communal spaces to foster and facilitate a sense of community and to tackle loneliness. Additional shared facilities like gyms and laundry rooms are usually part of communal and co-living schemes.

6.85 One of the features of communal or co-living schemes is the ability to offer short-term contracts. Co-living accommodation is for rental periods longer than traditional short stay accommodation, but not for permanent occupation. This is usually seen as an advantage for the target user.

6.86 To date, one co-living scheme has been proposed in the City with Planning Committee resolving to grant outline planning permission in April 2022 for a 76 bedspace scheme (18/00848/OUT). The consideration of the planning merits of this scheme gives direction for this policy as to what evidence would be necessary to support a planning application for this type of development.

Service personnel and service family accommodation

6.87 Portsmouth is known as the home of the Royal Navy and the armed forces form a significant part of the fabric of the City.

6.88 According to the latest Ministry of Defence (MOD) statistics published in 2022, there were 9,350 MOD personnel located in City. In addition, the Council's estimates a further 943 service children registered in Portsmouth schools, 9,278 veterans living in Portsmouth, and 7,600 regular serving personnel based in the City. These estimates equate to approximately 18% of the City's population.

6.89 In Portsmouth, there are 714 Service Family Accommodation units which can accommodate 1,942 people and this at full capacity. A recent need assessment found that the current MOD accommodation is regarded as outdated and does not properly meet the needs of service personnel. The needs assessment sets out six recommendations for all authorities in the Solent area with regards to MOD housing. As a result, there is no need for the Local Plan to make additional policy measures beyond those already identified in the needs assessment.

Development Management Policy PLP19: Housing for Specific Groups



1. Development proposals will be supported for the following specialist housing where there is an identified need:

- a) Self-build or custom-build homes;
- b) Specialist and supported housing, including older persons housing, and children's and young people's housing;
- c) Purpose built student accommodation;
- d) Build to Rent homes;
- e) Communal or co-living homes; and
- f) Service personnel and service family accommodation.

2. Development proposals for purpose built student accommodation will be permitted where:

- a) Provision is made for cluster flats and not just studios;
- b) An appropriate management plan(s) is submitted that demonstrates that a positive and safe living environment is created for students and negative impacts on the local community are minimised;
- c) The building(s) is 'future-proofed' in terms of design to support potential alternative and appropriate uses during its lifespan; and
- d) Relevant regard has been had to the Council's Student Halls of Residence SPD¹⁰⁶ or future equivalent.

¹⁰⁶ <https://www.portsmouth.gov.uk/services/development-and-planning/supplementary-planning-documents/student-halls-of-residence-spd/>

- 3. Development proposals for Build to Rent homes will be permitted where at least 20% of the units within the scheme are let as Affordable Private Rented units at a discount of at least 20% to local market rents capped at Local Housing Allowance rates.**
- 4. Development proposals for communal or co-living homes will be permitted where an appropriate management plan(s) is submitted that demonstrates how the site will be adequately managed and negative impacts on the local community are minimised.**

Supporting Text

- 6.90 The purpose of this policy is to set out what housing types will be supported and the criteria that development proposals will be assessed against.
- 6.91 The Council will seek opportunities to support high-quality designed proposals for community led development, including self-build and custom-build projects, and ensure they contribute to the positive character of the local area.
- 6.92 Accommodation for older people can cover a range of types and needs: people of or approaching retirement age, including the active and newly retired to the very frail elderly. Housing types in this category can encompass accessible and adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs. The City has a growing number of vulnerable older people who have higher support needs and therefore require specialist accommodation. The Council will support this provision and will work with its partners to ensure the demand for specialist elderly accommodation, such as extra care housing, residential care and nursing care is met.
- 6.93 To create inclusive and healthy communities, specialist and supported housing accommodation should be located in accessible areas with links to public transport and local facilities. Specialist and supported accommodation can include hostels, residential institutions, accommodation suitable for those with disabilities and support needs, relating to both mental and physical health, and accommodation for the homeless. Flexible models of accommodation should be considered that allow residents to be supported within the City. Developers should work with the Council to identify the need for specialist housing and suitable site provision.
- 6.94 Supporting PBSA provision seeks to address likely future demand as student numbers grow and student housing options in the rental market continue to be limited. PBSA provision also potentially allows for the release of HMOs back to much-needed family homes or other types of accommodation. Additionally, PBSA should be an affordable housing option for students and, therefore, cluster flats should normally be prioritised over studio flats. However, there is need for a balance to be struck between the supply of student accommodation and the need to deliver other types of homes, facilities and services, which are competing for a limited supply of land within the City. PBSA is often proposed for sites within or in close proximity to existing residential homes. In these cases, a management plan should be submitted to support the proposal, which demonstrates that any negative impacts on the local community are minimised and that a positive and safe living environment is created for the students.

- 6.95 PBSA should be designed to be able to accommodate alternative uses, through minimal additional development or internal alteration in order to provide flexibility over the long term lifespan of a building(s) if necessary. Some alteration to meet appropriate residential space standards is anticipated and developers/applicants will be asked to demonstrate this is achievable at the planning application stage. For the avoidance of doubt, this future flexibility requirement should not be misinterpreted as support in principle for mixed use developments combining general housing accommodation with specialist housing for students.
- 6.96 Build to Rent, in the form of affordable private rent, may be one type of product to meet the City's affordable housing needs. National policy guidance¹⁰⁷ states that a minimum rent discount of 20% (relative to local market rents) is required for affordable private rent homes and recommends that 20% is a suitable benchmark for the level of affordable private rent homes to be provided and maintained in perpetuity in any Build to Rent scheme.
- 6.97 The viability of Build to Rent development, however, differs from that of a typical mixed tenure development in the sense that returns from the Build to Rent development are phased over time, whereas for a typical mixed tenure scheme capital receipts are generated as the units are sold.
- 6.98 To meet the need for accommodation for single person or two-person households and to prevent further loss of family dwellings to HMOs, the Council will support the development of purpose-built communal or co-living accommodation. It is likely that schemes will be proposed on sites within or in close proximity to existing residential homes. In this respect, it is expected that a management plan is submitted to support a proposal that demonstrates that any negative impacts on the local community are minimised, as well as demonstrating that the site will be adequately managed, including relating to entrances, security, and the maintenance of communal spaces.

Homes in Multiple Occupation

Introduction

- 6.99 An HMO is a property rented out by more than three individuals, who are not from one household, but share communal facilities such as the bathroom or kitchen. It is sometimes also called a 'house share'. An HMO with no more than six residents is defined as C4 in the use class order. An HMO with more than six residents become a 'sui generis' use. The following are not classed as HMOs: social housing, care homes, children's homes, bail hostels, properties containing the owner and up to two lodgers and properties occupied by students that are managed by an education establishment.
- 6.100 The HEDNA prepared for the Council identifies the range and types of homes required to meet the needs of different groups in the community. The assessment highlights a continued demand for HMO accommodation in the City to meet the housing needs of a number of groups, including students, young professionals, people with low incomes and people in receipt of benefits. However, it is anticipated that increased provision of purpose built student accommodation and communal or co-living homes, as well as the provision of studio and one-bed properties, may reduce demand for HMOs.

¹⁰⁷ <https://www.gov.uk/guidance/build-to-rent>

- 6.101 National planning policy states that Local Planning Authorities should plan for a sufficient supply of homes that meet the needs of different groups in the community. It highlights the need to support strong, vibrant and healthy communities by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations. Underlining this need is the requirement that planning policies and decisions create places that are safe, inclusive and accessible, and which promote health and wellbeing with a high standard of amenity for existing and future users.
- 6.102 Article 4 Directions can be used to remove national permitted development rights in situations where it is necessary to protect local amenity of the wellbeing of the area.
- 6.103 A City-wide Article 4 Direction came into force in Portsmouth in 2011. The Direction means that planning permission is now required for changes of use from residential Class C3 dwelling house to small HMO (Class C4) uses. Properties that were already in use as a C4 HMO prior to 01 November 2011 are not affected by the Article 4 Direction.
- 6.104 While the important contribution of HMOs to meeting the City's housing needs is recognised, this can be at the expense of family homes through the conversion and subdivision of larger dwellings. The potential for negative social, environmental and amenity impacts of high concentrations of HMOs on local communities has been widely discussed. It is therefore considered appropriate for the Local Plan, in conjunction with other tools available to the Council, to seek to minimise the potential negative impacts of HMO development. To date, this has included implementing changes to permitted development rights through an Article 4 Direction and providing additional guidance to help assess the suitability of proposals in view of maintaining mixed and balanced communities.

Strategic Policy PLP20: Houses in Multiple Occupation

- 1. In order to support mixed and balanced communities and ensure that a range of household needs continue to be accommodated within the City, development proposals for new HMOs and changes of use to a HMO, including development to increase the occupancy of an existing HMO, will only be permitted where:**
- a) Less than 10% of residential properties within a 50-metre radius of the area surrounding the application property are in existing use as a HMO;**
 - b) Development does not result in a non-HMO property being 'sandwiched' between HMO properties and does not result in three or more HMO properties in a row¹⁰⁸;**
 - c) Development avoids harm to the amenity of nearby residents; and**
 - d) The proposal accords with the Houses in Multiple Occupation: Ensuring Mixed and Balanced Communities Supplementary Planning Document¹⁰⁹ or future equivalent.**

¹⁰⁸ As described in the Houses in Multiple Occupation: Ensuring Mixed and Balanced Communities Supplementary Planning Document or future equivalent.

¹⁰⁹ <https://www.portsmouth.gov.uk/wp-content/uploads/2022/02/Houses-in-multiple-occupation-HMO-spd-Accessible.pdf>

2. In areas where concentrations of HMOs exceed the 10% threshold, development proposals that intensify the use of an existing HMO, namely change the use of a Class C4 or mixed C3/C4 use to an HMO in Sui Generis use or increase the occupation of an existing HMO, will only be permitted in exceptional circumstances.

Supporting Text

- 6.105 The purpose of this policy is to ensure mixed and balanced communities by supporting the development of new HMOs whilst ensuring that the amenity and quality of life of occupiers of the HMO and their neighbours are valued and protected. These aims are also supported by the requirements of Policy PLP22: Space Standards and Policy PLP1: Design.
- 6.106 The Council adopted an updated HMO Supplementary Planning Document (SPD) in November 2019. This sets out the Council's approach to mitigating the known likely potential harm caused by concentrations of HMOs and ensuring that Portsmouth's communities are mixed, balanced and sustainable. It includes a threshold of 10% of residential properties within a 50m radius of the application property guidance to help determine where a community will be considered 'imbalanced' and guidance on how any potential over concentrations of HMOs will be considered. This document is intended as a useful tool for developers and prospective landlords to gain understanding of how planning applications for new HMOs will be decided. The threshold set in the SPD has been used successfully in Portsmouth since its adoption, and its inclusion in PLP20 is a pragmatic transfer of guidance into policy.
- 6.107 Applications for HMOs should assess the likely impact of non-provision of on-site parking on highway safety, including visibility, potential for obstruction, increased congestion and, if relevant, economic impact on local business. These should be considered on a case-by-case basis, and any design and access statement should outline how these issues have been considered and, where necessary mitigated.
- 6.108 The location of existing HMOs and the cumulative impact on the character of the area including potential street clutter through a lack of space for refuse storage and cycle storage will be considered in any application for a new HMO. Where necessary, planning permissions granted for HMOs will be subject to conditions to secure provision that mitigates these impacts.
- 6.109 Due to the adverse implications to local amenity, the Council will only exceptionally grant planning permission to intensify the use of an existing HMO, namely change the use of a Class C4 or mixed C3/C4 use to an HMO in Sui Generis use or increase the occupation of an existing HMO, if sought in areas where concentrations of HMOs exceed the 10% threshold.
- 6.110 As well as the requirements set out in the Local Plan and the SPD, developers and potential landlords should be aware that there is also mandatory licensing for a wide range of HMOs. Applications for an HMO license should be made separately to the Council's private sector housing team. Development proposals should also refer to the

Council's Private Rental Strategy¹¹⁰ (2020), which sets out standards for private rentals in the city, including HMOs.

Residential Density

Introduction

6.111 Residential density is the measure of the number of dwellings within a specific site/land area. It is commonly expressed as dwellings per hectare (dph). Residential density is one indicator used to understand the extent a development is making efficient and effective use of the site/land.

6.112 There is a significant demand for additional housing within Portsmouth; it is therefore important that the most efficient and effective use of developable sites/land in the City is being made. Portsmouth is one of the UK's most densely populated cities, a trend that is continuing with increases in the average density of new build development in the City since 2012. Moreover, building density levels in Portsmouth have always been relatively high, in part due to the historic development of the City, with the rows of terraces built for the Naval Dockyard workers and their families, as well as the City's island geography presenting as a constraint on available developable land.

6.113 National planning policy requires Local Plans to include policies that optimise the use of land and meet as much of the identified need for new housing as possible. Such policies should include the use of minimum density standards to seek a significant uplift in the average density of residential development in locations that are well served by public transport, supported by a suitable range of densities to appropriately reflect the development potential of different areas.

6.114 In order to achieve the uplift of prevailing densities required, an understanding is needed of the range of existing housing densities within the city. The Urban Characterisation Study¹¹¹ divides the City into a number of character areas with an indicative average density. The areas of highest density are clustered around the City Centre, with some character areas identified as having a gross dwelling density of 75 to 100dph. Broad areas of the City are characterised by tight Victorian era terraces with gross dwelling densities of 50 to 75dph. The physically constrained nature of the City means that even the 'suburban' edges of the city often have gross dwelling densities of between 25 to 50dph.

6.115 The Portsmouth Core Strategy (2012) identified a number of town centres and other key areas considered suitable for higher density development based upon accessibility to essential facilities and high frequency public transport. Within these areas there was a requirement for at least 100dph, with a minimum of 40dph across the rest of the City. However, monitoring data since 2012 shows that the average density achieved on new development has exceeded both the Core Strategy's higher and lower density targets, with the average for the lower density target area achieving double the target, at over 80dph, year on year.

¹¹⁰ <https://www.portsmouth.gov.uk/wp-content/uploads/2021/08/Private-Rental-Sector-strategy-2021-2026.pdf>

¹¹¹ <https://www.portsmouth.gov.uk/newlocalplanevidencedocm>

6.116 The Portsmouth Local Plan updates the density targets for new residential development in the City, which has been developed on analysis of existing density areas to determine an appropriate uplift based on existing built form, accessibility to key services and public transport, and identified schemes for significant new development. This approach will help to support health and wellbeing through potentially encouraging more active travel (and thus reducing congestion) and directing higher growth to town centre locations. However, as the National Design Guidance highlights, density is only one aspect of design and a development proposal will ultimately be informed and influenced by a range of design principles, components, and considerations.

Development Management Policy PLP21: Residential Density



1. Development proposals for residential development, including mixed-use schemes that have a residential element, will be permitted where the residential density is in accordance with the minimum density for its location, as shown on the Policies Map, as follows:

- **High density development of at least 120dph in areas of high accessibility;**
- **Medium density development of at least 80dph across the City's core residential areas;**
- **Lower density development of at least 40dph in the suburban edge.**

2. Where a proposed development has a lower residential density level to the thresholds above, the proposal must be supported by robust evidence and rationale that justifies the proposed density is appropriate and is responding positively to its context.

Supporting Text

6.117 The purpose of this policy is to set density targets for new residential development in Portsmouth appropriate to its location in order to make more efficient and effective use of sites/land.

6.118 This Local Plan divides the City into three broad residential density zones, which are illustrated in Figure 6.1 and on the Policies Map. Further detail on these zones is as follows:

- **High Density - Highly Accessible Areas:** These areas will be the focus of new high density residential development within the City, forming a zone with a minimum density of 120dph. They broadly comprise of the City Centre and surrounds and most of the town and district centres. These are generally areas where there is or will be high accessibility to public transport. High density levels will also help to support local services within these areas and provide future residents with ready access to local employment opportunities.
- **Medium Density - Residential Core:** The residential core area will have a target of a minimum of 80dph that aims to ensure that there is an uplift in prevailing densities across these parts of the City.
- **Low Density - Suburban Edge:** The suburban edge provides an opportunity for a wider range of types and tenures of residential development to be delivered in these areas, especially houses, and will therefore have a lower minimum density target of 40dph.

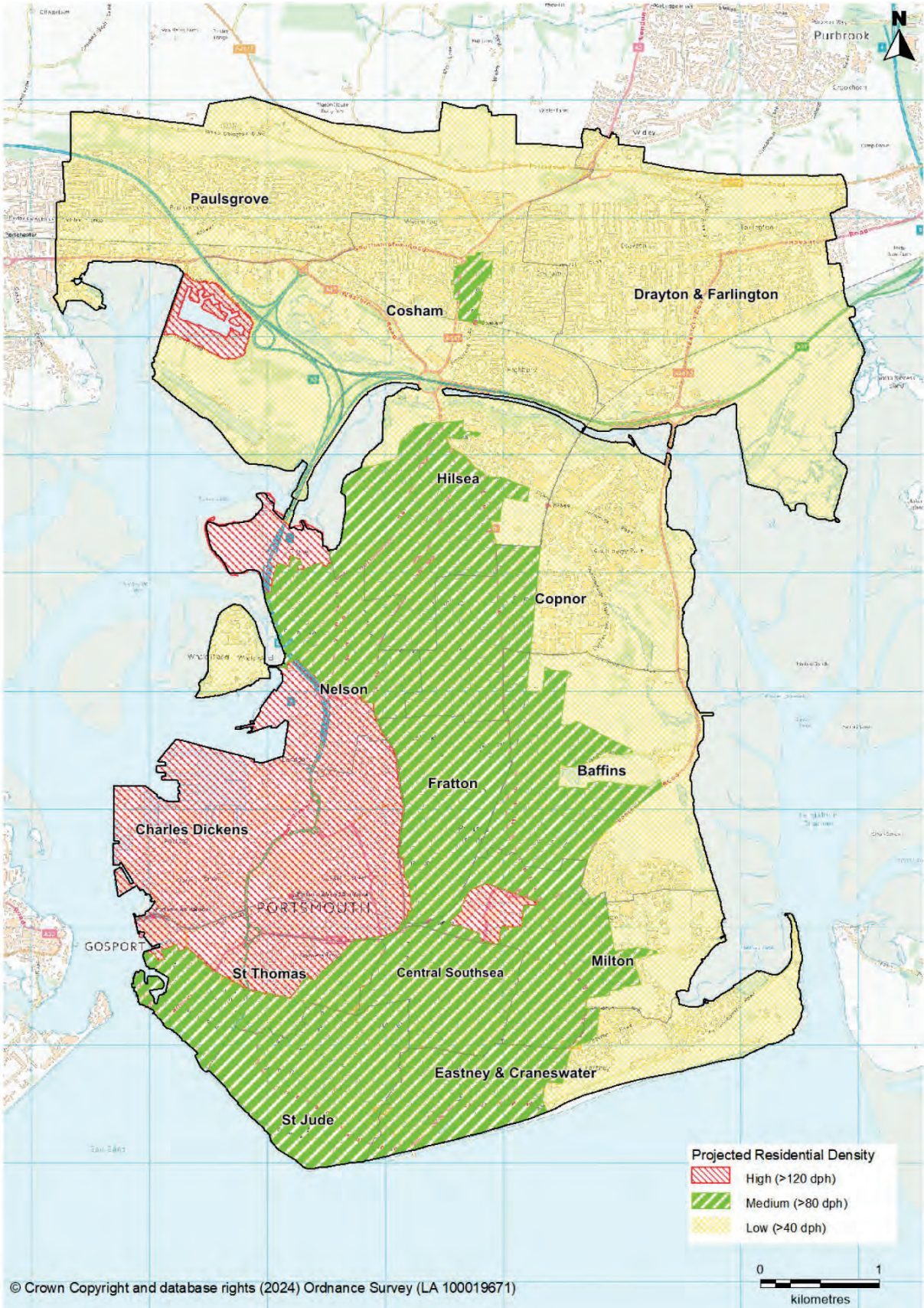


Figure 6.1: Residential density zones in Portsmouth

6.119 Residential density is only one indicator of how the resulting development may manifest as a built form, which is also influenced and informed by other factors relating to the site and its context. Development proposals should therefore accord with Policy PLP1 Design and policies contained in the Local Plan as a whole. Evidence and rationale should be submitted with any development proposal that seeks to propose an alternative residential density level to the thresholds set out in Policy PLP21.

Space Standards

Introduction

6.120 The Council is dedicated to ensuring that the provision of high quality living standards and environments is not compromised by the need to deliver new housing for the City. New homes must meet the needs of current and future residents and set the foundations for well-designed, safe environments that support the health and wellbeing of occupiers.

6.121 New homes should be built to sufficient space standards that meet the various daily needs of occupiers, for example a room to sleep in or outdoor garden space for recreation. Homes that only offer adequate internal floor area but lack storage space or external amenity space are unlikely to meet the needs of occupiers.

6.122 In March 2015, the Government published the Technical housing standards - national described space standard¹¹² (since amended in May 2016), which sets out the standard for minimum Gross Internal Areas (GIA) that new housing in England should be built to. Local Planning Authorities can opt to use nationally described space standards (NDSS) to ensure homes meet minimum size requirements. The application of minimum internal space standards will ensure internal floorspace in new developments is sufficient for the number of people the dwelling is accommodating.

6.123 Analysis of past completions between 2015-2020 in the City found a strong correlation between the size of dwellings (number of beds) and the proportion that met the NDSS. Smaller dwellings with fewer beds were significantly less likely to be compliant with the NDSS than larger dwellings. Only 32% of the one-bed / one person dwellings permitted met the NDSS. By comparison, the NDSS were met by 100% of the permitted three-bed / five person dwelling and 82% of the two-bed / four-person dwellings.

6.124 Portsmouth has a number of areas ranked amongst the highest levels of deprivation in the country. The City needs to work to improve living standards for all its residents; it is important therefore that the NDSS is formally adopted in the Local Plan to avoid the creation of substandard dwellings, particularly to protect those who may have fewer housing options available to them.

6.125 In terms of external amenity space, new homes need to be delivered with sufficiently sized and provisioned external space to support residents' mental and physical wellbeing. This could be in the form of private or communal space.

¹¹²https://assets.publishing.service.gov.uk/media/6123c60e8fa8f53dd1f9b04d/160519_Nationally_Described_Space_Standard.pdf

Development Management Policy PLP22: Space Standards

1. Development proposals will be permitted where they ensure that the external and internal space needs of occupiers are met through compliance of the following:
 - a) Achieve or exceed the minimum Gross Internal Area standards as set out in the 'Technical Housing Standards – nationally described space standard'¹¹³ (or future equivalent);
 - b) Provide sufficient onsite external private amenity space / balcony space, and/or onsite communal outdoor amenity space;
 - c) Provide sufficient onsite storage space for waste refuse and recycling.

Supporting text

- 6.126 The purpose of this policy is to ensure adequate living standards and environments for the City's population, and to increase the number of people living in sufficiently decent-sized homes in the City.
- 6.127 To ensure that new homes provide sufficient space for basic daily needs and activities, all residential development will be required to meet the Government's Technical Housing Standards - nationally described space standards (or future equivalent).
- 6.128 All proposals for new homes, including change of use or conversions, must meet each appropriate space standard as a minimum. There are no maximum standards, and developers are encouraged to provide larger rooms and dwellings where possible. The space standards apply across all tenures. Additional standards for affordable housing, both privately and publicly funded, can be found in the Council's Providing Affordable Housing in Portsmouth guidance document.
- 6.129 Development must provide sufficient onsite private external amenity space / balcony space, and/or communal outdoor amenity space. Private amenity space, for example private gardens, may be more appropriate for houses, whereas balconies are usually more suitable for flats although there may be scope for ground floor flats to have their own private garden space. In all cases, private amenity and/or balcony spaces should be provided on a 1 to 1 basis so that provision is made for all homes. In the case of private balconies, however, there may be safety and/or design reasons as to why balconies would not be appropriate or would not be appropriate for every home, for example, in a high-rise flat scheme. In these cases provision should be made for communal outdoor amenity space to supplement or be a substitute for private balconies.
- 6.130 Communal outdoor amenity space would usually be suited for flat developments or forms of communal accommodation. Communal outdoor amenity space may be provided proportionate to the proposed number of bedrooms. Where a development is in close proximity to an existing public open space (100 metre walking distance), a reduced provision of onsite communal outdoor amenity space may be acceptable.

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https://assets.publishing.service.gov.uk/media/6123c60e8fa8f53dd1f9b04d/160519_Nationally_Described_Space_Standard.pdf

6.131 Sufficient onsite storage space for waste refuse/recycling must be provided. The solution for this will largely depend on the nature of a scheme, for example houses or flats, which will dictate whether individual, for example dedicated external bin store, or communal provision, for example a shared bin store, is appropriate. Developers/applicants are encouraged to engage with the Council at the earliest opportunity to discuss what would be the most appropriate solution for a site/scheme, which would also relate to discussions about waste management and servicing.

Estate Renewal

Introduction

6.132 Within the City there are a number of housing estates which are predominantly in Portsmouth City Council ownership. These estates were mainly developed in the post war period to provide housing in the City to replace that lost in the World War II. The areas of the City closest to the Naval Dockyard were those most heavily damaged and it is within these areas that most of the rebuilding and public housing estate creation happened. The notable exception to this is Paulsgrove, which was constructed on what at the time was the edge of the City to house residents who had lost their homes.

6.133 The estates were built largely from the 1950s to the early 1970s using development principles based on ideas around patterns of living, use of open space and motor vehicles which were prevalent at the time. The road-oriented development patterns of the time created physical barriers between estates and other areas of the city, as well as dominating the built environment.

6.134 There are opportunities to revisit the design of aspects of the estates, such as above-ground walkways and bin stores, to reform and make spaces more useable for modern needs. In addition, there are opportunities for the reuse of spaces which no longer function as originally intended, for example drying court areas or internal drying spaces. There are, however, aspects of the mid twentieth century estate design that have significant positives, such as the more generous space standards which the properties were built to.

6.135 Given that the properties in these estates are largely over 50 years old, there are homes which are likely to be approaching the end of their usable lifespan and will require future refurbishment or replacement. The Council has a rolling programme of planned maintenance, renewal, and renovation of its stock within the City. The most recent example was Wilmcote House that was renovated to EnerPhit standards, which are the retrofit equivalent of Passivhaus standards. This programme is ongoing with proposals being developed to replace the now demolished Horatia and Leamington Houses in Somerstown. A map showing the estates being renewed forms figure 6.2.

Area Allocation Policy PLP23: Estate Renewal

1. Development proposals within Portsmouth City Council's Estates, as identified on the Policies Map will be supported provided that they:

- a) Make provision for suitable homes to meet the needs of residents, including through comprehensive redevelopment or the maintenance and/or improvements to existing housing stock;**

- b) Make provision for accessible facilities and hubs for the community;**
- c) Make the health and wellbeing of residents central to all aspects of the proposal;**
- d) Improve access and legibility through improved connectivity, including links to the wider City, employment locations and key facilities;**
- e) Create welcoming, accessible high quality open spaces and play areas and improvements to existing open spaces and amenity areas;**
- f) Deliver improved, safer pedestrian and cycle routes; and**
- g) Deliver high quality design and sustainability, taking into account any relevant design guidance or codes.**

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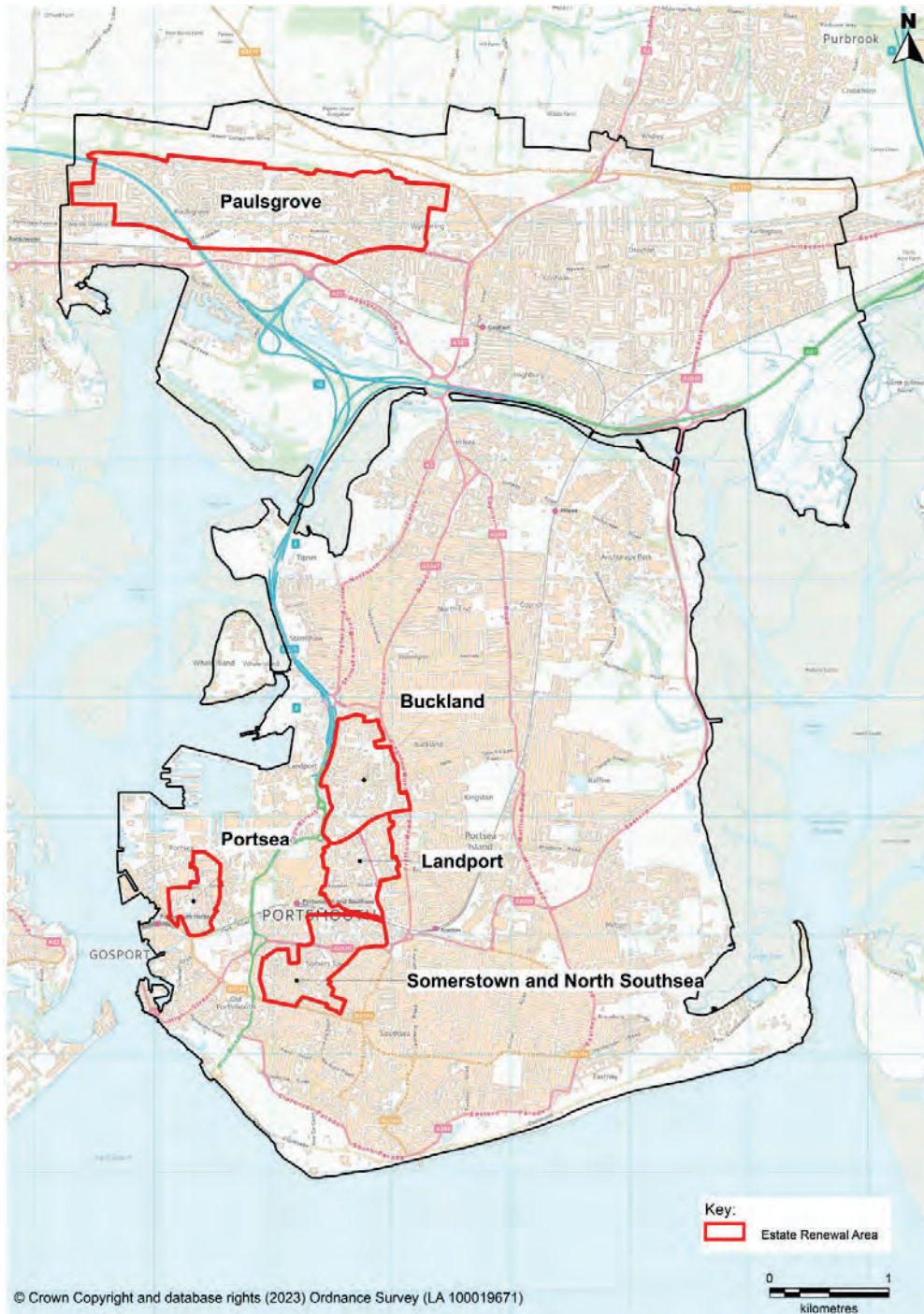


Figure 6.2: Map of Estate Renewal in Portsmouth

Supporting Text

6.136 The purpose of the policy is to ensure renewal in the City's predominantly Council owned estates contributes towards creating a healthier, safer and more welcoming environment for local residents.

6.137 The policy seeks to encourage the Council and other landowners to plan for wider estate renewal as opportunities arise, thus avoiding a piecemeal approach to development. The aim is to improve the quality of the housing, rationalise existing stock

through renewal or replacement and provide additional affordable/social and market housing in these areas.

- 6.138 Estate renewal will be expected to provide a high quality of design and sustainability, including high levels of energy and water efficiency and green infrastructure in line with relevant Local Plan policies.
- 6.139 Index of Multiple Deprivation data (2019) for Portsmouth shows that there are clear pockets of poor scoring areas around the City Centre and Paulsgrove where the estates are largely located. This means that those living in these areas have poorer health outcomes, on average, than those living in other areas of the City. Therefore, development proposals must make the health and wellbeing of residents central to all aspects of the proposal, including the submission of a Health Impact Assessment
- 6.140 Estate renewal should include the provision of good quality public open space, including play areas, safe routes with good access to services and facilities and improved connections to the wider urban area. Consideration should be given to promoting local food growing initiatives, including community gardens and orchards. This accords with other policies of this Plan, and with national planning policy that encourages the utilisation of existing development areas where possible and the creation of mixed, sustainable communities that promote the health and wellbeing of residents.
- 6.141 In March 2021, Portsmouth City Council was awarded funding to pilot test the Government's National Model Design Code, which provides guidance on the production of design codes and design guides. The City Council will seek to develop a design coding process for estate renewal within the City, using the findings of the pilot that utilised the Horatia and Leamington site redevelopment in Somerstown as a case study. The development and testing of a future Estate Renewal Design Code will be developed in consultation with residents and with input from service areas across the Council. Once produced, such a Design Code could be adopted by the Council to help guide proposals within the other Council-owned estates in the City.

Gypsies, Travellers & Travelling Showpeople

Introduction

- 6.142 National planning policy sets out that the housing needs of different groups should be assessed and reflected in planning policies, including for travellers. The overarching aim is to ensure fair and equal treatment, in a way that facilitates the traditional and nomadic life of travellers while respecting the interests of the settled community. To help achieve this aim, local authorities are required to assess need for Gypsies and Travellers for the purposes of planning, work collaboratively to develop fair and effective strategies to meet identified need, seek to reduce tensions between settled and traveller communities and ensure Local Plans include fair, realistic and inclusive policies.
- 6.143 The range of actions relating to Gypsies and Travellers, from policy making to management of encampments requires a collaborative, multi-agency approach that spans departments within the Council, from Planning to Housing and Neighbourhood services, and external bodies. The Council's Community Safety team works to manage Gypsy and Traveller encampments through a partnership approach and regular liaison with external organisations such as the Police. This collaboration has fed into understanding the need for Gypsy and Traveller accommodation across the City.

6.144 There are differences between the culture and traditions of Gypsies and Travellers, and Travelling Showpeople, and the Government's Planning Policy for Traveller Sites¹¹⁴ (2015) provides definitions of each (see the Glossary). There are currently (as of autumn 2023) no authorised Gypsy and Traveller, or Travelling Showpeople sites within Portsmouth.

6.145 A robust Gypsy and Traveller Accommodation Assessment (GTAA, 2023)¹¹⁵ has been undertaken in accordance with Government Planning Policy. This shows that there are no Gypsy and Traveller households identified in Portsmouth that met the Government's definition¹¹⁶ and also no households that either did not meet the definition or were undetermined with regard to the definition. The GTAA found there was no identified need for either permanent or transit sites for Gypsies and Travellers for the plan period to 2040. There are also no Travelling Showpeople yards in the City and no current or future (to 2040) need for plots.

6.146 While the assessment identifies instances of unauthorised encampments, these are due to Gypsies and Travellers using the City for its seafront location for short periods over the summer months. These are managed effectively by the Council in partnership with the Police, who apply a degree of toleration to those looking to move on within a few days and do not cause disruption. This use of the City by Gypsies and Travellers does not currently result in any formal need for transit sites within the plan period. However, this will be monitored going forward to determine any increases in the number, size of and length of stay of encampments.

6.147 Due to there being no identified need for permanent or transit sites, the criteria-based policy below provides a framework for decision making should any planning applications be submitted. Paramount consideration should be given to the health and safety of gypsies, travellers and travelling showpeople, with regard to proximity to land contamination and areas of flood risk, while striking a balance in appraising and avoiding significant adverse impacts on the local area and community. Mobile homes, caravans and park homes intended for permanent residential use are particularly vulnerable to flooding and classified as highly vulnerable uses in National Technical Guidance on Flood Risk¹¹⁷.

Development Management Policy PLP24: Gypsies, Travellers & Travelling

Showpeople

1. Development proposals for Gypsies, Travellers and Travelling Showpeople accommodation will be permitted provided that:

- a) Sites are well related to, and have safe and reasonable access to local facilities including shops, schools, community, health and welfare services;
- b) Sites should have reasonable access to the road network for vehicles, pedestrians and cyclists, and where possible, to public transport;

¹¹⁴ <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites/planning-policy-for-traveller-sites>

¹¹⁵ <https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/Portsmouth-GTAA-Final-Report.pdf>

¹¹⁶ <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites/planning-policy-for-traveller-sites>

¹¹⁷ <https://assets.publishing.service.gov.uk/media/5a79a6a6e5274a684690b1b3/2115548.pdf>

- c) **Sites for permanent accommodation must not be located within Flood Zone 2 or 3;**
- d) **Sites for transit or temporary accommodation must not be located within Flood Zone 3;**
- e) **Sites for permanent or transit accommodation must not be located on contaminated or unstable land unless the land can be appropriately remediated and mitigated as part of proposed development;**
- f) **Sites should have or be capable of being serviced with adequate infrastructure and on site utilities, including water supply, sewage disposal and power, to service the number of pitches proposed;**
- g) **Sites should be appropriately landscaped to avoid adverse impacts on the visual amenity and character of the surrounding area, or on the natural or historic environment;**
- h) **Good design and landscaping should ensure that sites have adequate residential amenity and privacy for intended occupiers. This should include play space, ancillary storage and business activities, the latter where compatible with surrounding uses and character;**
- i) **Sites should not cause, and are not subject to, unacceptable harm to the amenities of neighbouring uses and occupiers; and**
- j) **There should be safe vehicular access from the highway and adequate parking provision and turning areas.**

Supporting Text

- 6.148 The purpose of the policy is to enable the well-being of Gypsies and Travellers and to support their integration and co-existence in the local community.
- 6.149 The policy seeks to ensure development for new Gypsy and Traveller accommodation is well located and safe. Sites should have reasonable access to local services and facilities, including shops, schools, community, health and welfare facilities. This helps ensure a settled base and the sustainability of the site.
- 6.150 The policy seeks to direct development away from areas of flood risk, given the vulnerability of caravans. Flood Risk Technical guidance to the National Planning Policy Framework defines caravans and mobile homes for permanent use as highly vulnerable uses. As such they are not appropriate in Flood Zone 3a, which carries a high probability of flooding, or Flood Zone 3b Functional Floodplain, where water will flow or be stored in times of flood. A sequential test and an exception test are required for any permanent caravan, mobile home or chalet type development, including change of use, proposed in Flood Zone 2 (medium probability of flooding).
- 6.151 Caravans and mobile homes are particularly vulnerable to land contamination and instability, and the policy seeks to direct development away from contaminated or unstable land, where possible. In rare instances where development is proposed and considered on or near contaminated land, Development Management Policy PLP37 Contaminated Land should be applied, which seeks to prevent unacceptable risk from contamination.

- 6.152 A number of sites within Portsmouth are sensitive in terms of their natural environment and historic importance. Applications should be considered to accord with these policies to ensure they appropriately conserve these elements of the environment.
- 6.153 Good design and landscaping of sites should be incorporated, both to avoid and minimise any adverse visual impacts on local character and amenity, and to ensure adequate privacy and residential amenity of occupiers of the site. This should include space for children to play and ancillary storage. The layout of sites should conform to the latest available Government guidance and take into account recommendations from the Showmen's Guild, where relevant.
- 6.154 Protecting the amenities of neighbouring occupiers is important in the assessment of planning applications, and consideration should be given to potential noise, disturbance or environmental impacts with regard to relevant plan policies. Due consideration should also be given to ensuring Gypsy and Traveller sites and their occupants are not subject to unacceptable residential and environmental amenity through inappropriate location, proximity to conflicting uses or poor design.
- 6.155 To ensure economic and environmental sustainability of proposed sites, positive consideration should be given to the extent to which some Gypsy and Travellers traditionally live and work in the same location. This can omit travel to work journeys, and the location of ancillary and associated business activities on sites should be considered with regard to National Planning Policy for Traveller Sites. Any ancillary business uses should be compatible with surrounding uses and local character, the amenity of neighbouring occupiers and should not cause unreasonable levels of noise or disturbance. Conditions may be imposed to limit the proportion of a site or the type of business use, as appropriate.

Chapter 7: Thriving Economy

Introduction

7.1 The 2040 Vision is for Portsmouth to be a City with a thriving economy, which supercharges local businesses and entrepreneurs and attracts investment nationally and internationally from businesses of all sizes. The Vision emphasises the importance of strong partnerships between employers and people both in terms of jobs and skills. The Portsmouth Economic Development and Regeneration Strategy¹¹⁸ accords with the 2040 Vision. Its overall aim is to 'make Portsmouth Britain's premier waterfront technology and innovation city – a great place to invest, learn, live, work and visit and the most attractive place for starting, growing or relocating a business.' This is illustrated in figure 7.1.

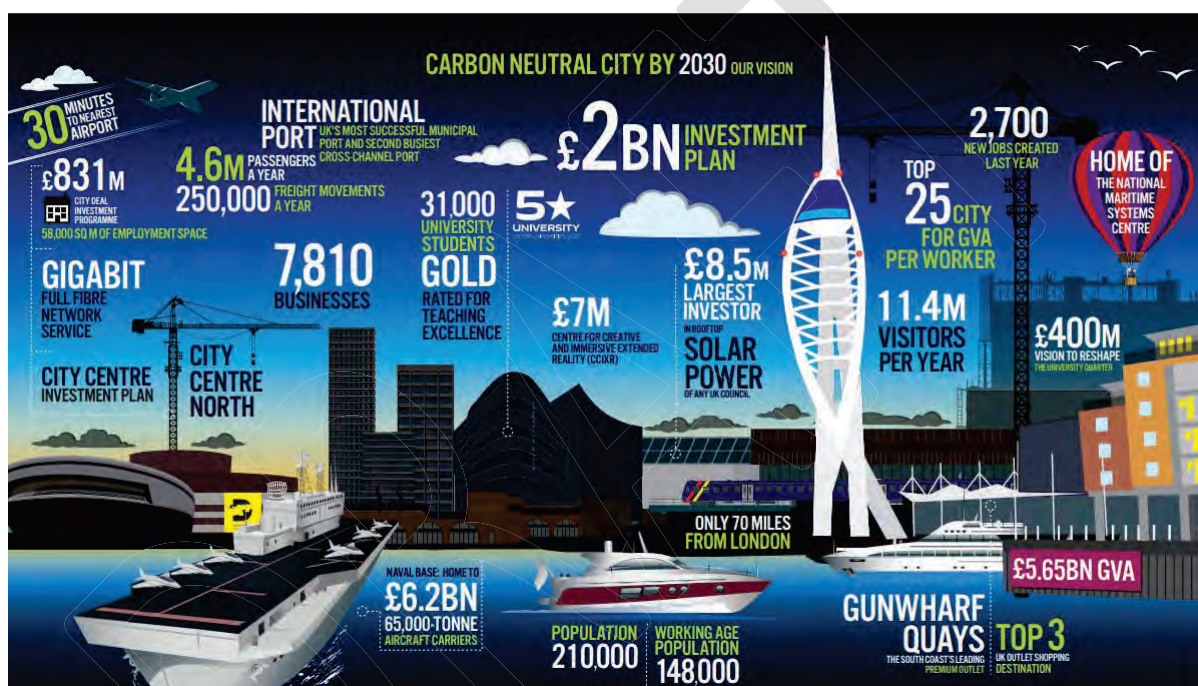


Figure 7.1: The Economy of Portsmouth

7.2 This chapter of the Local Plan is about planning for economic growth in Portsmouth. The first two policies are about providing and protecting employment land. Planning defines employment as offices, research and development, industrial processes, manufacturing and warehousing and therefore the employment floorspace figures in this chapter only relate to these types of businesses. A huge variety of businesses and activities can provide jobs, and of course not all of these take place in offices, industrial premises and warehouses. In fact, the sector which provides most jobs in the City is health, which is unsurprising given that there are two hospitals in Portsmouth, namely Queen Alexandra and St Mary's. There are a number of use classes defined in the Use Classes Order¹¹⁹ that provide jobs and generate income, for example schools and universities, but are not defined as employment in planning.

¹¹⁸ <https://www.portsmouth.gov.uk/wp-content/uploads/2022/01/Economic-Development-Regeneration-Strategy-Accessible.pdf>

¹¹⁹ <https://www.planningportal.co.uk/permission/common-projects/change-of-use/use-classes>

- 7.3 The three largest sectors of employment in Portsmouth are health reflecting the presence of two hospitals, manufacturing including the maritime and engineering employment sectors related to naval activity and research, and public administration including defence reflecting the City Council and naval / defence employment. Other large sectors of employment in the City are education reflecting the presence of the University, retail reflecting the City Centre function, hospitality with the City as a tourism and port destination and business administration. Sectors which are less represented in the City are finance, professional services, wholesale and agriculture. Overall, typically office based sectors, such as banking and accountancy, have lower representation in the City, which is important as they tend to have higher productivity and earnings.
- 7.4 The City is home to His Majesty's Naval Base Portsmouth, which is a significant employer with an estimated 13,000 jobs and houses almost two thirds of the Royal Navy's surface ships, including the flagship aircraft carriers HMS Queen Elizabeth and HMS Prince Of Wales. The Naval Base generates a significant supply chain requirement in the marine and maritime engineering sectors with an estimated 1,200 companies supplying the base. There are high levels of employment in a range of specialist manufacturing sectors including ship maintenance, equipment manufacturing, air and space craft manufacturing and ship building. These sectors are likely to continue to play a central role in the Portsmouth economy. Some of these jobs will be high value and higher salary in nature and others potentially be lower wage / lower productivity.
- 7.5 The University of Portsmouth is also a major employer. It has a number of key research areas including defence, biomedical and maritime. The University is working to develop a Portsmouth Research Institute for Space Missions.
- 7.6 Portsmouth International Port (PIP) is central to the City's economy with total local employment linked to PIP currently standing at 2,410 jobs and the local economic impact from port activities standing at £189 million. There are 1.8 million international cruise and ferry passengers traveling through the City with each large cruise ship call generating as much as £1.5 million to the City's economy. The Masterplan¹²⁰ for PIP was approved by the City Council in 2022 and aims to create 11,333 jobs and positively impact the local economy by £387 million by 2042 and is a key part of the City's Economic Development and Regeneration Strategy.
- 7.7 Portsmouth's unemployment rates are consistently higher than the South East and national averages, whilst many of the higher skilled jobs are taken by people who commute into the City for work. One metric for unemployment in the UK is the unemployment rate for people 16 and over. At 3.8%, Portsmouth has a slightly higher unemployment rate than the South East (3.1%) and England (3.6%) for the most recent period (2022). In terms of economic inactivity, Portsmouth has a markedly higher rate of long term sick (30.3%) compared to the South East (22.6%) and Great Britain (26.5%). The health of residents therefore has an impact on the overall economic performance. Portsmouth has a higher rate of people defined as Looking After Family/Home (24.4%) compared to the South East (19.1%) and Great Britain (19.7%). Indices of Multiple Deprivation data from 2019 (which is the latest data) provides insight into the challenges faced by some residents. Many parts of the City fall into the top 10% most deprived areas in the country. This includes deprivation in the domains of income, education, employment, health, crime and housing. Given these statistics, there will be residents

¹²⁰ <https://portsmouth-port.co.uk/wp-content/uploads/2022/02/Masterplan-web.pdf>

who have low skills and find difficulty in accessing good quality employment. With high expectations for growth, the City Council and its partners will need to raise aspirations and diversify the skills of the workforce to continue to ensure that local people can make the most of new job opportunities that will arise in the City. Policy PLP27 deals with employability and skills.

7.8 The City Centre along with the Town, District and Local centres lie at the heart of local communities across the City. Policy PLP28 seeks to promote the vitality and viability of the identified centres, which are where the main town centre uses of retail, leisure, offices, arts, culture and tourism should be located. Policy PLP29 relates to applications for small local shops and proposals for town centre uses outside town centres.

7.9 Portsmouth has world-class heritage and cultural attractions, notably the Historic Dockyard and the D-Day Story. Policy PLP30 deals with the cultural and visitor economy, which is expanding rapidly in the City based on its maritime location, heritage and identity. The City of Portsmouth has a proud track record of hosting major events such as the Victorious Festival and the Great South Run. This all makes culture-led regeneration an essential part of promoting a thriving economy in the City.

7.10 The City Council's ambitions for a thriving economy are in line with the Government's Industrial Strategy¹²¹. This aims to boost productivity by backing businesses to create good jobs and increase the earning power of people throughout the UK with investment in skills, industries and infrastructure. The policies in this chapter are consistent with the NPPF, which requires Local Plan policies to help create the conditions in which businesses can invest, expand and adapt. As illustrated in figure 7.1, the Portsmouth economy specialises in advanced manufacturing and engineering particularly in the marine and space sectors linked to both the Royal Navy and the University of Portsmouth. This Local Plan seeks to ensure that the City can be a global leader in driving innovation, that there are sufficient fit for purpose business premises and that there is a skilled local workforce.

Employment Target

Introduction

7.11 Portsmouth's island city geography, naval history and demographic profile have influenced the demand, investment and type of economic activities that take place in the City today. The key sectors are defence and aerospace, advanced manufacturing and engineering, digital and creative industries, marine and maritime industries, health and tourism. Portsmouth is an important centre for work within the sub-region, home to two-thirds of the UK's naval fleet and an internationally recognised university. The Solent Local Enterprise Partnership (LEP) predicts that Portsmouth will be one of the key drivers of growth within the sub-region during the plan period.

7.12 One of the challenges for the Portsmouth Local Plan is to provide a balance between the provision of sufficient and accessible employment land to support growth and local opportunities whilst striving to meet the need for quality homes for a growing population within the physical and environmental constraints of the city.

¹²¹ <https://www.gov.uk/government/topical-events/the-uks-industrial-strategy>

7.13 The City is key to the Solent's growing marine and maritime sector. Portsmouth benefits from the presence of the International Port, HM Naval Base and a number of waterfront access sites including Trafalgar Wharf, Port Solent and The Camber. Portsmouth City Council is one of the City's major employers alongside the Naval Base, the University of Portsmouth, Airbus Defence and Space, BAE systems and Pall Europe. Lakeside North Harbour Business Park in Cosham offers a premier office, research and development space, which draws businesses from across the sub-region, while the City's well-occupied industrial estates in Hilsea support a range of sectors.

7.14 However, there is notable under-representation in Portsmouth of some high value-added and knowledge related sectors including finance, insurance and business services and the professional, scientific and technical sub-sector, compared to the national average. Economic inactivity amongst the working age group is comparatively high, with nearly one in four residents out of work particularly in the over 50s group. The causes for this are complex and include ill-health, family and caring responsibilities as well as those actively seeking work.

7.15 The Economic Development and Regeneration Strategy (2019-36) sets ambitious targets for the City as follows, which the Local Plan seeks to deliver:

- 7,000 more jobs
- An extra 7,000 Portsmouth residents in work
- £60,000 of GVA per person by 2036
- £1,000 a week average earning by employees in Portsmouth
- 5% of Portsmouth residents with no qualifications in 2036
- 40% educated to at least NVQ Level 4

7.16 Much of the evidence on economic development that supports the Local Plan both in regard to the need and the supply of employment land is provided by the Housing and Economic Development Needs Assessment (HEDNA)¹²² produced by Icen in 2023. This study was done post Covid and Brexit, which had both temporary and permanent impacts on the local economy such as the 'flight to quality' for office premises and the 'onshoring' of industrial activities. Previous evidence based studies of note are the Approach to Employment Land Study¹²³ by BE Group, which reviewed existing strategies, targets and several employment sites including the key strategic sites. The findings of this study were tested in 2020 by the Portsmouth City Employment Land Forecasting 2020 by GL Hearn¹²⁴.

7.17 There are two main studies on the supply of employment land. Firstly, the Business Needs, Site Assessments and Employment Study¹²⁵ by Lambert Smith Hampton looked at the quality and suitability of existing and potential new employment sites and whether there are any gaps in the provision. The Housing and Economic Land Availability

¹²² https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/4-Portsmouth-HEDNA_Final-Report-Dec-2023-CONFIDENTIAL-1.pdf

¹²³ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-employment-land-study.pdf>

¹²⁴ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Portsmouth-Employment-Needs-Review-Final_Accessible-Final_compressed.pdf

¹²⁵ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-business-needs-site-assessments-and-employment-land-study.pdf>

Assessment (HELAA)¹²⁶ identified and appraised all possible sources of new economic land in the City. The supply of new employment sites in the HELAA is very limited due to the constrained geography of Portsmouth. A number of low quality employment sites identified in both studies were considered and some found suitable for housing.

7.18 The HEDNA analysed the outlook for employment growth up to 2040 in Portsmouth and the results of the analysis were used to inform the employment floorspace and land needs forecasts. Oxford Economics forecasts were used as a baseline and these were adjusted as an alternative, drawing on policy initiatives, stakeholder engagement and sector analysis. The Council's employment targets set out in the Economic Development and Regeneration Strategy are for 7,000 jobs between 2017 and 2036. Oxford Economics forecast 10,500 jobs (net) over this period which suggests the target is wholly achievable. The HEDNA considered that notwithstanding the impacts of Brexit and the Covid-19 pandemic that overall the employment outlook in terms of total jobs remains positive.

7.19 In regard to manufacturing and warehousing, Portsmouth has clear advantages and opportunities in the marine sector. This includes the potential to deliver a new marine hub at Tipner West and Horsea Island East. Estimates are that this could achieve some 1,600 to 1,900 jobs alone depending on densities. The Oxford Economics forecasts assume a decline in manufacturing employment in the baseline outlook, and this is considered necessary by them to yield productivity improvements. This approach will not factor in local economic factors or development opportunities. It would be reasonable to expect that some more traditional manufacturing sectors will see some decline in Portsmouth, but that other sectors, including those specialists to Portsmouth and associated with development opportunities, will grow. The HEDNA concludes that the preferred alternative labour demand scenario is the most appropriate method for estimating future requirements of industrial and warehousing floorspace including research and development. The need figure in the City is around 96,300m² up to 2040. Drawing together the need and supply position for manufacturing and warehousing there is a broad balance in terms of supply and demand. This reflects the importance of the Tipner West and Horsea Island East allocation in ensuring development needs can be met, as well as the allocation at land in the City Centre and the Portsdown Technology Park.

7.20 In regard to offices, there has been a significant shift to home and hybrid working post-Covid. The HEDNA considers that post-pandemic office occupancy is at 43% of pre-pandemic levels. Therefore it factors in reduced levels of employment growth and replacement demand for office development. The strategic allocation at Lakeside North Harbour reflects the 'flight to quality' phenomenon whereby tenants and investors are seeking out high-quality, modern and well-equipped office spaces over older or less desirable alternatives. Lakeside is Portsmouth's premier business location and the allocation will enable it to continue attracting businesses to its impressive parkland setting. The HEDNA concludes that the preferred alternative labour demand scenario is the most appropriate method for estimating future requirements of office floorspace development. The need figure in the City is around 42,500m² going up to 2040. Drawing together the need and supply position for offices the current position suggests there could be a small oversupply of space in the future. This is based on recent trends in a

¹²⁶ https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/02-PCC_Housing-and-Employment-Land-Availability-Assessment_2023-Report_FINAL-latest-version-for-CDL.pdf

weakened office market and a focus on quality over quantity. This indicates that premier locations such as Lakeside need to be retained for potential investment over the plan period. The supply also enables a flexible approach to opportunities that would see significant investment in the City and which would also generate higher-value jobs.

7.21 The sources of employment land that make up the target in Policy PLP25 are set out in Table 7.1. Figures are set out for completions in the first three years of the plan period, extant permissions as of 2023 and Local Plan allocations. The first type of employment floorspace is in the Commercial, Business and Services use class E, which can be carried out in a residential area without detriment to its amenity. For the purposes of the Local Plan offices, research and development and industrial processes are E class uses that count towards our employment target. Other E class uses such as retail and similar activities are not included in the employment target notwithstanding the contribution they make to the local economy and employment provision. The second type of employment floorspace shown in the table is a mixture of general industrial and storage or distribution that cannot be carried out in a residential area without detriment to its amenity. They come under the B2 and B8 use classes respectively. All figures are net and are set out in square metres of new employment floorspace.

7.22 Drawing the need (42,500m²) and supply (58,645m²) positions together there is indication of a potential small over-supply of office floorspace subject to a more pronounced return to office usage in the future. The position in terms of combined manufacturing, warehousing and research and development need (96,300m²) and supply (79,784m²) is that there is a small under-supply. It should be noted that there is flexibility between the E class uses of offices and research and development. Overall there is an approximate balance between all types of employment need and supply.

Source		Office (E(g)(i)(m ²))	R&D/ industrial processes (E(g)(ii&iii) (m ²))	Manufacturing / warehousing (B2/B8) (m ²)	Total employment (m ²)
Completions 2020-2023		2,131	1,030	-3,213	-52
Extant permissions 31 March 2023		4,968	1,740	9,727	16,435
Strategic site	City Centre	1,546	-	-	1,546
Strategic site	Tipner West & Horsea Island East	-	-	58,000	58,000
Strategic site	Lakeside	50,000	-	-	50,000
Allocation	Land West of Portsdown Technology Park		12,500	-	12,500
Total		58,645	15,270	64,514	138,429

Table 7.1: Sources of Employment Land in Portsmouth

7.23 The employment evidence base highlighted the possibility of intensifying and modernising the employment offer of some of our industrial estates that currently do not make efficient use of land. A number of these intensification opportunities are identified in the HELAA and the Approach to Employment Land Study by BE Group. It is understood that opportunities for further manufacturing / warehousing development may come through during the plan period on these and other sites as employment windfall.

7.24 Government policy states that local plans should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations. Marine businesses form a key locational cluster in Portsmouth and Tipner West and Horsea Island East is allocated for that sector as part of a mixed use scheme. Marine businesses in waterside locations are safeguarded under Policy PLP26. New offices are planned to increase the business offer at Lakeside North Harbour and will form part of the redevelopment proposals of the City Centre.

Strategic Policy PLP25: Employment Target



1. The Council will make overall provision for at least 138,429m² of new employment floorspace during the Plan period 2020-2040 for the following types of businesses:

- a) 58,645m² office floorspace (E(g)(i));**
- b) 15,270m² research & development / industrial processes floorspace (E(g)(ii&iii));**
- c) 64,514m² manufacturing / warehousing floorspace (B2/B8).**

2. This will be provided from the following sources with further details set out in Table 7.1 of this Local Plan:

- a) Completions 2020-2023;**
- b) Outstanding permissions at 31 March 2023;**
- c) Strategic Sites allocated in the Local Plan;**
- d) Site allocated for employment in the Local Plan.**

Supporting text

7.25 The purpose of this policy is to set out employment land provision figures for the City and thus provide 7,000 new jobs over the plan period.

7.26 The completions in the first three years of the plan period show a small overall loss. There was a small net gain in office E(g)(i) and research and development E(g)(ii) floorspace over the period of 2020-2023 through the construction of new offices and research and development facilities, and a loss of office floor space to student accommodation and to C3 dwellinghouses. Portsmouth saw a net loss of manufacturing and warehousing (B2 and B8) floorspace through changes of use including to a gymnastics facility and retail use.

7.27 New office floorspace is allocated on two strategic sites in the Local Plan. Firstly, Lakeside where the new floorspace will expand the City's premier office location. If there is not sufficient developer interest in the office allocation, the strategic site policy PLP5 sets out the requirements for gaining approval for other commercial uses on the site. Secondly, there will be a gross gain of 20,000m² in office floorspace in the City Centre with a known end user for half of the City Centre allocation. However, it is predicted that there will be a substantial loss of low quality office floorspace in the City, much of it under permitted development rights. This explains why the net figure for new offices in the City Centre, at 1546m², is so low. Full details are set out in the strategic site allocation policy PLP6.

7.28 A new marine hub at Tipner West and Horsea Island East that makes full use of the deep water access will provide a substantial quantum of new business floorspace in line with City Deal¹²⁷. Full details are set out in the strategic site allocation policy PLP3.

7.29 Land West of Portsdown Technology Park on the top of Portsdown Hill is a predominantly brownfield site suitable for the provision of new research and development premises in the defence sector. Full details are set out in site allocation policy PLP10.

Safeguarding Employment Land

Introduction

7.30 The supply of new employment land in Portsmouth is limited and so it is important to safeguard existing premises that are fit for purpose. However, the City Council does recognise the need for flexibility in the supply of employment land in order to respond to changing business requirements.

Development Management Policy PLP26: Safeguarding Employment Land

- 1. Proposals for the redevelopment of existing employment premises that provide improved employment accommodation, make more efficient use of land and provides a similar number of jobs will be encouraged.**
- 2. Development proposals for the change of use of land and/or premises allocated, currently used or last used for employment purposes to non-employment purposes will only be permitted where it has been demonstrated that the land or premises is not fit for purpose for employment. This will need to be demonstrated through a robust marketing campaign of at least six months, which clearly demonstrates that there is no market demand for the business premises or land. Details of marketing requirements are set out in Appendix 4 of this Local Plan.**
- 3. Where it is clearly demonstrated that the site is no longer fit for purpose and that there is no market demand for the business premises or land for employment, other commercial uses that are appropriate to the location should be considered in the first instance. These uses will be expected to provide jobs of similar quality and quantity as those which previously existed. Only if another type of economic development cannot be found which provides similar quality and quantity of employment opportunity, will other uses such as housing then be considered.**

¹²⁷

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/256460/2013111_Southampton_and_Portsmouth_City_Deal_Document_and_Implementation_Plans.pdf

4. Development proposals that would result in the loss of marine business premises on waterfront sites will be refused.

Supporting text

- 7.31 The purpose of this policy is to safeguard all existing and allocated employment sites that are fit for purpose from redevelopment to other uses particularly housing.
- 7.32 The Local Plan evidence base identified a number of existing employment sites, which had the potential for intensification. Such proposals would be welcomed on these and other sites that came forward particularly if the new premises would deliver enhanced sustainability criteria.
- 7.33 Any proposal to redevelop an existing or allocated employment site for non-employment uses must provide robust and credible evidence on viability and marketing that the site is no longer fit for purpose as an employment site. Policy PLP26 only safeguards existing premises for traditional employment uses namely offices, manufacturing and warehousing. The marketing requirements may be reduced on a pragmatic basis for change of use applications to other commercial uses that generate similar numbers of jobs and do not conflict with other Local Plan policies particularly town centre policies. Housing is not a commercial use notwithstanding that some employment is required for its construction.
- 7.34 Full details on the requirements of the marketing campaign are set out in Appendix 4 of this Local Plan. All applications that would result in the loss of employment floorspace must comply with all parts of the Appendix and thus prove through an active and exhaustive marketing exercise that the site is no longer fit for purpose as an employment site.
- 7.35 The marine and maritime industry has specific land and locational requirements. All employment premises on waterfront sites, particularly those with deep-water access, will be protected in the Local Plan for marine related employment and associated uses in order to support the further development of the marine and maritime economy. It should be noted that Policy PLP36 requires development to avoid adverse impacts on the functionality of marine and maritime related uses within the designated Coastal Zone.

Employability & Skills

Introduction

- 7.36 The Economic Development and Regeneration Strategy recognises the need to improve skills and access to jobs for people in the City. Policy PLP27 along with the Achieving Employment and Skills Plans Supplementary Planning Document (SPD)¹²⁸ seeks to raise the employability and skills levels in the City through the planning system. This will be progressed collaboratively with the many organisations working on skills and training in the City including Shaping Portsmouth partnership.

¹²⁸ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Achieving-Employment-and-Skills-Plans-Supplementary-Planning-Document.pdf>



1. Development proposals will be permitted where they, as relevant, at both the construction and occupation stages of the scheme:

- a) Raise local skill levels and increase employability as demonstrated in an Employment and Skills Plan;**
- b) Tackle skill shortages in existing and potential business sectors particularly advanced manufacturing and engineering including marine and space businesses, life sciences, creative industries and sustainable construction methods;**
- c) Address barriers to employment for economically inactive people including those with protected characteristics, such as the provision of sustainable transport; and**
- d) Provide or contribute to childcare facilities within or in close proximity to employment sites.**

2. Planning applications should where relevant have regard to the Achieving Employment and Skills Plans SPD or future equivalent both at the construction and occupation stages of the development.

Supporting text

7.37 The purpose of this policy is to raise skill levels and reduce barriers to employment for people living in Portsmouth so that they can access local jobs.

7.38 Advice should be sought from both the local planning authority and the Council's Economic Growth team at the earliest opportunity on measures relevant to the scheme. All proposed measures should be set out in a Skills and Employment Plan in line with key performance indicators and this should be agreed in writing at least six months before commencement of development.

7.39 This policy is relevant to all housing schemes of more than thirty homes at the construction phase of the development and all commercial schemes that would provide more than one thousand square metres of new commercial floorspace at the occupation stage of the development. For housing schemes this policy is relevant to the construction stage of the development. For commercial development it is relevant at both the construction and occupation stages. The scale of skills and employability measures will be proportionate to the scale of the development.

7.40 Getting to work can be a barrier to work for some people. There are multiple barriers to work, which can affect different groups of people in different ways. The characteristics that are protected by the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership (in employment only), pregnancy and maternity, race, religion or belief, sex and sexual orientation. Sustainable transport measures should be provided as relevant in line with Policy PLP47: Movement and Transport and Local Transport Plan 4.

Town Centres

Introduction

7.41 Portsmouth City Centre, Gunwharf Quays, Southsea Town Centre and the City's other high streets are hubs for economic, social and cultural activity. The City Centre and Gunwharf Quays are primary economic centres on the south coast, with the latter benefitting from its waterfront setting, and both are key transport hubs. Southsea Town Centre, and City's District, Local and Neighbourhood Centres provide an essential, accessible network of shops, services and facilities for the City's communities.

7.42 There has been significant change to the retail market in recent years, due to the online retail shift accelerating and combining with the wider economic impacts of the Covid-19 Pandemic and Brexit. The Economic Development and Regeneration Strategy highlights the City Council's intention to revitalise the City Centre and high streets by re-purposing and diversifying town centres. The City Council has spearheaded regeneration in its town centres with two grants awarded from the Government's Future High Streets Fund, totalling £7million. The fund aims to create attractive, safe and enjoyable places for people to meet, rest and spend time while they are in the City Centre. It will deliver major improvements at the northern end of Commercial Road through enhanced public realm better connectivity, greening, seating and opportunities for play, to support economic growth. In addition, significant development is planned for the City Centre as part of the Strategic Site Allocation Policy PLP6 Portsmouth City Centre, helping to meet development and local needs, and strengthening the City Centre's identity and vitality. This includes a large number of new homes, business space, social and leisure uses and community facilities.

7.43 Regeneration objectives are also being taken forward in Fratton District Centre, where the Council acquired the Bridge Centre in 2023 with one of the Future High Streets Fund grants. This will enable improvements to the high street and access, including pedestrian routes and cycleways, new homes and employment opportunities. The Bridge Centre will host an enterprise centre of small, low cost offices and co-working spaces, and support local start ups, small businesses and community initiatives.

7.44 At Gunwharf Quays, the landowner Landsec have unveiled plans for a £45 million investment to build on its existing strength as the UK's leading waterfront outlet destination and grow its offer as a unique day out experience. Planning applications will seek to enhance public spaces and shopfronts, with improvements to landscaping, greening, seating and access, and new kiosks, increasing opportunities for leisure and dwell time. A program of solar panel installation is expected to boost the centre's energy efficiency. Landsec have also stated an ongoing commitment to working with local communities and partners, to enhance the social value and links that Gunwharf Quays can bring to the City.

7.45 To maintain and enhance the City's centres as vibrant and attractive places for residents, businesses and visitors, adaptation is needed that maximises potential to support growing parts of the economy. This will enable the City and Town Centres to remain dynamic and flexible in the context of change and allow their continued vitality through the plan period. Recent changes have seen an expansion of 'experience' focused activity, and with it an increased demand for leisure and culture related uses. Portsmouth's Retail and Leisure Study Update (2024) shows that spending from the

leisure and culture sector has grown. The Study projects expected spending growth of around 7.5%, or £34 to £35 million, available to support new leisure and cultural services in the City over the next 10 years. The town centres within the City play an increased role as spaces for social interaction, leisure and entertainment. Opportunities for leisure, culture and arts uses, restaurants, cafes and bars, events and markets, that bring people into the centres, support footfall, help create vibrant and diverse commercial cores, and complement the continuing retail function with town centres, will be encouraged. Portsmouth's Market Strategy and Action Plan 2023-2028¹²⁹ highlight strategic objectives and actions to explore opportunities to strengthen and enhance existing markets and explore opportunities for new markets to add value to the economic, social and cultural fabric of the City.

- 7.46 A key opportunity and part of the City's cultural and leisure offer relates to maximising the potential of its island City geography and identity, waterfront location and rich maritime heritage. This is covered in detail under Policy PLP30: Cultural and Visitor Economy, which seeks to strengthen and support the growth of creative, cultural and visitor related business and activities. The Plan seeks to celebrate and capitalise its cultural and visitor economy as a force for regeneration in its centres and in other identified locations.
- 7.47 The Retail and Leisure Study Update 2024¹³⁰ shows a projected increase in the need for retail floorspace of between 6,300m² and 6,700m² over the next ten years of the plan period. The majority of this (4,200m² to 4,600m²) is capacity to support comparison goods floorspace growth within the Commercial Road area of the City Centre and at Gunwharf Quays. The Study shows very limited projected growth for convenience goods floorspace over the next ten years.
- 7.48 Local authorities are required to define a network or hierarchy of town centres and promote their long term vitality and viability. This is part of a positive approach to their growth, management and adaptation that can respond to change in the retail and leisure sectors and wider economy. Planning policy should identify the extent of town centres and primary shopping areas and make clear the uses suitable in such locations. In Portsmouth, primary shopping areas are referred to as Core Commercial Areas, and these reflect the diversity of uses that will together create vibrant and sustainable places for the plan period and beyond. The hierarchy of identified centres in Portsmouth is illustrated in figure 7.2 and a description of each centre is set out in Table 7.2.
- 7.49 An approach is also set out to enable assessment of development proposals for main town centre uses located outside existing designated town centres. This is to ensure that development is located as sustainably as possible, and maintain vibrant town centres. There are some significant out of centre developments in Portsmouth offering a mix of outlet and warehouse retail, leisure and entertainment facilities. This includes Port Solent (which also includes an element of small, local shopping provision), Portsmouth Retail Park at North Harbour, Ocean Park in Copnor and the Pompey Centre in Fratton. The Council will resist proposals for significant out of centre development of town centre uses, unless it is satisfied that the sequential test and impact assessment, as set out below, have been met.

¹²⁹ <https://democracy.portsmouth.gov.uk/documents/s48818/markets%20action%20plan%20Oct%202023.pdf>

¹³⁰ <https://www.portsmouth.gov.uk/newlocalplanevidencedoco>

7.50 Development of main town centre uses outside of centres designated in Portsmouth's town centre hierarchy will need to be adequately assessed to ensure a town centre first approach, as outlined in national planning policy. The intention is to maintain the vitality of town centres and their function in the hierarchy and safeguard their role and value to the local community. For planning applications for main town centre uses on out of centre sites, there is a requirement for a thorough sequential assessment of alternative sites within centres, and edge of centre locations, before out of centre sites can be considered acceptable. Preference is given to accessible sites that are well connected to a town centre. In addition, an impact assessment in an additional method of appraising planning applications for retail and leisure development outside town centre and not in accordance with an up to date plan, where floorspace is over 2,500 m². Further detail of the sequential test and impact assessment can be found in the National Planning Policy Framework and supporting Planning Practice Guidance on Town Centres and Retail.

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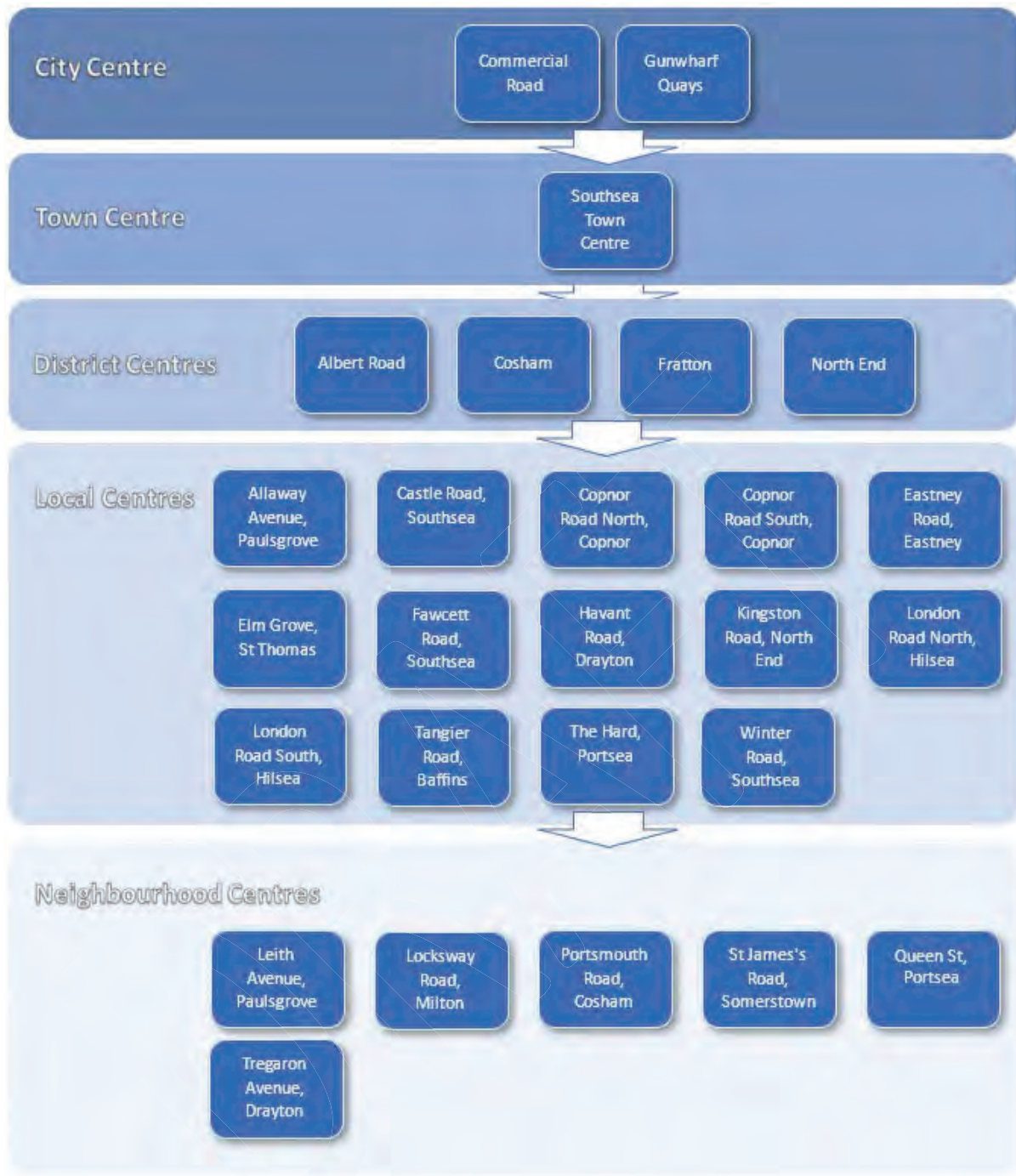


Figure 7.2: Portsmouth's Town Centre Hierarchy

Hierarchy level of centre	Centre name(s)	Description (role, function)
City Centre		The City Centre is the primary area of economic growth, development of town centre uses and high density residential, taking in two separate centres of Commercial Road and Gunwharf Quays. These centres play distinct roles.
	Commercial Road	Provides a concentration and range of commercial uses, including shops, business services, cultural and civic uses, and a regular market. Commercial Road serves the local community, the City as a whole and the wider area. In future it will host a thriving retail and business offer, with enhanced leisure and cultural facilities to support existing institutions such as the Guildhall and the New Theatre Royal. The Commercial Road area takes in Guildhall Square and Guildhall Walk, which play an important role in maximising opportunities for and growth of culture and creativity in the City.
	Gunwharf Quays	Provides a unique waterfront setting and is the south coast's leading designer shopping outlet, home to over 90 brands and a variety of restaurants, bars and cafes, and a multiplex cinema. It is a vibrant shopping and leisure destination, pulling people in from outside the City, supporting the visitor economy and trade generated from the marina and cruise industry.
Town Centre	Southsea	Southsea provides a wide variety of shops, services and restaurants to its local area and more widely across the City. It benefits from an attractive character, a good range of independent business including a monthly market, and a location by Southsea Common. Southsea will grow as a thriving town centre, where redevelopment of two anchor department stores will add to the vitality of the centre, while maintaining its existing character.
District Centres	Albert Road, Fratton, North End and Cosham	Each has a distinct character and provides a good range of shops, services, community and in some centres, cultural facilities, to serve the City's communities.
Local Centres	Allaway Avenue, Castle Road, Copnor Road North, Copnor Road South, Eastney Road, Elm Grove, Fawcett Road, Havant Road, Kingston Road, London Road North, London	These centres play an important role in serving key day to day shopping and service needs of the local community, with a number of small scale shops and services on offer. They help ensure accessible provision of essential goods and services.

	Road South, Tangier Road, The Hard, Winter Road	
Neighbourhood Centres	Leith Avenue, Locksway Road, Portsmouth Road, Queen Street, St James Road, Tregaron Avenue	These small centres provide an element of local shops and/ or service provision to the local community. Along with local centres, they provide essential goods and services to their immediate neighbourhood.

Table 7.3. Town Centre Hierarchy descriptions

7.51 The Local Plan takes a positive approach to planning for its town centres by:

- Defining a hierarchy of centres including their boundaries and where relevant Core Commercial area as defined on the Policies Map;
- Providing direction for growth and development and suitable uses that contribute to the vitality and viability of the centres;
- Highlighting planning requirements for 'out of centre' proposals, as above, as required by national policy;
- Allocating the Strategic Site of Portsmouth City Centre for mixed use development, to meet the scale and type of need for town centre uses and to identify distinct areas within the City Centre.

7.52 Evidence to support city, town, district and local centre policy and designations has been collated as part of the preparation of the Local Plan and includes the Retail and Leisure Study Update¹³¹ (2024) and the Town Centre Assessment (2024)¹³². These provide detailed analysis of each centre, supporting the boundaries on the Policies Map and the role of each centre in the town centre hierarchy.

Development Management Policy PLP28: Town Centres 

- 1. Development proposals that support the growth and development of identified centres in Portsmouth's Town Centre Hierarchy, as the preferred location for main town centre uses, will be permitted.**
- 2. Proposals for new development should be of a size, scale and type appropriate to the centre's position in the town centre hierarchy, as shown in Figure 7.2.**
- 3. Development proposals should provide main town centre uses within the City, town, district, local and neighbourhood centres, that contribute positively to the function, vitality and viability of the centre. Development proposals for main town centre uses should be designed to be welcoming and accessible to everyone.**
- 4. The Core Commercial Area, as identified on the Policies Map, should be promoted and enhanced as the heart of the centre within the town centre hierarchy. It will be the focus for retail, commercial, leisure, culture, civic and service uses. At ground floor level within the Core Commercial area, active street frontages will be strongly encouraged.**

¹³¹ <https://www.portsmouth.gov.uk/newlocalplanevidencedoco>

¹³² <https://www.portsmouth.gov.uk/newlocalplanevidencedocg>

5. Development of a range of town centre uses or other uses may also be considered acceptable in the Core Commercial Area where it meets the following criteria:
- a) It makes a positive contribution to the vitality of the Core Commercial Area and centre overall;
 - b) It contributes to creating an attractive and vibrant environment through a wide range of complementary uses;
 - c) It provides an active frontage at ground floor level, with immediate access to the street;
 - d) It generates pedestrian activity by being open for substantial periods of time to visiting members of the public;
 - e) There are no significant harmful impacts on the function, either individually or cumulatively, on the vitality or viability of the core frontage or Core Commercial Area; and
 - f) It provides a shopfront or other frontage with a well designed and appropriate display window.
6. Markets should be retained and enhanced, and new markets supported, as part of a diverse independent retail and business offer.
7. Development proposals that would result in the loss of a town centre use in the Core Commercial Area of an identified centre, where one exists, or within the boundaries of an identified Local or Neighbourhood Centre will only be permitted after the premises have been marketed for six months in line with Appendix 4 of the Local Plan. This will need to show that there is no market demand for the premises in its existing use or for another retail, commercial, leisure, cultural and service use.
8. Development proposals for a variety of uses including town centre uses and housing on land and/or premises that is within an identified centre but outside the Core Commercial Area will be permitted. Development of new homes and other residential uses, including as part of mixed use proposals, will be acceptable, to maximise use of land where there is a high level of accessibility to key services and transport links. Retail, commercial, leisure, cultural and service uses will be encouraged at ground floor level where there is market demand. Where development proposals include such uses at ground floor level, their frontage should provide a well-designed and appropriate display window.

Supporting Text

7.53 The purpose of this policy is to set a positive approach to development of main town centre uses in accordance with the town centre hierarchy and ensure vibrant and viable town centres. The policy directs proposals for new town centre uses to the town centres and identifies the Core Commercial Area as the place where retail, commercial, leisure, cultural and service uses should be focused and retained. The policy provides criteria to

enable consideration of development of other uses where they make a positive contribution to the vitality and viability of a designated centre.

- 7.54 To facilitate vibrant and viable town centres and high streets, the policy seeks to encourage a variety of active uses at ground floor level, within the Core Commercial Area. This helps support activity and animation in the heart of centres, and promotes access and connectivity which are key to healthier communities and greener travel patterns. Cultural and community uses, for example libraries, can be integral to high streets, with an example in Southsea Town Centre. The location of this type of facility can increase footfall and linked trips, and with it enliven and encourage use of nearby businesses.
- 7.55 Town centres and high streets should be welcoming and accessible to everyone, and the design of new development and public realm should give careful consideration to enabling easy access to people with mobility difficulties, including disabled people and parents and carers with pushchairs. Government guidance on access to buildings and accessible pedestrian and transport infrastructure, including relevant buildings regulations, should be taken into consideration at the design stage.
- 7.56 In addition to this policy, further detail is included in the Strategic Site allocation of Portsmouth City Centre on the mix of uses anticipated, to meet the scale and type of identified need, and to identify distinct areas within the City Centre.
- 7.57 To help deliver a welcoming and attractive environment in the City's centres, development should seek new and enhanced greening of both buildings and public spaces, and provide outdoor seating where appropriate. This takes forward the Plan's objectives on Greening the City, positively impacting biodiversity and urban cooling, whilst helping to make town centres healthier, more attractive and inclusive.
- 7.58 Retail, commercial, leisure, cultural and service uses are acceptable uses in the City's town centres, falling across Use Classes E: Commercial Business and Service, F1: Learning and Non-Residential Institutions and F2: Local Community. This diverse range of uses is considered to enable management of town centre development that can adequately respond and adapt to market change.
- 7.59 The policy seeks to retain and enhance markets, which make a valuable contribution to the vitality and viability of town centres, adding diversity, increasing footfall and potential linked trips. Markets enable local and independent small businesses to trade in the City's centres and can act as a significant attraction to draw people in. Pop-up markets can revitalise vacant spaces within the City's centres, particularly where development is proposed and/ or approved but has yet to begin. Markets are a feature on Commercial Road in the City Centre, on Palmerston Road, Southsea and in Cosham. Two of these markets are supported by the Council in partnership with local businesses and business groups. Objectives, opportunities and actions to enhance and promote markets are detailed in Portsmouth's Market Strategy and Action Plan 2023-2028.
- 7.60 The policy seeks to ensure that there are no significant harmful impacts, either individually or cumulatively, on the function or the vitality or viability of the core frontage or wider Core Commercial Area. This should ensure that the quantum of floorspace and shop front for town centre uses is retained at ground floor level, and that the prevalence

and concentration of other uses do not undermine the role and function of the core frontages or the Core Commercial Area as a whole. These areas should maintain a very high proportion of main town centre uses, as defined at criteria 2 of PLP28: Town centres. It is noted main town centre uses fall across Use Class E: Commercial, business and service and Use Class F.1: Learning and non-residential institutions. The policy sets out that any development proposal involving a loss of a town centre use, that fall outside of Permitted Development Rights, will need to be supported by marketing evidence to show there is no market demand for the premises in its existing use, or for another retail, commercial, leisure, cultural and service use.

7.61 A broad range of Permitted Development Rights have been introduced by the Government to support certain changes of use within town centres, with the intention of allowing a degree of flexibility in town centres, and to help avoid buildings lying vacant. These are outlined in national planning guidance on town centres and retail¹³³. Class MA of the Town and Country Planning (General Permitted Development etc.) (England) Order 2021 allows unused commercial buildings to be permitted for residential use via a fast-track approval process. The Council can only assess prior approval applications based on specific considerations including flooding, noise from commercial premises and adequate light to habitable rooms. Other site-specific issues that Councils can take into consideration include the impact of the loss of a ground floor Class E use in Conservation Areas, and the impact of the loss of a health service.

7.62 Town centres offer sustainable locations, with easy access to a range of shops, services and amenities, and in some centres, good transport links. They are therefore suitable locations to maximise and make efficient and effective use of land and increase the intensity of development for main town centre uses and residential. Residential development should be designed in accordance with Policy PLP22: Residential Density and PLP23: Space Standards.

Small Local Shops

Introduction

7.63 Portsmouth's hierarchy of town centres provides a network with a variety of functions in providing shopping, service, culture and leisure opportunities. These support a diverse economy, sense of place and shopping and service facilities that meet a range of needs.

7.64 Small scale shops located outside of the town centre hierarchy also play an important role in providing for the day to day shopping and service needs of residents, particularly in areas poorly served or without easy access to identified centres. These essential local shops are important in supporting access to food and other essential goods, healthier lifestyles and greener travel choices, through encouraging walking and cycling, and are key to sustaining and enhancing happy and healthy communities.

Development Management Policy PLP29: Small Local Shops

1. Development proposals for small local shops or services outside the City, Town, District, Local and Neighbourhood Centres will be permitted provided that:

- a) The net sales area is less than 150m²;

¹³³ <https://www.gov.uk/guidance/ensuring-the-vitality-of-town-centres>

- b) **The shop will mostly sell essential goods and provide services that meet day to day shopping and service needs, including but not exclusive to food, to visiting members of the public;**
 - c) **There is no other such facility within a reasonable walking distance (approximately 400 metres); and**
 - d) **It provides an active shopfront or other frontage with a well-designed and appropriate display window.**
- 2. Development proposals that would result in the loss of a small local shop outside the City, Town, District and Local Centres will be resisted, and will only be allowed where:**
- a) **There is no market demand for the premises in its existing use or for another retail, community, cultural or commercial use that supports the local community. Evidence should show the property has been marketed for six months in line with Appendix 4 of the Local Plan; or**
 - b) **There is an alternative local shop or service use that meets key day to day needs of the community within close proximity (around 400 metres).**

Supporting Text

7.65 The purpose of this policy is to support the development and retention of small-scale shops that meet day-to-day shopping and service needs and thus support sustainable local communities. Small local shops and services include, but are not limited to, convenience stores, newsagents, post offices, pharmacies, hairdressers and cafes.

7.66 Small local shops outside identified centres, as defined in Policy PLP28 Town Centres and shown in Figure 7.2. Portsmouth's Town Centre Hierarchy, provide an important service for local communities in helping to meet day to day shopping and service needs. They are particularly valuable for people with accessibility or mobility issues, reducing the need to travel by car for everyday essentials, including food and healthcare, and promoting greener travel patterns and healthier communities. Therefore the policy seeks to support development of small local shops that have a net sales area less than 150 m². This is considered a reasonable amount of floorspace with regard to the typical size of local shops across Portsmouth, and a level that is considered to avoid potential for significant detrimental impacts on the vitality and viability of centres identified in the City's town centre hierarchy. The policy also requires assessment of whether there is another small local shop or services within a reasonable walking distance, defined as approximately 400 metres. Assessment of this walking distance should be based on accessible pedestrian routes.

7.67 The policy also resists the loss of these key local facilities unless a lack of market demand can be demonstrated through submission of appropriate marketing evidence or where there is an alternative shop that meets key day to day needs of the community within close proximity namely a maximum of 400 metres. This should again be based on accessible pedestrian routes and should not result in areas of deficiency or lack of easy access to local shop provision.

7.68 The floorspace threshold of 150 m² is considered a level low enough that it would not adversely affect the vitality and viability of city, town, district or local centres. Details of the sequential test and impact assessment can be found in national planning policy.

7.69 Development of a small shop outside a designated centre is anticipated, in most cases, to fall under Class F.2. Local Community of the Use Classes Order. However, if it is appropriate to grant planning permission for a small scale service use that falls under Class E, due to the number of uses falling within that Use Class, it may be necessary to restrict the permission to a specific provision of Class E through removal of permitted development rights. This is to ensure that the use continues to sell essential goods to meet the key day to day needs of the community, and does not, through a change of business type within Class E, create adverse impacts on an identified centre.

The Cultural and Visitor Economy

Introduction

7.70 Portsmouth's City Vision 2040 sets out the aspiration for Portsmouth to be a City with a thriving economy and rich in culture and creativity. This policy seeks to take forward that vision, to maximise the opportunities afforded by the City's waterfront location and draw on its rich heritage. This will support and grow a distinct cultural and visitor economy that provides a range of social, economic and well-being benefits for its residents and for visitors, and enable culture led regeneration in the city.

7.71 The Council's Economic Development and Regeneration Strategy outlines that to create a thriving and competitive business environment it will invest in and strengthen the visitor and creative industries sector, and this is key to diversifying the local economy and revitalising and regenerating the City Centre and other parts of the City. The definition of the cultural sector and creative economy can be found in the Cultural, Creative and Visitor Economy Topic Paper, and broadly the cultural sector includes: arts, film, TV, music, radio, photography, crafts, museums and galleries libraries and archives, cultural education, and operation of historical sites and similar visitor attractions. Creative industries have their origin in individual creativity, skill and talent, and include a number of overlapping sub-sectors with the cultural sector, as detailed to in the Topic Paper

7.72 Nationally, the cultural sector and creative industries are key drivers of economic growth, with creative industries growing at almost 1.5 times the rate of the wider UK economy over the past decade. The Department for Culture Media and Sport have ambitious plans for the sector's growth, by growing creative industries in clusters by an extra £50 billion, delivering careers that build on talent to support additional jobs and intensifying this sector's ability to enrich our lives and create pride in place¹³⁴.

7.73 Portsmouth has seen a significant level of growth in creative industries when compared to other economic sectors, with employment expansion of around 10% per year. This level of business growth is strong and is occurring faster than the UK average, although the City is not yet a recognised creative cluster. Creative clusters are defined as 'agglomerations of creative businesses and workers that collaborate and compete with

¹³⁴https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1162721/Creative_Industries_Sector_Vision_accessible_version_.pdf

each other'. Southampton and Chichester, which sit either side of the City, are recognised high growth creative clusters.

- 7.74 Evidence shows that the majority of creative businesses in the City are small, recent start-ups and that 36% creative business owners surveyed were graduates from the University of Portsmouth. The University is key in developing the future of cultural and creative industries, in boosting innovation, entrepreneurship, skills and talent and strengthening the City's cultural economy. The Council's Tourism and Visitor Economy Strategy¹³⁵ (2023-2028) highlights the importance of tourism in the local economy and in Portsmouth's cultural sector. Pre-pandemic, tourism was valued at around £600 million a year, it attracted nearly 15 million visitors (2019) and supported around 12,000 jobs in the city. The strategy covers a post-pandemic recovery plan, and then growth of the visitor economy to increase its value and manage and develop the City's brand and destination offer. While an adequate supply of hotels and visitor accommodation is core to strengthening the overnight and weekend visitor economy, there is an integral link with the cultural economy, including the city's wide array of museums, attractions and festivals, and with culture led regeneration.
- 7.75 Portsmouth's maritime location, heritage and identity are integral to its wide range of cultural and leisure attractions including heritage, arts, theatres, museums and two piers. This includes the Historic Dockyard taking in the Mary Rose, HMS Victory, HMS Warrior, the National Museum of the Royal Navy, the D-Day Story, Charles Dickens Birthplace Museum, Portsmouth Museum and Art Gallery, Hotwalls Studios, Gunwharf Quays and Spinnaker Tower, theatres and a number of historical attractions, parks and gardens.
- 7.76 The Council actively supports creative and arts-based small and medium size businesses and activities. Hotwalls is an example of historically sensitive regeneration of the Grade I listed and scheduled Point Battery and Barracks, which form part of the City's original military defences. It has been transformed by the Council with Coastal Communities Grant funding into an arts hub, providing affordable studios, workspaces and exhibition space for the local creative community and businesses, and a unique visitor attraction where workshops and interaction with artists and makers can take place.
- 7.77 Portsmouth also hosts major festivals and events, such as Victorious, which attracted nearly 185,000 visitors and generated £19.5 million in 2022, the European Kite Championships, the America's Cup World Series and the Great South Run. Fratton Park is home to Portsmouth Football Club and has been since 1899. It has capacity for over 50,000 supporters and hosts regular matches, making it the largest sports venue in the City. Events such as these have significant potential to stimulate the City's economy and will be positively supported and managed by the City Council.
- 7.78 Portsmouth maritime heritage and culture creates a distinct pride of place and local identity. Portsmouth's Heritage Strategy (draft, 2024-2029) sets a vision to create a City where heritage is understood, celebrated and integral to the City's life and success. It provides details about opportunities to reinforce and develop historic identify, invest in historic assets and to ensure heritage is an integral part of the city's economic success. It

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<https://democracy.portsmouth.gov.uk/documents/s43065/Appendix%201.%20Tourism%20and%20Visitor%20Economy%20Strategy%202023-2028.pdf>

also seeks to ensure people are engaged and actively involved in the heritage environment, assets and stories. This engagement can be a tool to tackle low engagement and socio-economic deprivation, and work done through local cultural enterprises has sought to both increase access to museums, galleries and other cultural institutions to a wider range of the City's residents and to take culture to the community, as a form of outreach. This can contribute to positive social and well-being outcomes and demonstrates the holistic role of heritage and culture in the City.

7.79 Funding of £650,000 in October 2023 from the Arts Council England was awarded to Portsmouth Creates, a partnership including the City Council, the University of Portsmouth, Solent Local Enterprise Partnership, the Cultural Collective and various community organisations. This will drive growth, develop talent and improve inclusivity across the creative sector, through an ambitious programme to build capacity, creative pathways and opportunities for young and disadvantaged people via mentoring and apprentice programmes.

7.80 Entertainment venues such as theatres, cinemas, music and performance spaces across the City, and restaurants, pubs, bars and clubs all make up the City's evening and night time economy. These are important to Portsmouth's as a thriving and vibrant City and are needed to support the cultural and visitor economy.

7.81 There has been gradual growth and expansion of hotels in the City, and appropriate capacity and diversity of high quality hotels to meet varying budgets is important to supporting the tourism and the visitor economy, including expansion of the cruise ship industry. Portsmouth's Hotel Development Assessment¹³⁶ (2019) shows demand for budget and full service hotels alongside boutique hotels in the plan period although need may need to be reviewed in light of the pandemic and current economic circumstances and reflected in development proposals coming forward.

Strategic Policy PLP30: Cultural and Visitor Economy



1. **Development proposals that maximise the potential of the cultural and visitor economy and drive forward culture led regeneration will be encouraged. This includes a range of culture, leisure, entertainment and visitor attractions and accommodation, and the development of creative industries.**
2. **Opportunities for development and enhancement should be maximised in the centres identified in the town centre hierarchy illustrated in Figure 7.2 particularly in the Core Commercial Area and Guildhall Quarter of the City Centre, as shown in Figure 4.5. In addition, opportunities may be located at and in close proximity of existing major visitor and cultural attractions.**
3. **Development proposals for culture, leisure, entertainment, visitor attractions and accommodation and creative industries will be permitted where they meet the following criteria:**
 - a) **The proposed development is of an appropriate type, scale and design to complement and support the role of the existing centre or area, and enhance**

¹³⁶ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/PORTSMOUTH-HOTEL-DEVELOPMENT-ASSESSMENT-FINAL_compressed.pdf

its character, and respond sensitively to the significance of the historic environment;

- b) The proposed use would improve vitality and viability of the area by retaining an active and welcoming frontage or entrance at ground floor level, attracting pedestrian activity and encouraging linked trips;**
 - c) Ensure effective access arrangements that are safe and suitable for all users, including local pedestrian and cycle links; and**
 - d) The proposed use would not have a harmful impact on the amenity of nearby occupiers due to noise, odour, disturbance or light pollution.**
- 4. Pop up and temporary uses will be encouraged where they help animate and activate vacant premises and sites for a period prior to permanent re-occupation or redevelopment, and where they meet the above criteria.**
 - 5. Access and connections to and between cultural facilities and visitor attractions and the City and town centres should be improved to maximise usage and ensure engagement with as wide an audience as possible. This may be through enhancement to building design, public realm, signposting and wayfinding.**
 - 6. Development proposals that would result in the loss of a use contributing to the cultural or visitor economy, such as culture, leisure, entertainment, visitor attractions and accommodation, will be resisted and will only be allowed where there is no market demand for the premises in its existing use, or in a related use.**
 - 7. Development of other, non- cultural or visitor economy uses adjacent or in the immediate vicinity of cultural or visitor attractions or uses should not compromise or undermine the feasibility or continuing operation of these attractions or uses.**

Supporting Text

7.82 The purpose of this policy is to set out a positive approach to supporting the City's cultural and visitor economy and to support the Imagine Portsmouth's 2040 Vision to be a City rich in culture and creativity.

7.83 The cultural and visitor accommodation uses covered by this policy include a number of town centre uses, and development should accord with this policy, Policy PLP28 Town Centres and where relevant, Policy PLP6: Portsmouth City Centre. This supports and enables diversification, the long term viability of centres in the town centre hierarchy and helps capitalise a growing part of the economy to enable regeneration. Opportunities for development are therefore focused on the town centre hierarchy, but also at and in close proximity to existing major visitor and cultural attractions. These are places where there is an existing cultural or heritage activity or hub, and where further development, of an appropriate type and scale which complements existing use(s) and the surrounding area could be beneficial. The impacts of proposals on these areas, particularly where they relate to trip generation and design, should be carefully considered. Existing major cultural and visitor attractions, include but are not limited to: The Historic Dockyard and The Hard, Portsmouth Museum and Art Gallery, Old Portsmouth, The Hotwalls, Southsea Seafront including its two piers, beaches, castle and the D-Day Story and Aquarium, Wymering Manor in Cosham, and the Hilsea Lines.

- 7.84 The Seafront Masterplan SPD¹³⁷ highlights detailed guidance on how the Seafront, stretching from Old Portsmouth to Eastney, can be improved and conserved. This includes improvements to accessing the Seafront, the visitor experience, the public realm as well as maintaining its open character. As highlighted above, Old Portsmouth, the Hotwalls Studios, Southsea Seafront, Wymering Manor and the Hilsea Lines are particularly sensitive due to historic context and assets, and in these locations, development should be of an appropriate scale and design to conserve and enhance historic character. The City Council's Heritage Strategy (draft, 2024-2029) gives detailed information on the city's heritage environment and its wealth of historic asset.
- 7.85 The use of the term 'close proximity' in criterion 2 of Policy PLP30 will vary depending on the existing centre or visitor or cultural attraction, and the type of development proposed. It should generally be in the immediate area namely up to 300 meters radius, to help create a cluster or hub of activity. Development should not draw people and footfall away from an existing centre or attraction.
- 7.86 Criterion 6 of the Policy seeks to retain and protect against development resulting in the loss of uses that contribute to the cultural or visitor economy, including but not exclusive to culture, leisure, entertainment, visitor attractions and accommodation. For town centre uses located in identified centres Policy PLP28: Town Centres applies with regard to assessing loss. In these locations, planning applications should demonstrate premises have been marketed for six months in line with Appendix 4 of the Local Plan and show that there is no market demand for the premises in its existing use, or for another retail, commercial, leisure, cultural and service use. For development involving loss of these uses located outside the Town Centre Hierarchy, an assessment should be made on a case by case basis as to whether application of six months marketing evidence is necessary to demonstrate a lack of market demand. This assessment should include consideration of the size, type and significance of cultural or visitor economic use being lost, and the role it plays in a cluster or hub of cultural or visitor activity.
- 7.87 Criterion 7 seeks to ensure that development of other uses, that are not cultural or visitor economy uses, do not compromise existing cultural or visitor economy uses or activities. This helps avoid reverse sensitivity, where adverse impacts for occupiers of new sensitive or inappropriate development impacts on existing, lawful activities that are established in mixed use areas. The existing activity can then become vulnerable and be undermined, through amenity (including noise) complaints etc, from newly located activities and occupiers. Consideration should be given on a case by case basis to ensure appropriate location of other uses in the immediate vicinity of cultural and visitor economy uses, to safeguard the continuing operation of these attractions and activities, which are key to the City's economy.
- 7.88 As part of ensuring effective access arrangements, design and layout of sites should be considered, and a Travel Plan and Transport submitted for hotels and other major development that would generate significant trips and movement, in line with national policy.
- 7.89 Some major attractions in the city are relatively cut off and disconnected, and an approach to enhance connectivity, particularly for pedestrians and cyclists, should be sought to enable better access and links. This should be promoted at Gunwharf Quays and the Historic Dockyard, in terms of linkages with the City Centre, particularly the Guildhall and Commercial Road areas, and Old Portsmouth. This is also relevant to development at Fratton Park and Tipner West and Horsea Island East. This can be taken

¹³⁷ https://www.portsmouth.gov.uk/wp-content/uploads/2021/10/173.48-Seafront-Masterplan_Accessible.pdf

forward through improved wayfinding and public realm, and where relevant, through creation of heritage and culture trails.

7.90 Cultural and community organisations can play a key role in engaging with part of the population where there are low levels of engagement and social deprivation. Opening up access and connections to and between cultural facilities and visitor attractions and promoting community engagement and active involvement can help improve quality of life, mental and physical health benefits for all. This should be promoted through development and partnership working with relevant cultural and community organisations.

DRAFT

Chapter 8 Climate Emergency

Introduction

8.1 Portsmouth City Council declared a climate change emergency in March 2019. This was in response to the serious impact that climate change will have on the City and the lives of its inhabitants. The Council then adopted a Climate Emergency Strategy that sets out how it intends to meet the objectives of the Climate Emergency Declaration. Table 8.1 sets out the Council's strategies including the Local Plan that address the climate emergency. Chapter 3 of the Local Plan contains Core Policy PLP2: Climate Emergency while more detailed aspects of policy relating to climate change adaptation and mitigation are set out in this chapter.

How Everything Fits Together		
Make Portsmouth a place that is fairer for everyone: a City where the Council works together with the community to put people at the heart of everything we do.		
Make Our City Cleaner, Safer and Greener		
Improving air quality by tackling congestion and parking issues and encouraging more people to walk, cycle and use public transport including park and ride	Engaging with communities and the Environment Agency so that the East Solent Coastal Partnership can build new sea defences protecting the City from flooding.	Encouraging people to keep Portsmouth clean and taking action where necessary to tackle problems like litter and dog fouling.
Make sure public spaces are greener, more sustainable and well maintained	Working to increase recycling and cut plastic waste	Encouraging road safety across Portsmouth
	Keeping weekly rubbish and fortnightly recycling collections	
Strategies addressing the Climate Emergency		
Local Transport Plan	Local Plan	Energy and Water at Home
Air Quality Local Plan	South East Hampshire Rapid Transit	Cough Cough Engine Off
Citizen's Assembly	Local Cycling and Walking Infrastructure Plan	Carbon Reduction Strategy
Integrated Impact Assessment	Southsea Coastal Scheme	Portsmouth Port Carbon Neutral

Table 8.1: Portsmouth City Council strategies that address the Climate Emergency

8.2 This chapter of the Local Plan includes seven policies relating to the climate emergency. The first two policies relate to water namely Policy PLP31: Flooding and Policy PLP32: Sustainable Drainage Systems (SuDS); this deals with both SuDS and other water retention measures in the City to minimise surface water run-off and its associated impacts. Policy PLP33: Sustainable Construction and Onsite Renewable Energy sets out how new development should be built in a sustainable way minimising environmental and carbon impacts. Policy PLP34: Renewable Energy relates to the provision of new renewable energy infrastructure in the City. Policy PLP35: Air Quality & Pollution sets out measures that development needs to take to ensure that development contributes to improving air quality in the City. Policy PLP36: Coastal zone sets out specific coastal

related landscape and use protections. The final policy on this chapter is on contaminated land, which is a longstanding issue in this long occupied City.

Flooding

Introduction

8.3 Portsmouth's low lying coastal location means that the City is susceptible to flood risk not only from tidal inundation, but also surface water, rising ground water levels and possible wastewater infrastructure overflow during extreme weather events. As an island, Portsmouth is bound on all sides by the sea and the fact it is heavily urbanised with significant levels of hard landscaping means flood risk is a significant risk.

8.4 Flood risk is typically defined using the Environment Agency's (EA) flood risk maps for rivers and sea, which indicates the predicted annual probability of flooding, from Flood Zone 1 (low risk) through to Flood Zone 3 (high risk) and also for surface water. The impacts of climate change are expected to increase flood risk in Portsmouth, as sea levels rise and winters become wetter with more intense rainfall events.

8.5 Large areas of the City, particularly those adjacent to the coastline, fall into Flood Zones 2 and 3 and are the areas that have the medium or highest probability of tidal flooding. Over the next 100 years, the extent of these flood zones is expected to expand. Current flood zones are illustrated in figure 8.1 and predicted flood zones in the City in 100 years' time are also shown in figure 8.1; these two maps show the dramatic impact that climate change and rising sea levels will have on the City. It should be noted that flood zones are not shown on the Policies Map as they are subject to change. Reference should be made to the EA's website for the latest flood zone maps.

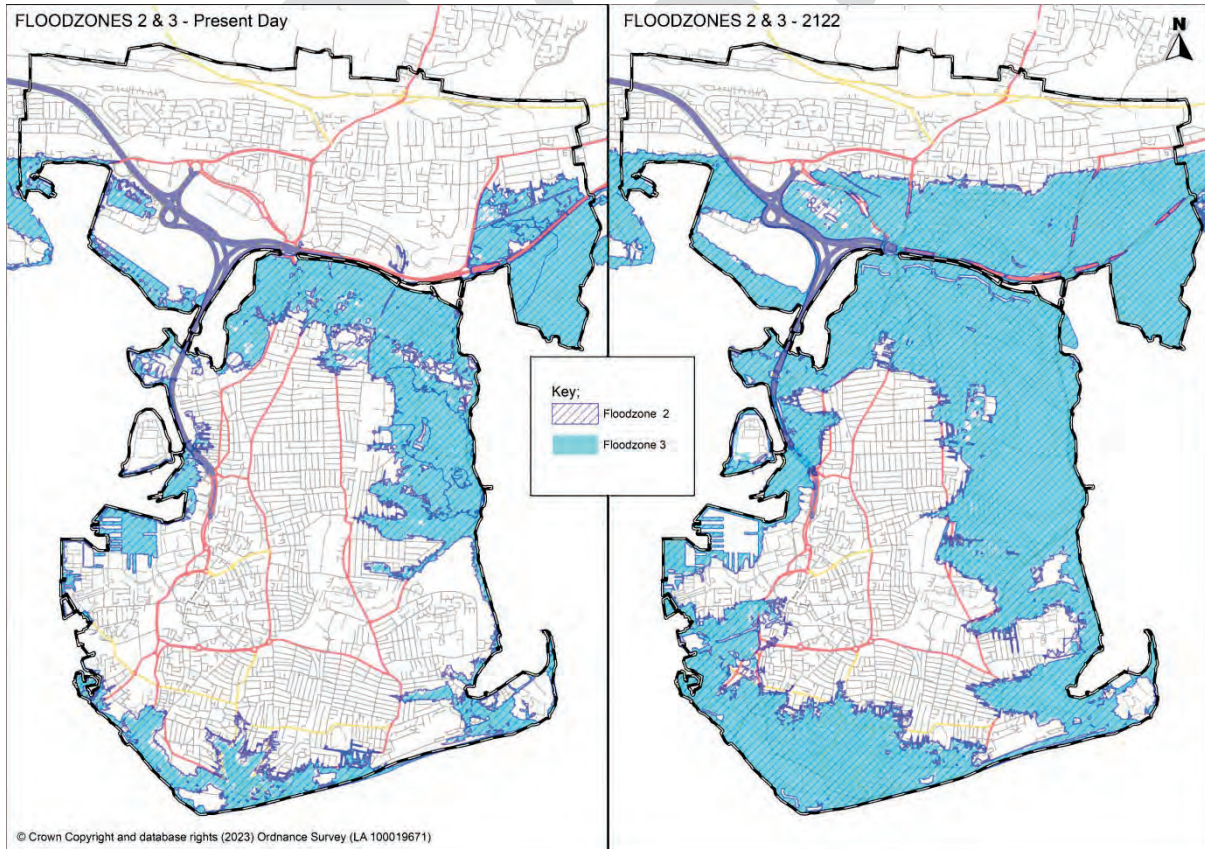


Figure 8.1: Current and Future Flood zones in Portsmouth (undefended)

- 8.6 Managing tidal flood risk in Portsmouth is supported by the Coastal Partners, which is a partnership between Havant, Portsmouth, Gosport and Fareham, and Chichester Councils who manage 176km of Hampshire's coastline and lead on coastal issues. There is a significant ongoing programme of works to ensure coastal defences will be resilient to long term coastal change and sea level rise, in line with the approach of the North Solent Shoreline Management Plan¹³⁸ for Portsmouth, (Hold the Line), and the adopted strategies for Portsmouth's coastline.
- 8.7 There are two significant flood defence schemes currently being developed along Portsmouth's coastline namely the North Portsea Island (NPI) scheme (with an expected completion year of 2026) and the Southsea Coastal Scheme (with an expected completion year of 2029). The NPI scheme covers 8.4km of Portsmouth's coastline and aims to reduce the risk of flooding from the sea to over 4,200 homes, 500 businesses and critical infrastructure over the next one hundred years. The NPI Scheme delivers a 1 in 500 year standard of protection for 100 years. This provides protection to an extreme flood event for a long period of time. When the scheme is fully complete it will protect the eastern road access and also the A3. The Southsea Coastal Scheme aims to reduce the risk of flooding for more than 10,700 properties along the coast from Old Portsmouth to Eastney for the next one hundred years.
- 8.8 In addition to the EA flood mapping, the Partnership for South Hampshire (PfSH) undertook a Level 1 Strategic Flood Risk Assessment (SFRA)¹³⁹ for South Hampshire. This document can be used to understand potential flood risk in the City and help to inform the design of proposals. It assesses and maps all forms of flood risk from tidal, river, groundwater, surface water and sewer sources, taking into account future climate change predictions for the next one hundred years. The Level 1 SFRA was used to assess the risk of flooding to potential strategic sites and allocations from all sources and help inform the sequential test. This demonstrated that land outside of flood risk areas could not accommodate all necessary development to deliver Portsmouth's housing need. Therefore, the scope of the SFRA was increased to a Level 2. Despite this higher level of flood risk assessment being carried out it will still not be possible to meet Portsmouth's housing need in full. The Portsmouth Level 2 SFRA provides more detail about the nature of flood risk for all the sites allocated in this Local Plan. This allows the identification of severity and variation of flood risk within medium and high risk flood areas and allows application of the exception test; in particular part 'b'. Part 'b' requires demonstration that development will be safe for its lifetime, taking into account the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 8.9 The SFRA also identifies Portsmouth's approach to Floodzone 3b. Identification of functional floodplain (Flood zone 3b) should take account of local circumstances and not be defined solely on rigid probability parameters, as set out within national planning guidance. Following an agreed approach with the Environment Agency, there are no areas identified as Flood Zone 3b within Portsmouth. However, where development is proposed within these higher risk areas, flooding must be a key consideration from the outset and throughout.
- 8.10 The approach to flood risk in Portsmouth is set out in more detail in the Development and Tidal Flood Risk Topic Paper¹⁴⁰ which has been developed in partnership by the City

¹³⁸ <https://www.northsolentsmp.co.uk/>

¹³⁹ <https://www.portsmouth.gov.uk/newlocalplanevidencedocs>

¹⁴⁰ <https://www.portsmouth.gov.uk/newlocalplanevidencedocr>

Council and the EA. Further details on partnership working are set out in the Statement of Common Ground between the City Council and the EA¹⁴¹. We will continue to work proactively with the EA to achieve the best possible outcomes for new development and flood risk in the City.

8.11 It is important not to consider flooding as an unforeseeable event with reliance on emergency response, but instead ensure its impacts can be significantly mitigated prior to a flood event happening.

Strategic Policy PLP31: Flooding

1. Development proposals will be permitted where:

- a) They seek to reduce the impact and extent of all types of flooding following the relevant flood risk management steps as set out in Government policy and guidance;
- b) They are accompanied by a site specific Flood Risk Assessment where required by national policy that is informed by the PfSH SFRA Level 1 and Portsmouth SFRA Level 2;
- c) The proposal meets the sequential and exception tests as set out in Government policy and guidance;
- d) The development will be safe over its lifetime, taking into account the increased risk of flooding due to climate change;
- e) Landowners must safeguard land and ensure development does not impact the integrity of or prejudice land used for existing or future flood defences/ flood risk management and/or maintenance of watercourses;
- f) The development will not result in the increase of flood risk elsewhere and where possible will reduce the overall level of flood risk;
- g) Appropriate flood prevention, protection and resilience measures necessary and appropriate to specific requirements of the proposal site and any other areas potentially impacted by the proposed development have been sensitively incorporated. These will be maintained for the lifetime of the development. Flood management and mitigation measures should be informed by the PfSH SFRA Level 1 and Portsmouth SFRA Level 2;
- h) The residual risk of sites currently benefitting; or benefitting in the future from flood defence measures has been taken into consideration;
- i) They are appropriately flood resistant and resilient so that in the event of a flood they can be quickly brought back into use without significant refurbishment;

¹⁴¹ <https://www.portsmouth.gov.uk/newlocalplanevidencedoci>

- j) **Appropriate safety measures have been taken in accordance with the SFRA Level 1 and 2 specifically in relation to finished floor levels, access/escape routes, places of safety and emergency planning; and**
 - k) **Robust evidence must show that all efforts have been made to deliver safe access and egress routes on sites at risk of flooding. Where truly exceptional circumstances dictate this not to be feasible, it must be clearly detailed in a site specific FRA how the risks of flooding can be safely managed. Information on duration, hazard and frequency of flooding must be provided for the development lifetime.**
2. **Site specific Flood Risk Assessments should use the Upper End climate change allowance when assessing flood risk, unless an alternative approach can be justified.**
 3. **Opportunities should be sought to implement natural flood management techniques to attenuate surface water runoff and groundwater discharge.**
 4. **Opportunities for de-culverting watercourse sections should be sought to bolster local channel capacity and conveyance.**
 5. **Proposals that include self-contained basement accommodation for use as a habitable room will not be permitted due to the unacceptable residual flood risks associated with this type of accommodation.**

Supporting text

8.12 The purpose of this policy is to reduce the City's vulnerability to flood risk and the impacts of flooding associated with climate change. The Council will seek to manage flood risk through avoidance of risk wherever possible.

8.13 Government guidance sets out several steps that should be followed when addressing flood risk which have influenced the policy approach. These are outlined in figure 8.2 and should be followed as part of any proposed development in areas at risk of flooding.

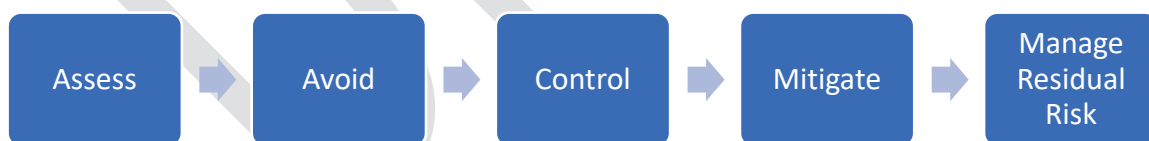


Figure 8.2: Flood Risk Management Steps

8.14 The findings of the SFRA have helped to inform the approach taken within this Local Plan. Flood risk has been assessed and taken into account throughout the development of this Local Plan.

8.15 A site-specific flood risk assessment should be provided for all development in Flood Zones 2 and 3. In Flood Zone 1, an assessment should accompany all proposals involving:

- Sites of 1 hectare or more;
- Land which has been identified by the Environment Agency as having critical drainage problems;
- Land identified in a strategic flood risk assessment as being at increased flood risk in future;

- Land that may be subject to other sources of flooding, where its development would introduce a more vulnerable use; or
- Sites of 10 or more units. This does not include sites where units have not altered the building footprint from pre-development.

8.16 National guidance provides further details on how to undertake a site specific flood risk and what it should include.

8.17 Sites that are not allocated in the Local Plan, including sites identified in appendices 2 and 3, that could be at risk of flooding, will need to be supported by their own Sequential Test Assessment. This is because they are not covered by the Council's own Sequential Test Assessment, which has only considered the Strategic Sites and Allocations in this Plan.

8.18 Proposed development within flood zones 2 and 3 will need to be assessed using the sequential and exception tests as set out in national policy. The sequential test aims to steer different types of new development away from areas at the highest risks of flooding. Development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding.

8.19 If development cannot be located within zones with a lower risk of flooding, then the exception test may have to be applied. For the exception test to be passed, it should be demonstrated that:

- The sustainability benefits of the proposed development to the community will outweigh the flood risk; and
- The development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

8.20 It is appreciated that it may not always be possible to locate development outside areas at risk from flooding in Portsmouth. If this is the case, it is still important for applicants to seek opportunities and measures to reduce the causes and impacts of flooding. Management opportunities to control flood risk should be sought to reduce the overall level of flood risk in the application site and beyond. These should be sensitively incorporated taking into consideration the character, landscape and biodiversity of the area.

8.21 When proposing development within a location at risk of flooding, early engagement should be sought with the City Council as the Lead Local Flood Authority and other flood risk management authorities including the EA, Coastal Partners and Southern Water. This is particularly important for any development proposed within an area identified as having a 3.3% or greater annual probability of flooding. The delivery of flood management measures must be incorporated to evidence how flood risk has been reduced to ensure development safe for its lifetime.

8.22 Several Flood and Coastal Erosion Risk Management schemes are being developed within Portsmouth as set out within the SFRA Level 1 and 2. The land associated with the development of these schemes (including those in coastal strategy studies and shoreline management plans) will be safeguarded to ensure there is no conflict in land uses. Land associated with flood defence schemes identified within the coastal strategy studies and shoreline management plans, which are yet to commence must also be safeguarded.

Where development is proposed in close proximity to an existing flood defence structure, or land safeguarded for any future flood defence or management measures, early engagement with the Environment Agency should be undertaken to ensure an appropriate buffer is maintained. Alongside rivers¹⁴², this buffer strip will be 8 metres. These buffer strips allow for any future management and maintenance of the flood defence structure. An appropriate buffer should be applied to ordinary and other watercourses.

- 8.23 Where proposed development results in a change in building footprint, land raising, or other structures, that impact upon the ability of the fluvial floodplain to store water, floodplain compensation must be provided on a level for level, volume for volume basis on land which does not already flood and is within the site boundary.
- 8.24 Where feasible, opportunities should be sought to implement natural flood management techniques in order to attenuate surface water run-off and groundwater discharge, such as the planting of riparian woodland and the use of SuDS. All development should not increase the risk of flooding elsewhere.
- 8.25 Where flood defences are present, it should be remembered that these cannot remove risk of flooding entirely and there is always a chance that defences could fail, by being overtopped or breached, during an extreme event. Proposals will therefore need to consider residual risks of flooding in areas which might already benefit from defences (or will benefit from defences in the future) and should incorporate a range of measures to appropriately manage and mitigate residual risk.
- 8.26 Flood resilience is an approach to building design which aims to reduce the risk of damage to homes and businesses that may flood and speed recovery and reoccupation following a flood. Flood resilience measures should be incorporated into a development or redevelopment proposed in an area at risk of flooding to combat all types of flooding including surface water, fluvial and groundwater flooding. Flood resilience measures aim to limit entry of floodwater into homes and businesses (resistance measures) or minimise the impact of any floodwater that does get inside (recovery measures).
- 8.27 Flood resistance construction such as dry-proofing seeks to prevent and/or minimise entry of water into a development up to a safe structural limit. Passive resistance measures should be prioritised over active measures. Flood recoverability incorporates certain design measures that will minimise damage. When incorporating these features into a development, reference should be made to the SFRA Level 1 and 2, in particular for finished floor levels.
- 8.28 Proposals should also incorporate safe access and escape routes, places of safety and adequate flood warnings and evacuation/emergency plans if necessary (devised in accordance with guidance from the appropriate emergency services and Environment Agency¹⁴³) which will help to address any remaining residual flood risk for the occupants after avoidance, control and mitigation measures have been utilised. These should be incorporated in accordance with guidance set out in both the SFRA Level 1 and 2.

¹⁴² Portsmouth has two designated main rivers: Great Salterns Drain and Farlington Marshes Gutter

¹⁴³ <https://www.gov.uk/government/publications/personal-flood-plan>

8.29 It is important that new development takes account of flood risk across the lifetime of the development, including making allowances for any future risk as a result of climate change. Measures to avoid, control, manage and mitigate flood risk should also not increase flood risk elsewhere. Due to the low lying island geography of Portsmouth and the risk of flooding; site specific FRA's should adopt the upper end climate change allowance in order to measure the worst case scenario.

8.30 Due to the unacceptable residual flood risks associated with self-contained basement accommodation, proposals relating to this type of development in particular will not be permitted in the City. Where development is proposed that involves significant works below ground and/or changes to drainage, further assessment (for example through a Hydrogeological Risk Assessment) may be required to determine the potential impact on groundwater and identify proposed mitigation measures.

8.31 The City Council, as appropriate, will secure ongoing maintenance and operation of approved flood mitigation and management systems through planning obligations or suitable conditions.

Sustainable Drainage Systems

Introduction

8.32 Sustainable drainage systems (SuDS) provide opportunities to reduce the cause and impacts of flooding whilst also providing multifunctional benefits including reduction in pollution levels, net gains in biodiversity and landscape improvements.

8.33 Poorly designed drainage in new development can result in increased flood risk both on and off site. Substantial areas of impermeable surfacing material, for instance, leads to increased surface runoff into the drainage system, putting pressure on the local capacity. On-site drainage systems will need to be able to accommodate the development's drainage needs over the lifetime of the development, taking account of day-to-day expected flow rates as well as risks from extreme weather events and future climate change.

8.34 Following a review published by DEFRA in 2023, it is expected that mandatory SuDS in new developments will be implemented via Schedule 3 of the Flood and Water Management Act 2010 in 2024. The implementation of this schedule will also introduce SuDS Approval Bodies whose duty it will be to adopt new drainage systems on the basis that they meet certain conditions.

Development Management Policy PLP32: Sustainable Drainage Systems

- 1. Development proposals will be permitted where they ensure the surface run-off rates from the proposed development do not exceed the existing surface run-off rates, with betterment preferred.**
- 2. Development proposals in areas at risk of flooding from surface water will be permitted where the net surface run off is actively reduced when compared to pre-development levels.**
- 3. All applications should minimise the amount of hard landscaping and incorporate permeable surfacing to reduce surface water run-off.**

- 4. All applications should incorporate methods for rainwater harvesting, such as water butts.**
- 5. Development proposals will be permitted where SuDS are incorporated and ensure that:**
 - a) They incorporate green infrastructure and maximise multi-functional benefits including net gains in biodiversity;**
 - b) They are sensitively located and designed to promote an enhanced landscape/townscape and good quality spaces that improve public amenity;**
 - c) Surface water will be separated from foul water flows within the site or it may be discharged into the sea, a watercourse or surface water sewer. If all options have been robustly demonstrated not to be possible, the post development rate of discharge of surface water to the combined system should be no greater than the existing rate. Surface water connections to the foul sewer system will not be accepted;**
 - d) Any surface water resulting from development on greenfield sites will not be permitted to enter the combined or foul water system;**
 - e) Details for future maintenance over the lifetime of the development shall be included with the proposal as part of a sustainable drainage strategy; and**
 - f) A joined up approach is taken across the whole site.**
- 6. Development proposals will be permitted where they provide proportionate evidence to demonstrate that wastewater infrastructure can accommodate or be improved to accommodate the proposals and that appropriate provisions will be made. Where necessary, occupation of development should be phased to align with the delivery of network reinforcement, in liaison with the service provider.**

Supporting text

- 8.35 The purpose of this policy is to reduce the City's vulnerability to surface water flooding through appropriate management and ensuring there is no net increase in surface water run-off from new development.
- 8.36 Southern Water have made significant improvements to local infrastructure in recent years, separating surface water from the combined sewer system in parts of the City to reduce pressures on wastewater treatment. There are, however, parts of the sewer system which are now in an aged condition with limited capacity to take on new demands. The Council expects new development to assess rates of surface runoff from new development and ensure that there is no net increase as a result of the proposal. Net surface runoff should be actively reduced compared to pre-development levels.
- 8.37 Some locations within Portsmouth are at greater risk of surface water flooding as outlined within the Appendix A Figure 3 of the Level 1 SFRA (Risk of Flooding from Surface Water). There should be a net reduction in surface water run-off achieved on all development sites identified as at risk from surface water flooding. The Level 2 SFRA provides further site-

specific guidance for strategic and allocated sites. Development should accord with these recommendations.

8.38 It is appropriate to expect SuDS to be incorporated on all new development with the implementation of Schedule 3 of the Flood and Water Management Act 2010 in 2024. Given the highly urban nature of Portsmouth and the flooding risks that are posed, new development must not increase the level of surface water run off compared to existing levels on all sites. Opportunities should be sought to reduce these run off rates to minimise pressure on the foul water networks and also the risk of flooding. The benefit of SuDS can be seen in figure 8.3 below.

8.39 As Portsmouth is one of the most densely populated cities in England, the cumulative effects of surface run off, even from smaller and householder applications can have a significant effect. Therefore, all proposals must minimise the levels of impermeable surfacing, for example on driveways and gardens, unless there are overriding reasons that render their use unsuitable. All applications should also incorporate appropriate rainwater harvesting. Rainwater harvesting can range from simple measures such as garden water butts to larger more complex systems that store water in tanks for reuse for activities such as washing cars.

8.40 SuDS can significantly reduce a development's impacts on surrounding water quality. Above-ground SuDS should contain features that have the ability to contribute to green infrastructure, biodiversity net gain, improvements to amenity and landscape benefits.

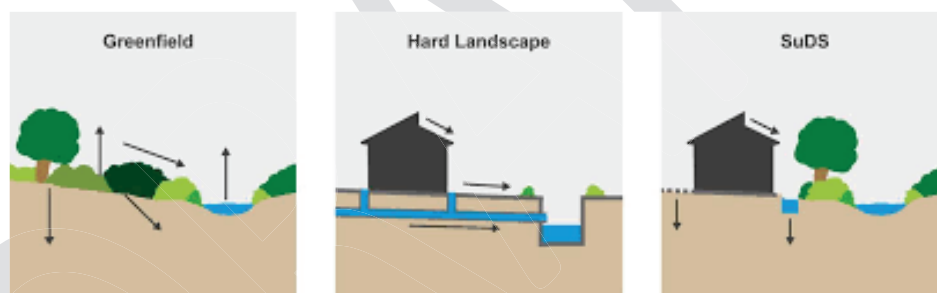


Figure 8.3: Example of how SuDS can reduce run-off rates from development on greenfield sites and return these to pre-development levels (Source: Southern Water)

8.41 Provision must be made for the whole life operation and maintenance of drainage features, so that they remain effective, including taking account of projected climate change. Where SuDS are intended to play a multi-functional role, such as delivering biodiversity benefits, this should not reduce their primary function for the lifetime of the development.

8.42 Development proposals should include an indicative drainage strategy to demonstrate how the disposal and management of surface water is to be dealt with. This should include how sustainable drainage will be incorporated into the development. This strategy should be proportionate to the site and the proposed development and include provisions for long term future maintenance of these systems. Early consultation with Southern Water is recommended during the design phase of the proposal regarding capacity for wastewater for the lifetime of the development.

8.43 To support Southern Water's aim of minimising surface water inputs to its foul drainage network, the company will now adopt certain types of SuDS, taking on future maintenance as appropriate. Further details can be found in their guidance document¹⁴⁴. If the developer intends to take this approach, engagement must be made early in the design process.

8.44 Southern Water's guidance document also sets out the hierarchy for management of surface water for new developments, which is reflected in part H3 of the Building Regulations that must be followed; this is illustrated in figure 8.4. Surface run off should be discharged as high up the hierarchy of drainage options as reasonably practicable and robust evidence provided where this cannot be achieved. To promote efficient use of the foul sewerage system, and release capacity for foul water conveyance, surface water should be separated within the site.

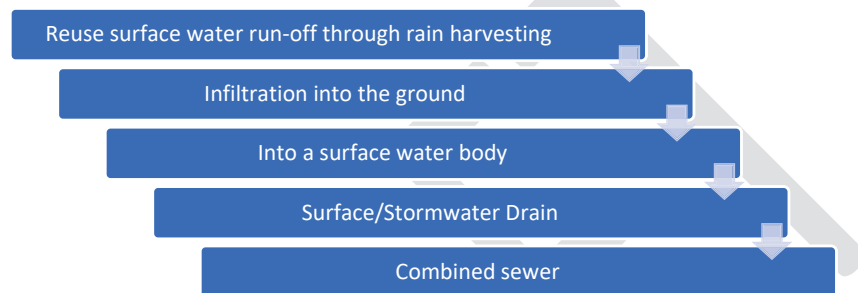


Figure 8.4: Drainage hierarchy for management of surface water

8.45 Given the minimal amount of greenfield land open to development within the City, surface water run off post-development will not be permitted to enter either the combined system or foul water network. All surface run-off will have to be disposed of either through reuse, infiltration, into a nearby watercourse or surface water drain.

Sustainable Construction and Onsite Renewable Energy

Introduction

8.46 The Climate Change Committee report 'The Sixth Carbon Budget: Buildings¹⁴⁵' states that the built environment is estimated to account for 23% of greenhouse gas emissions, both direct and indirect, in the UK. Reducing greenhouse gas emissions from the built environment is therefore essential to contribute to the ambition of carbon neutrality by 2030, as set out in the Climate Emergency Declaration.

8.47 The Climate Change Committee (CCC) sixth carbon budget report suggests that in order to deliver net zero by 2050 as required by the Climate Change Act (2008), all new development should target net zero as soon as possible to avoid additional emissions and catalyse the wider decarbonisation.

8.48 Portsmouth is particularly vulnerable to the risks associated with higher temperatures and overheating during the summer months. As a highly urbanised area, Portsmouth is susceptible to the Urban Heat Island effect whereby air temperatures within the City are warmer than rural areas as the sun's radiation is absorbed by dark, artificial surfaces and then re-radiated into the environment. Climate change is expected to bring increased incidences of heat waves and hot weather events, particularly during the summer months, which is likely to further compound the Urban Heat Island effects on the City.

¹⁴⁴ <https://www.southernwater.co.uk/media/4532/suds-outline-guidance.pdf>

¹⁴⁵ <https://www.theccc.org.uk/publication/sixth-carbon-budget/>

Overheating can be a common issue in homes, public buildings and transport infrastructure due to poor design and the prevalence of older buildings and facilities. The rising average temperatures and increased occurrences of summer heatwaves present a heightened risk for the most vulnerable populations in the City, such as the elderly and those living with life-limiting health conditions. Areas of higher economic deprivation may also be disproportionately impacted by hotter temperatures as they are less able to afford adaptive measures to cope with high heat.

- 8.49 It is important that new development and changes of use incorporate appropriate adaptations in order to be resilient to the future impacts of climate change with consideration of future climate projections for the lifetime of the development. New development is also expected to minimise emissions of carbon dioxide and other greenhouse gases both as part of the construction process, as well as in the operation of the building itself once complete.
- 8.50 Sustainable design and construction practices should therefore strive to make the most efficient use of natural resources and identify opportunities to reuse or recycle materials within the construction process, including the reuse of old buildings where appropriate. Waste products should be reduced, re-used or recycled as much as possible. These practices will also help to reduce embodied carbon within the construction process.
- 8.51 Greenhouse gas emissions are produced at all phases of the development process. As well as the emissions associated with the use of a building, there is carbon embodied into the extraction, manufacture and transportation of building materials, construction, maintenance, repair, replacement, demolition, and eventual material disposal.
- 8.52 Masterplanning of new development should make best use of a site's characteristics and topography to optimise the sustainability of a development as a whole, taking account of wider infrastructure and other issues. For instance this may include incorporating suitable areas for renewable energy generating technologies, electric vehicle charging, secure bike storage or wildlife friendly features within the design and layout of a scheme, as well as taking account of wider green or ecological networks.
- 8.53 The Portsmouth City Council Climate Change Strategy 2022 (CCS)¹⁴⁶ sets out how development can provide Mitigation Support and encourage carbon emission reductions through:
- Promoting measures to increase re-use or recycling of building materials and reduce waste.
 - Promoting initiatives to reduce consumption of materials and products.
 - Promoting local production of materials and products to reduce transport distances.
 - Promoting increased domestic and commercial energy efficiency and usage reduction.
 - Promoting lower carbon fuel and onsite renewable energy sources.
 - Enhanced PCC planning requirements for low carbon and carbon neutral development for new developments and existing build enhancements, that also support low carbon travel and transport.

¹⁴⁶ <https://www.portsmouth.gov.uk/wp-content/uploads/2022/12/Climate-Change-Strategy-2022-Accessible.pdf>

- Ensuring we have committed and united net zero carbon leadership with a clear system of accountability.
- Increase energy micro-generation within our estate.

8.54 The City's water supply is provided by Portsmouth Water, with wastewater treatment managed by Southern Water. Water resources should be managed prudently and sustainably for the future, and with consideration of the wider Southeast region, which is identified as an area of serious water stress. Portsmouth Water is looking to improve resilience through the Havant Thicket Reservoir¹⁴⁷, and Southern Water is looking to improve water quality and resilience through its Water for Life programme¹⁴⁸.



Development Management Policy PLP33: Sustainable Construction and Onsite Renewable Energy

- 1. Development proposals will be permitted where they are designed to reduce their impact on the environment during construction.**
- 2. Development proposals for major development must demonstrate using a Sustainability Statement that all resources are used efficiently, as part of the construction and operation of a building, including consideration of embodied emissions.**
- 3. All developments must follow the principles of the energy hierarchy, to ensure that the design of a building prioritises energy reduction through highly energy efficient fabric measures, lighting, ventilation, and orientation. Once energy demand is minimised and efficiency design measures are in place, renewable energy technologies will be used to meet residual energy demand.**
- 4. The retention of existing buildings will be given preference to the demolition and replacement of existing buildings. Retrofitting energy efficiency measures in existing buildings will be supported. Significant weight will be given to the benefits of development resulting in considerable improvements to energy efficiency and reduction in carbon emissions in existing buildings both domestic and non-domestic including through installation of heat pumps and solar panels.**
- 5. Proposals should address rising temperatures and overheating. This should include details of how risks from overheating and heat stress for inhabitants would be addressed for the lifetime of the development.**
- 6. Development proposals that are powered by solid fossil fuels will not be permitted.**
- 7. Residential development should be designed to meet the 110 litres per person per day water efficiency standard.**

¹⁴⁷ <https://www.portsmouthwater.co.uk/new-reservoir/> <https://www.portsmouthwater.co.uk/new-reservoir/>

¹⁴⁸ <https://www.southernwater.co.uk/water-for-life/protecting-the-environment>
<https://www.southernwater.co.uk/water-for-life/protecting-the-environment>

8. Development proposals should incorporate Swift Boxes.

Supporting text

8.55 The purpose of Policy PLP33 is to deliver energy efficiency and onsite renewable energy provision for development in the City to help meet the City's stated goal of becoming carbon neutral by 2030.

8.56 In December 2023 the Government issued a Written Ministerial Statement¹⁴⁹ preventing the adoption of local energy efficiency standards for buildings that go beyond current or planned buildings regulation. This has prevented the City Council from including ambitious targets for energy efficiency in this Local Plan in line with its Climate Change Strategy. The Council is disappointed by this decision and encourages the Government to bring in the necessary changes to the energy efficiency building regulations at the earliest possible opportunity.

8.57 Development proposals for major development must be supported by a Sustainability Statement, either as a standalone document or as part of a Design and Access Statement, which clearly demonstrates how it will address climate change mitigation and adaptation, encourage the decarbonisation of energy and transport, and support the delivery of a carbon neutral City by 2030. The preparation of the Sustainability Statement should be proportionate to the scale of the development and to the impact it will make on climate change. It will need to be submitted with the applicant as part of the validation process. Many organisations provide calculators for working out a buildings embodied carbon including the Royal Institute of Chartered Surveyors¹⁵⁰.

8.58 A Sustainability Statement is a report showing how a developer will address the City Council's objectives concerning environment and sustainability, as set out in Core Policy PLP3. It should where appropriate address the following matters:

- Water efficiency calculations
- Drainage strategy
- Community impact
- Flood risk analysis
- Transport impacts
- Thermal comfort
- Material sourcing
- Impact on pollution
- Daylight assessments
- Impact on ecology

8.59 All developments must follow the principles of the energy hierarchy, to ensure that the design of a building prioritises energy reduction through highly energy efficient fabric measures, lighting, ventilation, and orientation. Once energy demand is minimised and efficiency design measures are in place, renewable energy technologies will be used to

¹⁴⁹ <https://questions-statements.parliament.uk/written-statements/detail/2023-12-13/hcws123#:~:text=Statement%20made%20on%202013%20December%202023&text=As%20a%20Government%2C%20we%20continue,the%20homes%20and%20building%20sector>

¹⁵⁰ <https://www.rics.org/profession-standards/rics-standards-and-guidance/sector-standards/construction-standards/whole-life-carbon-assessment.html>

meet residual energy demand. Figure 8.5 illustrates how the energy hierarchy is implemented.

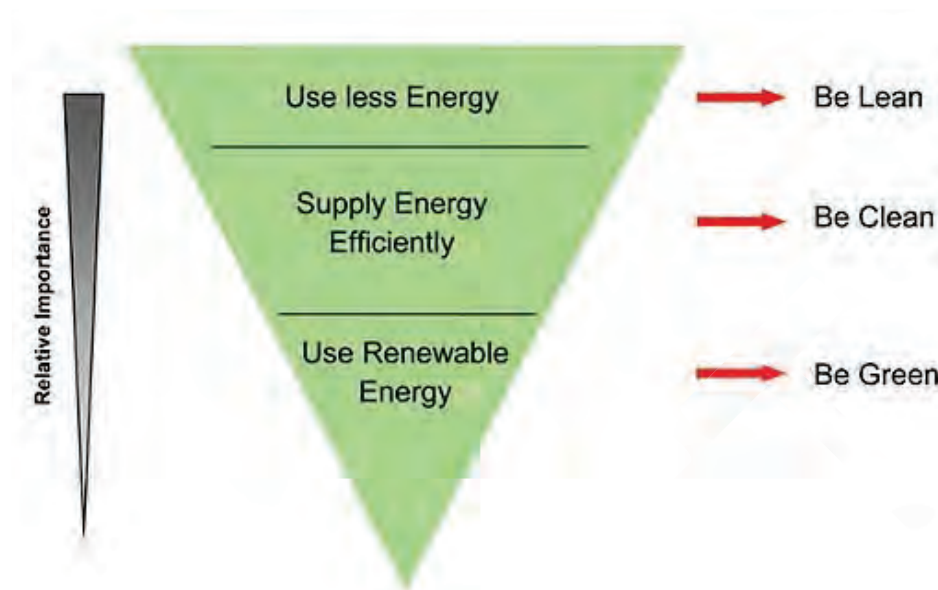


Figure 8.5: The Energy Hierarchy

8.60 Development proposals will be expected to demonstrate how the risks from overheating on inhabitants of the development for present and predicted future climate have been addressed for the lifetime of the development in the Sustainability Statement. The Sustainability Statement should set out how risks from increasing temperatures and heat stress have been considered and addressed within the design, layout and construction of the development. The information in the Sustainability Statement should be proportionate to scale of the proposal and could cover the following:

- How internal heat generation has been minimised through energy efficient design.
- How green/blue infrastructure has been designed to cool the site and buildings.
- How buildings have been designed to reduce overheating, considering orientation, materials used and/or internal layout.
- How cooling has been achieved through passive ventilation, prior to more resource intensive measures like mechanical ventilation and active cooling.
- Other strategies for ensuring thermal comfort during the summer months.

8.61 In order to demonstrate that measures to reduce the risk of the building overheating have been integrated into all developments, the Good Homes Alliance Tool and Guidance – Overheating in New Homes¹⁵¹ should be referred to.

8.62 The DEFRA Clean Air Strategy (2018)¹⁵² states that approximately 38% of UK primary particulate matter emissions come from burning wood and coal in domestic open fires and solid fuel stoves. This compares with industrial combustion (16%) and road transport (12%). The tiny particles in smoke can enter the bloodstream and enter internal organs, risking long term health issues as well as having more immediate impacts on some people, such as exacerbating breathing problems or triggering asthma attacks. Burning domestic solid fuels leads to emissions of PM2.5 (fine particulate matter). New

¹⁵¹ <https://goodhomes.org.uk/overheating-in-new-homes>

¹⁵² <https://consult.defra.gov.uk/airquality/domestic-solid-fuel-regulations/>

development should not include any boilers or other heating devices using solid fossil fuels, including but not limited to:

- Traditional house coal (or bituminous coal).
- Smokeless coal (or anthracite).
- Manufactured solid fuels.
- Wood.

8.63 Residential development should be designed to meet the 110 litres per person per day water efficiency standard. Methods of minimising water use, including the reuse of rainwater and grey water, should therefore be considered within the design of proposals. These proposals are in line with the Government's¹⁵³ ambitions to meet safeguard water supply and achieve net zero by 2050.

8.64 Water efficiency in residential dwellings makes a positive contribution to tackling the issues off nitrates pollution in the Solent. Council owned housing stock is currently being retrofitted to provide higher levels of water efficiency as one of the measures to meet nutrient neutrality in the Solent. This water efficiency standard has been tested through the City Council's 2021 Habitat's Regulation Assessment and the proposed approach in the Policy is found to contribute to the protection of its ecological integrity.

8.65 New development should look to incorporate Swift Boxes in order to providing space for Swifts to breed. Details on the types of swift boxes that can be installed in new buildings and advice on what would work best of specific development proposals is provided by Hampshire Swifts¹⁵⁴.

8.66 New Development should look to incorporate heat pumps and solar panels where suitable. Consideration will need to be given to the heritage impact of the installation of these technologies especially in regard to Listed Buildings and Conservation Areas.

Renewable Energy

Introduction

8.67 Accelerating the decarbonisation and decentralisation of the energy system in the UK is essential to mitigating climate change. It can also bring wider environmental and economic benefits and improve the security of our energy supply. Portsmouth has the opportunity to increase renewable energy generation and facilitate development to enable a more flexible, smart, decentralised energy system. Fossil fuel-based energy installations will no longer be acceptable. The City Council carried out a feasibility study¹⁵⁵ for large scale wind turbines in 2010, this showed that there was some potential for wind power on Portsdown Hill subject to further investigation.

8.68 It is recognised that increasing the use of renewable and other low carbon technologies is a key part of meeting the carbon dioxide emission reduction targets set by the Government in the Climate Change Act 2008. As well as incorporating low and zero energy production into the construction of new development, Local Planning Authorities need to encourage standalone schemes that contribute to national and regional targets

¹⁵³ <https://www.gov.uk/government/news/new-water-saving-measures-to-safeguard-supplies>

¹⁵⁴ https://www.hampshireswifts.co.uk/files/ugd/e556df_dc583b7444504bf8ae91f4ad3b911aa3.pdf

¹⁵⁵ <https://www.portsmouth.gov.uk/newlocalplanevidencedocad>

for renewable energy production. This includes the target set in the UK Renewable Energy Strategy¹⁵⁶ (2009) for 15% of energy to come from renewable sources by 2020. Low carbon technologies are those that significantly reduce emissions when compared to the conventional use of fossil fuels.

8.69 The NPPF requires Local Planning Authorities to support the transition to a low carbon future by helping to shape places in ways that contribute to radical reductions in greenhouse gas emissions and support renewable and low carbon energy and associated infrastructure. Community-led initiatives for renewable and low carbon energy should also be supported. This needs to be carried out in ways which ensure that any adverse impacts are adequately addressed.

Development Management Policy PLP34: Renewable Energy



- 1. Development proposals for wind turbines and solar photovoltaic arrays will be supported in principle at appropriate locations subject to it being demonstrated that there are no adverse impacts (or that they can be made acceptable) on living conditions including those from vibration, noise, shadow flicker, glint, glare and air quality.**
- 2. Development proposals for renewable and low carbon energy generation developments that are led by and/or meet the needs of local communities will be supported. Support will be given to community energy schemes which provide energy for local facilities or development areas.**
- 3. Where community support is identified for a specific technology at a given location, this will be identified as a preferred location for that technology.**
- 4. Proposals for wind and solar PV farms to re-power at the end of their operational life will be permitted, as long as the turbines and/or solar panels are replaced with new equipment of either the same or larger installed capacity, and subject to compliance with statutory, site-specific and other constraints.**
- 5. The development of Combined Heat and Power networks will be encouraged provided that:**
 - a) They use renewable and low carbon forms of energy generation; and**
 - b) Individual developments make all reasonable efforts to meet net zero through onsite measures, before connecting to a heat network.**

8.70 The purpose of Policy PLP34 is to encourage increased levels of renewable energy generation across the City. This has the potential to contribute to the City's Climate Emergency Declaration and the aim of carbon neutrality by 2030.

8.71 Standalone renewable energy generation is defined as those installations which are freestanding or standalone, are not building-mounted or wired through a building to support the onsite energy balance.

¹⁵⁶ <https://www.gov.uk/government/publications/the-uk-renewable-energy-strategy>

- 8.72 Proposals for wind turbines will need to take account of specific constraints related to the presence of protected Brent Geese. Proposals will also need to consider the potential impact upon protected Ministry of Defence facilities around the city.
- 8.73 The City has areas which are covered by a variety of designations for ecology, historic and landscape reasons. Solar photovoltaic array and wind turbine proposals will therefore need to ensure that there will be no direct or indirect adverse impacts upon these designated sites and assets, or that those impacts can be made acceptable. In addition, the impact of development on the amenity of local residents and businesses must be carefully and adequately assessed. In all cases, proposals will be judged against the other relevant policies within the locale to ensure no adverse impacts.
- 8.74 Community energy refers to the delivery of community-led renewable energy, energy demand reduction and energy supply projects, whether wholly owned and/or controlled by communities or through a partnership with commercial or public sector partners. Community Energy England provides further detail on how community energy projects work¹⁵⁷.
- 8.75 Repowering is the process of replacing older power generation with newer equipment that either has a greater capacity or more efficiency which results in a net increase of power generated. Repowering can happen in several different ways. It can be as small as switching out and replacing a boiler, to as large as replacing the entire system to create a more powerful system entirely. Proposals that look to repower existing renewable energy provision will be supported.
- 8.76 Combined heat and power (CHP)¹⁵⁸ is a highly efficient process that captures and utilises the heat that is a by-product of the electricity generation process. By generating heat and power simultaneously, CHP can reduce carbon emissions by up to 30% compared to the separate means of conventional generation via a boiler and power station.
- 8.77 The heat generated during this process is supplied to an appropriately matched heat demand that would otherwise be met by a conventional boiler. CHP systems are highly efficient, making use of the heat which would otherwise be wasted when generating electrical or mechanical power. This allows heat requirements to be met that would otherwise require additional fuel to be burnt.
- 8.78 Combined Heat and Power Networks in the City should look to contribute to good air quality through the use of renewable and low carbon forms fuels, it is expected that they would not use solid fuels as outlined in policy PLP33. Proposals for the use of CHP or to link to existing CHP networks should first consider the energy hierarchy as set out in policy PLP33.

Air Quality and Pollution

Introduction

- 8.79 The Government published in 2018 a supplement to the UK Plan, setting out conclusions for 33 local authorities based on Targeted Feasibility Studies. The

¹⁵⁷ <https://communityenergyengland.org/pages/what-is-community-energy>

¹⁵⁸ <https://www.gov.uk/guidance/combined-heat-and-power>

supplement identified eight local authorities, including Portsmouth, with more persistent long-term exceedances. The Government issued a Ministerial Direction to this group of local authorities. This Direction requires these local authorities to develop a local plan to identify the option which will deliver compliance with legal limits for nitrogen dioxide in the shortest possible time. In response, the Council prepared a Local Air Quality Plan, working closely with Government's Joint Air Quality Unit, to achieve compliance with legal limits for nitrogen oxide (NO₂) in the shortest possible time. This Policy seeks to help implement the Local Air Quality Plan. The City Council's Emissions Based Assessment¹⁵⁹ concluded that despite the traffic modelling predicting an overall increase in traffic flow with the development allocations in Local Plan in place 2041, the total emissions across the Portsmouth administrative area were predicted to reduce.

Development Management Policy PLP35: Air Quality and Pollution

- 1. Planning permission will only be granted for development proposals when it can be demonstrated, in a proportionate manner, that they will not contribute to and will not be subject to unacceptable levels of pollution, which cannot be mitigated. This includes all of the following:**
 - a) Air quality /odour / dust;
 - b) Noise;
 - c) Vibration;
 - d) Light;
 - e) Water including leachates;
 - f) Any other forms of pollution.
- 2. Planning permission will be granted where development proposals demonstrate how health inequalities and the wider determinants of health and wellbeing have been incorporated into the design, layout and the use of the development, and its impact on the mental and physical health and wellbeing of occupiers.**
- 3. Major development proposals will be required to undertake an accompanying Health Impact Assessment, demonstrating how the planning application has been informed by the findings of the assessment in regard to air quality.**
- 4. Planning permission will be granted where it addresses any potential impacts of airborne pollution on the natural environment.**

Supporting text

8.80 The purpose of Policy PLP35 is to improve air quality in the City and thus also improve the health of the City's residents.

8.81 Well-designed development can help to support health and wellbeing and create opportunities for improved health outcomes. For instance, the incorporation of quality

¹⁵⁹ <https://www.portsmouth.gov.uk/newlocalplanevidencedocx>

amenity, communal spaces provide opportunities for connecting with others and enabling social support and tackling issues of isolation and loneliness that have negative impacts on mental health. Integrating active and sustainable travel options would encourage walking and cycling over vehicle use, contributing to air quality improvements from fewer vehicle emissions.

8.82 It is crucial that the design of new development takes into account health and wellbeing at an early stage including consideration of air quality issues. Proposals should demonstrate how negative impacts on health have been minimised and how opportunities for protecting and improving people's health and wellbeing have been fully considered.

8.83 As well as the impact of the proposal on its location, the health and amenity of the prospective occupants/users of a proposal must also be considered in relation to the potential exposure to both existing and potential future conditions.

8.84 The Council expects all proposals to integrate health and wellbeing considerations at all stages of the development process. Major development must be accompanied by a Health Impact Assessment, proportionate to the size and scale of the development. This must be informed by the most up to date evidence for health and wellbeing in the City and demonstrate how all aspects of the development of the proposal have considered health inequalities, the wider determinants of health and how it has been informed by, and responds to, key health and wellbeing issues.

8.85 The Health Impact Assessment will produce a set of evidence-based practical recommendations that will inform decision-makers on how best they can promote and protect the health and wellbeing of local communities. It should demonstrate how the development maximises its positive impacts and minimises its negative impacts on health of residents and address health inequalities. Government Guidance on Health Impact Assessment provides further detail and links to supporting information¹⁶⁰.

8.86 Proposals will need to take account of where development is likely to have an adverse effect on air quality, especially in areas where it is already known to be poor and could affect the living conditions or health of occupiers, and where it could be impacted by Portsmouth's Local Air Quality Local Plan¹⁶¹, Air Quality Management Areas¹⁶² and the Clean Air Zone(s)¹⁶³, as well as the potential for cumulative impacts. Opportunities to improve air quality or mitigate impacts should be maximised by traffic and travel management or green infrastructure provision and enhancement. The City Council has produced an evidence study looking at the impacts of air quality of health which highlights the areas of the city most affected¹⁶⁴.

¹⁶⁰

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/929230/HIA_in_Planning_Guide_Sept2020.pdf

¹⁶¹ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/04/air-quality-local-plan-2019.pdf>

¹⁶² <https://www.portsmouth.gov.uk/wp-content/uploads/2020/04/cmu-air-quality-map.pdf>

¹⁶³ <https://cleanerairportsmouth.co.uk/>

¹⁶⁴ <https://www.portsmouth.gov.uk/newlocalplanevidencedocx>

8.87 Air Quality Impact Assessments (AQAs) on major developments should consider air quality impacts at all stages of a proposal, from the initial designs through to construction and occupation with consideration of appropriate mitigation. Ideally Assessments would be closely aligned with any Health Impact Assessment of the proposal. The type of AQA required will depend upon the significance of any air quality issue, the scale over which impacts might be expected and their likely significance. AQAs should also refer to the advice set out in national guidance. It is advised that agreement on the approach to AQA be sought with the council at the earliest opportunity.

8.88 Major Development proposals should look to address the impacts of air quality on the natural environment. In particular, it should address the traffic impacts associated with new development, particularly where this impacts on Habitats sites and SSSIs.

Coastal Zone

Introduction

8.89 As an island City, Portsmouth has a significant length of coastline, which brings a range of benefits. On the eastern coastline, the intertidal and connected onshore areas form an integral part of the protected Langstone Harbour environment. This area features some of the City's more extensive areas of open space that help to support roosting and feeding sites for Brent Geese and Waders and the intertidal zone supports a range of species. In contrast, the western seaboard around Portsmouth Harbour is more urbanised and includes Gunwharf Quays, marine employment areas including the International Port and the Naval Base, which are all key to the ongoing economic productivity of the city.

8.90 The Coastal Zone was defined based upon the open nature of the of the landscape bordering the shoreline. The land in the Coastal Zone has a landscape and amenity role that is integrally tied to the coast and which forms its setting. Existing built-up areas and the strategic sites allocated in this Local Plan were largely excluded from the Coastal Zone as they would be acceptable for a wider range of redevelopment opportunities. Redevelopment proposals in the areas close to the coast but not in the Coastal Zone should still take account of the setting of the coastline in their design. Marine and maritime uses are an integral part of the Coastal Zone and were included where they were outside the existing built up urban area. The Coastal Zone largely comprises open landscape scale spaces in close proximity to the coast, and in some cases further inland. Figure 8.6 is a map of the Coastal Zone and the exact boundary is plotted on the Policies Map.



Figure 8.6: Coastal Zone

8.91 The coast accommodates a wide variety of different uses including tourism and recreation, open space and nature reserves, heritage and marine and maritime related industries. However, the coast is increasingly under pressure from population growth, development needs, flooding and sea level rise. The construction and maintenance of coastal flood defences is required in order to protect existing homes, businesses and key infrastructure.



Development Management Policy PLP36: Coastal Zone

1. Development proposals in the Coastal Zone, as defined on the Policies Map, will be permitted where they:

- a) Avoid adverse impacts on the functionality of marine and maritime related uses;**
- b) Seek opportunities to maintain and enhance sustainable access for all to the coast whilst minimising recreational disturbance to bird populations;**
- c) Conserve and enhance the character of the Coastal Zone;**
- d) Protect and where possible enhance key views to and from the Coastal Zone linking the City to its wider landscape setting; and**
- e) Are consistent with the Shoreline Management Plan and South Inshore and South Offshore Marine Plans.**

8.92 The purpose of policy PLP36 is to protect and enhance access to, the character of and views in and out of the Coastal Zone. The Policy also aims to protect marine and maritime related uses.

8.93 The Coastal Zone contains a large number of marine and maritime uses. These include but are not limited to marinas (Southsea and Port Solent), wharfs (Kendall's Wharf) and recreational marine businesses (Southsea and Clarence Piers, Andrew Simpson - Watersport Centre and South Coast Wake Park). These businesses require direct access to the coastline in order to function. Development proposals should avoid adverse impacts on the functionality of these businesses.

8.94 Much of the Coastal Zone is used by Brent Geese and Waders as supporting habitat to their Primary Habitat on Portsmouth and Langstone Harbours. The impact on the presence of Brent Geese and Waders on development is dealt with under policies PLP42 and PLP43 of the Local Plan.

8.95 As a waterfront City one of Portsmouth's greatest assets is the access for its residents and visitors to the coastline. This access provides recreational and health benefits, as well as providing a significant economic opportunity supporting waterside businesses including cafes and restaurants. The waterside in large part now forms part of the recently extended 46 km (28.6 miles) stretch of the England Coast Path¹⁶⁵ from Gosport to Portsmouth, which opened to the public in 2022. Where development takes place

¹⁶⁵ https://www.nationaltrail.co.uk/en_GB/trails/england-coast-path/

adjacent to the coastline proposals should retain and enhance public access where it already exists and provide new access by active means, such as walking and cycling, which is suitable for all users adjacent to the coastline where there is not an existing extant access. Access should look to join to existing adjoining access or provide opportunity for future linkages to adjoining areas which do not have them.

8.96 The character of the Coastal Zone is defined by the wide open spaces on the edge of the city facing onto the Solent, and Portsmouth and Langstone Harbours. These areas are dominated by the presence of the coast. Proposed development on the coastline should be appropriate in nature and character to its location, avoid significant adverse impacts upon the coastal setting and views; and avoid encroachment upon existing marine and maritime uses. For example, lighting associated with any building or structure must take account of navigation in coastal waters.

8.97 Key views to and from the Coastal Zone to the surrounding landscape include but are not limited to:

- Eastern side of Portsea Island across Langstone Harbour to Hayling Island and the South Downs to the north of Chichester;
- Southsea shoreline from the water including views from / to key historic features such as Southsea Castle and Gosport;
- Portsmouth Harbour to and from Gosport, Old Portsmouth and Gunwharf Quays;
- Tipner and Horsea Island to Portchester.

8.98 A Shoreline Management Plan (SMP) is a high-level, non-statutory, policy document setting out a framework for future management of the coastline and coastal defences. It promotes management policies that will achieve long-term objectives, the Solent Area is covered by the North Solent Shoreline Management Plan, which was developed in partnership with the Solent Local Planning Authorities, Natural England and the Environment Agency. Further detail on the North Solent Shoreline Management Plan can be found in the supporting text to policy PLP31.

8.99 The South Marine Plan¹⁶⁶ introduces a strategic approach to planning within the inshore and offshore waters between Folkestone in Kent and the river Dart in Devon. It provides a clear, evidence-based approach to inform decision-making by marine users and regulators on where activities might take place within the marine plan area.

Contaminated Land

Introduction

8.100 Portsmouth's coastal location and long history of industrial, landfill and military activities have left a legacy of land contamination throughout the City. Failing to adequately address land contamination can have serious implications for human health, property and the wider environment.

8.101 All local authorities have a duty to inspect their areas for contaminated land, and to deal with any contamination in a satisfactory way in accordance with the Environmental

¹⁶⁶

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/726867/South_Marine_Plan_2018.pdf#:~:text=1.%20The%20South%20Marine%20Plan%20introduces%20a%20strategic,might%20take%20place%20within%20the%20marine%20plan%20area.

Protection Act 1990. The Act defines contaminated land as an area where significant harm is being caused or is likely to take place because of the substances in, on, or under the land, or where the pollution of controlled waters has occurred, or is likely to be caused. All councils throughout the country are legally obliged to produce a strategy for contaminated land and the Contaminated Land Strategy for Portsmouth is published on our website¹⁶⁷.

Development Management Policy PLP37: Contaminated Land



1. Planning permission will only be granted for development on or near contaminated land or where the presence of contamination is reasonably suspected where appropriate and sufficient measures can be taken to remediate and/or satisfactorily mitigate the risk of contamination. Such measures must address the long-term safety of the proposed development, the end users of that development and the natural environment and include the future management of the site.

Supporting Text

- 8.102 The purpose of this policy is to prevent unacceptable risks from contamination in Portsmouth.
- 8.103 To address land contamination in Portsmouth, the applicant should ensure any potential issues are identified and discussed with the Council as early as possible in the development process.
- 8.104 Where contamination is known, or is suspected, and a sensitive land use, such as housing, is proposed planning applications must be supported by sufficient information from a desk study and intrusive investigation to demonstrate that remedial measures are available to make the site safe for the proposed end use.
- 8.105 The Council will support land uses in principle which propose a beneficial use on known or suspected contaminated land, where the site-specific history poses a low risk and/or where effective remediation can be achieved to comply with national policy.
- 8.106 The applicant must consider and address contamination issues positively and proactively to the satisfaction of the Local Planning Authority before gaining planning permission and have an agreed scheme in place before development commences. The investigation of land can be time consuming, and this must be factored into any proposed development, as works cannot progress until this aspect has been agreed in writing with the Council. Commencement without agreed measures in place may void any planning permission granted by the council, rendering any resulting development unlawful.
- 8.107 Development proposals will be expected to seek sustainable solutions to the remediation of contaminated land.

¹⁶⁷ <https://www.portsmouth.gov.uk/services/council-and-democracy/policies-and-strategies/contaminated-land/>

Chapter 9: Greening the City

Introduction

9.1 In December 2021 Portsmouth City Council declared that we are experiencing a nature emergency¹⁶⁸, recognising that:

- Nature is in long term decline and urgent action must be taken to reverse this.
- A thriving natural environment underpins a healthy, prosperous society.
- The nature crisis and the climate emergency are intrinsically linked and that the impacts of the climate crisis drive nature's decline, while restoring nature can help to tackle the climate crisis.

9.2 The Declaration committed to embedding nature's recovery at the heart of all strategic plans, policy areas and decision-making processes including the Local Plan. The Declaration also said the Council should set clear strategic goals for nature recovery by 2030 covering the following areas:

- Committing to protect 30% of land for nature by 2030 in line with national and international commitments to biodiversity.
- Increasing space for wildlife and long-term maintenance and expansion of a Nature Recovery Network.
- Reducing pressure on wildlife.
- Improving doorstep access to nature, particularly for those from disadvantaged backgrounds.
- Supporting communities and businesses to make better decisions and take action to support nature's recovery.

9.3 The Local Plan will sit alongside other City Council strategies and initiatives to set out our approach to meeting the commitments set by the declaration.

Background

9.4 By 2040, the population of Portsmouth is forecast to grow to approximately to 226,000 people. As our City grows and more people move into already crowded spaces, it is important to transform our urban areas into healthy places to live. An increasing body of research tells us that we should be letting nature back in. We have a responsibility as human beings to take care of nature in our cities. In return, the benefits to our health would be huge.

9.5 The most recent State of Nature report¹⁶⁹, published in 2023, suggests there has been a 19% decline in the average abundance of wildlife in the UK since the 1970s. Changes in land use and the distribution of habitat types have caused changes in biodiversity with an overall picture of ongoing species decline.

9.6 The UK's urban areas are where most people make a connection with nature. There is therefore enormous potential for engaging people to act individually in their own gardens or to act together in local green space projects. This is being supported by policy and

¹⁶⁸ <https://democracy.portsmouth.gov.uk/ieListDocuments.aspx?CId=146&MIId=4634&Ver=4>

¹⁶⁹ https://stateofnature.org.uk/wp-content/uploads/2023/09/TP25999-State-of-Nature-main-report_2023_FULL-DOC-v12.pdf

planning regulations to ensure best practice in new developments and management of existing green spaces, as well as through empowering citizens to take individual and collective responsibility for the nature on their doorstep.

The benefits of green spaces in cities

9.7 Planning cities to include green spaces wherever possible is the first step in making our urban areas healthier. For example, creating green roofs has proven to reduce the urban heat island effect. Having soil, plants and greenery on our roofs would both reduce surface temperature and serve as insulation for the structures below, reducing the energy needed to heat and cool the buildings. Green roofs can also help regulate rainwater, trapping it as it falls and filtering out pollutants.

9.8 Trees in our streets also play their part, and a variety of tree species can have a profound effect on our biodiversity. If we give space to natural processes and link up our green spaces, we can create flourishing and wild ecosystems in man-made environments.

9.9 Nature isn't just a great habitat for wildlife but it is good for children to play in. Simply having access to green spaces in cities can do wonders for our stress levels and concentration at work. Something as simple as a five- to ten-minute break during the workday can improve well-being and boost productivity.

9.10 Green spaces are vital for everyone and everyone should feel the benefit. Parks should be easily accessible, democratic spaces, somewhere you can go, and meet people from all walks of life within your and the wider community.

Greening Strategy and Development Plan

9.11 The Greening Strategy and Development Plan¹⁷⁰, adopted in October 2023 has a series of Green Infrastructure Objectives, which set out the Council's ambitions for greening:

- **Create:** Install new multi-functional green infrastructure, prioritising those areas with the poorest access.
- **Improve:** Improve and develop existing green infrastructure to better suit the needs of the population and wildlife.
- **Protect:** prevent removal of or damage to existing green infrastructure during building works
- **Maintain:** Ensure areas are well maintained and that plans are in place for effective funding, governance and stewardship of green infrastructure to enable long term sustainability.
- **Connect:** Improve connectivity of green infrastructure within Portsmouth reducing habitat fragmentation and improving opportunities for active travel.
- **Access:** Promote and provide healthy, accessible facilities across all social group and areas of the City.
- **Active:** Increase use of green infrastructure by developing activity programmes and green social prescribing.

¹⁷⁰ <https://democracy.portsmouth.gov.uk/documents/s47997/Appendix%201%20-%20Greening%20Strategy%20and%20Delivery%20Plan.pdf>

- **Evaluate:** Ensure systems are in place for the evaluation of new green infrastructure projects so that benefits can be measured and informed decisions can be made in future.

Green Infrastructure

Introduction

9.12 Green Infrastructure plays an important role in, mitigating and adapting to climate change, enabling, and supporting healthy lifestyles through outdoor recreation and access and enhancing biodiversity. In recognition of these multiple benefits, the Council expects major development to provide green infrastructure either on-site (integrated within the development and connected to the wider green infrastructure network where possible) or as part of an offsite contribution which connects to the wider green infrastructure network. It should always be provided onsite in the first instance unless it can be shown to not be possible. Development proposals which could adversely impact upon existing green infrastructure assets will only be granted permission where suitable mitigation is satisfactorily agreed and secured. This is to ensure that the local green infrastructure network is continually safeguarded and does not become fragmented. There are many features and components of the green infrastructure network that are also associated with the Local Ecological Network.

9.13 At a national level, Natural England published its Green Infrastructure Framework¹⁷¹ in 2023. The Framework integrates green infrastructure tools, principles, standards and design guidance. The Framework is supported by a Green Infrastructure Mapping Tool, which is part of Defra's Natural Capital Ecosystems Assessment Programme.

9.14 At a sub-regional level, the Partnership for South Hampshire (PfSH) has developed a Green Infrastructure Strategy¹⁷² and associated Implementation Plan. Together they provide an ambitious long-term framework for green infrastructure and set out the green infrastructure strategic projects that will support and enable growth and development within the sub-region, whilst delivering a range of environmental and community benefits. The Strategy identifies a Green Grid across the sub region. In Portsmouth this comprises Portsmouth Harbour SPA / Ramsar, Langstone Harbour SPA / Ramsar, Southsea Seafront as a recreation area, Portsdown Hill as a visitor facility, National Cycle route 2 and the Solent Way, England Coast Path and Shipwrights Way as long distance footpaths.

9.15 At a local level, the Green Infrastructure Background Paper¹⁷³ Identified a wide variety of open spaces in the City that form the foundation of the green infrastructure network. It is clear that there are deficiencies in the quantities of most typologies of this open space, which will increase as the City's population grows. The Background Paper recommends that the Local Plan should address and reduce these deficiencies in order to bring about better access to high quality open space at a proportionate amount for the population of the City now and into the future. The Background paper makes the following recommendations for Green infrastructure in the City:

¹⁷¹ <https://designatedsites.naturalengland.org.uk/GreenInfrastructure/Home.aspx>

¹⁷² push.gov.uk/wp-content/uploads/2018/08/South-Hampshire-GI-Strategy-2017-2034-FINAL.pdf

¹⁷³ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Green-Infrastructure-background-paper-Sep21_compressed.pdf

- Resist the net loss of green infrastructure on development sites in the City.
- Identify a strategic green grid across the city, including existing linear areas of green infrastructure.
- Protect open space through a separate policy.
- All new development is encouraged not just to avoid net loss but strive for net gains in green infrastructure.

9.16 The Background Paper identifies a proposed Green Grid made up of proposed and existing Green Corridors and areas of potential focus for the Urban Greening Factor. The Urban Greening Factor will be City wide standard in line with emerging Natural England Guidance. The Urban Greening Factor is a planning tool to improve the provision of green infrastructure and increase the level of greening in urban environments. It is applied to major developments and sets a target score for the proportion of green infrastructure within a development site for specific land uses. The City Council has an ambition to create a network of green infrastructure as set out in figure 9.1. The plan identifies a series of existing and proposed Green Corridors linking the City's open spaces and Local Green spaces to create a joined up green Infrastructure network, which promotes biodiversity and health in line with the ambitions of the City's Greening Development Plan. The Green Grid also presents opportunities to take advantage of Biodiversity Net Gain in order to strengthen linkages. The Green Grid will need to link with the proposals coming out of the emerging Local Nature Recovery Strategy work being led by Hampshire County Council.

DRAFT

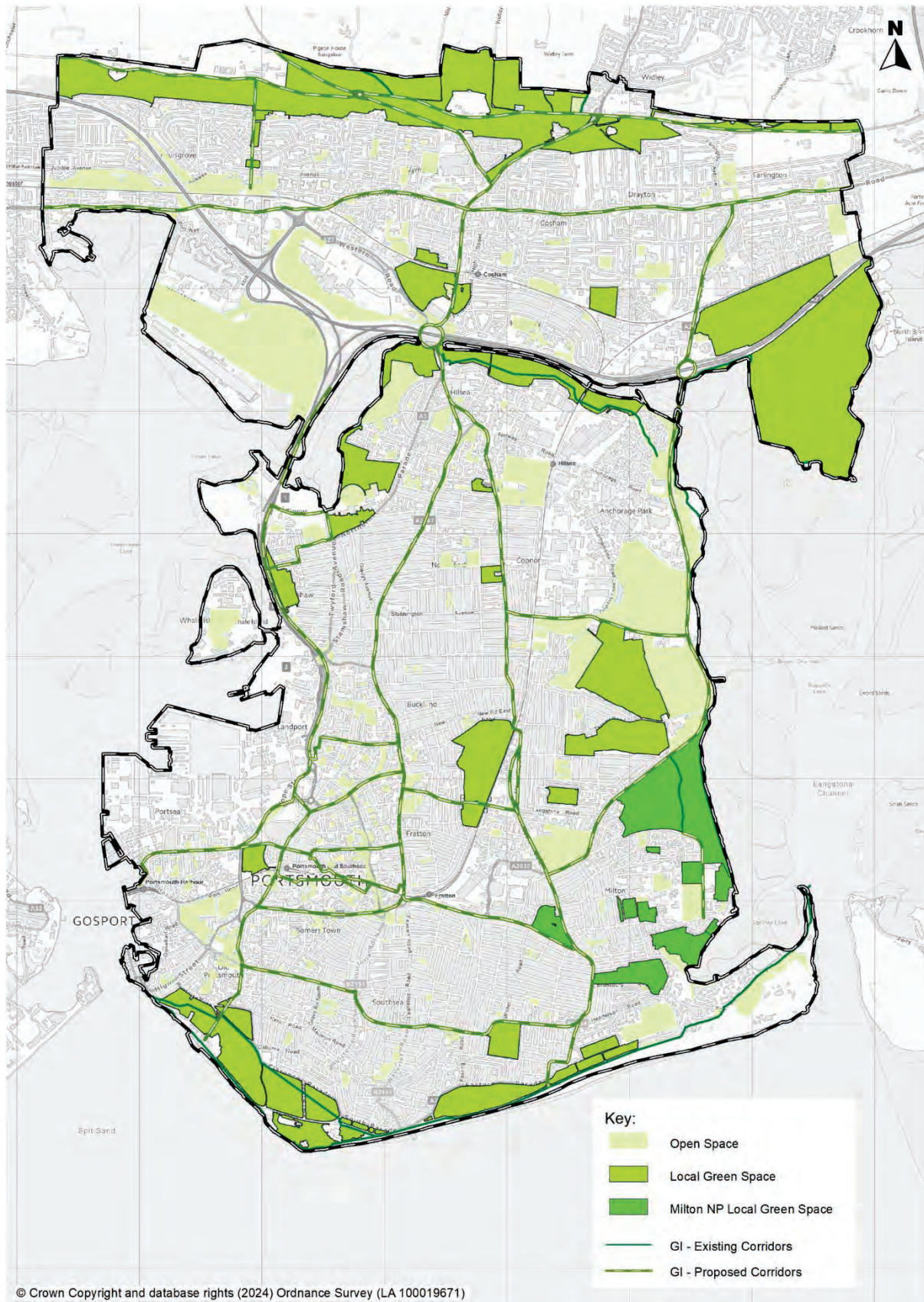


Figure 9.1: The Portsmouth Green Grid including Local Green Spaces and Green Corridors

Strategic Policy PLP38: Green Infrastructure



- 1. Development proposals will be supported provided that they maintain, protect and enhance the function, integrity, quality, connectivity and multi-functionality of the existing green and blue infrastructure network and individual sites.**
- 2. Development will be permitted where it provides or contributes to green infrastructure, in line with the five key standards as set out in the Natural England Green Infrastructure Framework including the 15 GI Principles and emerging Portsmouth City Council Greening Strategies.**
- 3. Development should look to conserve and enhance the Green Grid, as shown in Figure 9.1 and on the Policies Map, and should meet the green infrastructure priorities set out in the Portsmouth City Council Green Infrastructure Background Paper.**
- 4. Development proposals that reduce the quality of the green infrastructure network including the proposed Green Grid, as shown in figure 9.1 and on the Policies Map, will only be permitted where suitable mitigation is identified and secured.**
- 5. Development that directly impacts upon or is adjacent to proposed green infrastructure projects named in the PfSH Green Infrastructure Implementation Plan should not prejudice its future delivery and should where possible provide a physical connection to it.**
- 6. Proposals which impact the Green Grid should take opportunities to raise awareness of nature as part of the design of the scheme.**
- 7. Development that does not provide onsite green infrastructure as set out above will only be permitted where sustainable alternative green infrastructure provision of an equivalent standard is provided in close proximity to the development.**

Supporting text

- 9.17 The purpose of this policy is to take every opportunity to green the City by making green infrastructure in the City bigger, better and more joined up.
- 9.18 Major Development in Portsmouth should be designed and delivered in line with the five key standards for Green Infrastructure as set out in the Natural England Green Infrastructure Framework. These standards are:
- The Urban Nature Recovery Standard
 - Urban Greening Factor
 - Urban Tree Canopy Cover Standard
 - Accessible Greenspace Standards
 - Green Infrastructure Strategy
- 9.19 The City Council is in the process of developing strategies that set out how it intends to meet the five key standards for Green Infrastructure. When these strategies are published development proposals should take their recommendations into account. The Council intends to review its Green Grid through future detailed assessment.

9.20 Proposals should consider the 15 GI Principles as set out by Natural England. Further detailed Guidance on these principles and how they can be implemented in development have been published by Natural England's 'Process Journey for Developers and Design Teams.

9.21 Greening the City is a City-wide requirement for major development and should be evidenced by the use of an Urban Greening Factor. Until such time as the City Council publishes additional guidance, applicants should use Natural England's Urban Greening Factor as set out in its Green Infrastructure Framework using surface cover types and factors¹⁷⁴. The target minimum score for commercial development is 0.3 and 0.4 for residential developments.

9.22 Development proposals which are located close to or on future identified green infrastructure identified in the Green Grid and projects identified within the PfSH Green Infrastructure Implementation Plan¹⁷⁵ should ensure they do not adversely impact on these future ambitions. This includes preventing their future delivery, blocking/fragmenting or destroying the green infrastructure network. Exceptions will only be made where alternative provision which is the same or better quality is secured. Any proposals on protected habitat which also impact the Green Grid, and which require provision of mitigation will also need to meet the tests set out elsewhere in the Local Plan in addition to the requirements of this policy.

9.23 The Green Grid is intended to create green corridors, which provide benefits for both nature and the health and wellbeing of residents. Opportunities should be taken through the provision of signage and other ways which are accessible to the wider community to raise awareness of these benefits.

9.24 The Council will support development proposals which provide green infrastructure on site and which maximise opportunities for connections to the wider green infrastructure network, as identified through the emerging Local Nature Recovery Strategy. The Building with Nature Standards¹⁷⁶ provide further guidance on how greening can be incorporated into schemes.

Biodiversity

Introduction

9.25 The term biodiversity includes all species, communities, habitats and ecosystems. The biodiversity of the City directly provides or underpins many ecosystem services that people depend on for their health and wellbeing. Biodiversity also underpins air quality regulation and positively reduces urban heating.

9.26 The City's location between the Solent, the Harbours and the Chalk Downland combined with the urbanisation of the majority of the City's area has created a diverse mosaic of habitats that supports many rare and important wildlife species. Many of these are recognised through international, national and local nature conservation

¹⁷⁴ [UGF 3.3 User Guide \(naturalengland.org.uk\)](https://www.naturalengland.org.uk)

¹⁷⁵ <https://www.push.gov.uk/wp-content/uploads/2018/08/South-Hampshire-GI-Strategy-2017-2034-FINAL.pdf>

¹⁷⁶ <https://www.buildingwithnature.org.uk/about>

designations. They form essential components of ecological networks, helping species to adapt to the impacts of climate change and other pressures; evidence for this is provided in the Green Infrastructure Background Paper. Designated sites within the City's administrative area are shown on the Policies Map and in figure 9.2.

9.27 Wildlife habitats are subject to a range of pressures, including development and recreation, and are often degraded. A landscape scale approach is needed to conserve, restore and reconnect habitats across South Hampshire. The City Council is working with Hampshire County Council and neighbouring local planning authorities on the production of a Local Nature Recovery Strategy. As well as causing direct loss of wildlife habitats, development can have a wide range of other impacts, for example, housing developments can result in disturbance to wildlife on sensitive sites by dogs and cats as well as increased recreational pressure from the local population; evidence for this is set out in the Solent Waders and Brent Goose Strategy¹⁷⁷ and is dealt with in detail in Policy PLP42.

9.28 Development can have a positive impact on biodiversity and geological features, for example, by restoring an interconnected network of wildlife sites and achieving net gains in biodiversity. Urban habitats such as gardens, parks and buildings can act as stepping stones and wildlife corridors to enable wildlife to move from one place to another.

¹⁷⁷ <https://solentwbgs.wordpress.com/>

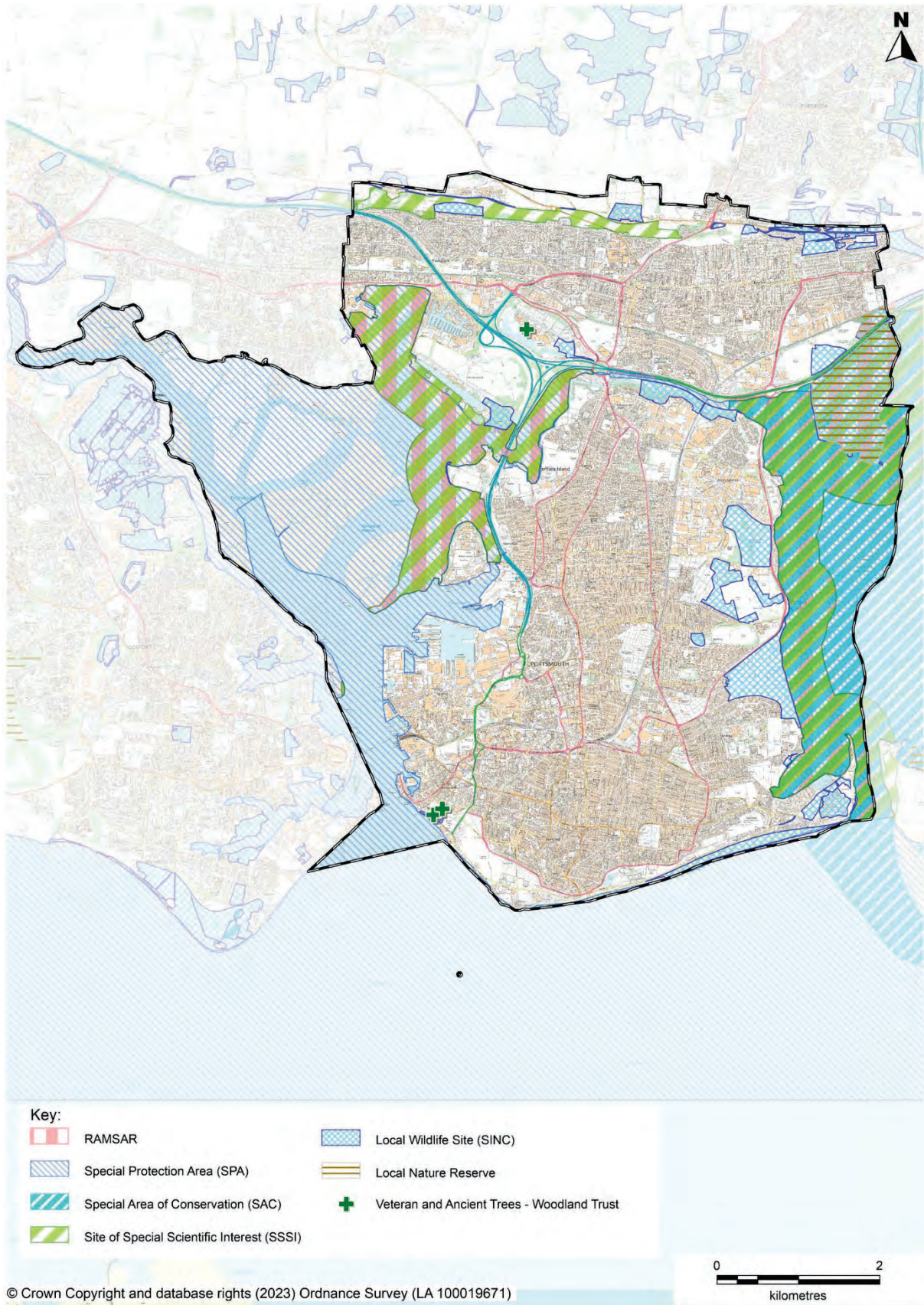


Figure 9.2: Designated nature conservation sites in Portsmouth

9.29 International sites support populations of species that are of particular importance, most notably in the Solent. This comprises the Solent and Southampton Water SPA, Chichester and Langstone Harbours SPA / Ramsar and Portsmouth Harbour SPA / Ramsar sites. Under the Habitats Regulations, the Council as the competent authority is required to demonstrate that proposals for new development avoid or adequately mitigate against impacts on these sites. A Habitat Regulations Assessment has been prepared on an iterative basis for every stage of this Local Plan¹⁷⁸.

9.30 Further detail on the protected wildlife sites found in Portsmouth are set out in the Biodiversity and Portsmouth background paper (2021)¹⁷⁹.

Strategic Policy PLP39: Biodiversity



1. Development proposals will be permitted where they conserve and enhance biodiversity, giving particular regard to ecological networks and areas with high potential for priority habitat restoration or creation. Up-to-date ecological information should be submitted which demonstrates that development proposals:

- a) Retain, protect and enhance features of biodiversity interest (including supporting habitat and commuting routes through the site and taking due account of any use by migratory species) and ensure appropriate and long-term management of those features;
- b) Contribute to the creation of larger improved wildlife habitats through the creation of linkages between sites to create and enhance local and regional ecological networks;
- c) Protect and support recovery of rare, notable and priority species;
- d) Seek to eradicate or control any invasive non-native species present on site;
- e) Contribute to the protection, management and enhancement of biodiversity for example by supporting the delivery of green infrastructure and Biodiversity Action Plan targets and enhance Biodiversity Opportunity Areas; and
- f) Comply with the mitigation hierarchy as set out in national policy.

2. The following hierarchy of site designation will apply in the consideration of development proposals:

- a) Internationally Protected Sites as shown on the Policies Map and figure 9.2: Special Protection Areas (SPA), Special Areas of Conservation (SAC) and Ramsar Sites, or candidate and formally proposed versions of these designations:

¹⁷⁹ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Biodiversity-Background-Paper-Updated-2021_compressed.pdf

- i. **Development proposals with the potential to impact alone or in combination on one or more international sites(s) will be subject to a HRA to determine the potential for likely significant effects. Where likely significant effects may occur, development proposals will be subject to Appropriate Assessment; and**
 - ii. **Development proposals that will result in any adverse effect on the integrity of any international site will be refused unless it can be demonstrated that: there are no alternatives to the proposal; there are imperative reasons of overriding public interest why the proposal should nonetheless proceed; and adequate compensatory provision is secured.**
- b) Nationally Protected Sites as shown on the Policies Map and figure 9.2: Sites of Special Scientific Interest (SSSI) and National Nature Reserves (NNR):**
- i. **Development proposals considered likely to have a significant effect on nationally protected sites will be required to assess the impact by means of an Environmental Impact Assessment; and**
 - ii. **Development proposals should avoid impacts on these nationally protected sites. Development proposals where any adverse effect on the site's notified special interest features is likely and which cannot be either avoided or adequately mitigated will be refused, unless the benefits including socio economic benefits of the development, at this site clearly outweigh the likely impact to the notified features of the site and any broader impacts on the network of nationally protected sites.**
- c) Irreplaceable Habitats (veteran and ancient trees) as shown on the Policies Map and figure 9.2: Development proposals which result in the loss or deterioration of irreplaceable habitats, including ancient and veteran trees will be refused unless there are wholly exceptional reasons and a suitable compensation strategy exists.**
- d) Locally protected sites as shown on as shown on the Policies Map and figure 9.2: Local Wildlife Sites (LWS), including Sites of Importance for Nature Conservation (SINC), Locally Protected Sites (Sites of Nature Conservation Importance (SNCI)) and in addition Local Nature Reserves (LNR):**
- i. **Development proposals considered likely to have a significant effect on local sites will be required to assess the impact by means of an Ecological Impact Assessment; and**
 - ii. **Development proposals that will result in any adverse effect on the integrity of any local site which cannot be either avoided or adequately mitigated will be refused, unless exceptional circumstances outweighing the adverse effects are clearly demonstrated.**
- e) Outside of designated sites:**
- i. **Development proposals should identify and incorporate opportunities to conserve, enhance, restore and recreate priority habitats and ecological**

networks. Development proposals should take opportunities to contribute and deliver on the aims and objectives of the relevant biodiversity strategies including the emerging Local Nature Recovery Strategy where possible;

- ii. Where development adjoins protected sites, buffers should be provided in order to protect and enhance their biodiversity roles; and**
- iii. Opportunities should be taken to create linkages for wildlife between protected sites.**

Supporting text

9.31 The purpose of Policy PLP39 is to set out a positive strategy to ensure the conservation and enhancement of biodiversity across Portsmouth. It also sets out the approach needed for development that impacts the City's hierarchy of designated sites.

9.32 All applications for development must ensure that sufficient and up to date information is provided regarding the wildlife sites or species that may be affected by a proposal prior to determination of the development proposals. For major applications an ecology management plan must be provided, which includes mechanisms for management in the long term.

9.33 Applicants should work with the City Council in the screening and assessment process and provide the necessary information for the Council to make a determination. To avoid any damage to the integrity of these areas and the species they support, mitigation measures or contributions to such measures from new development may be required.

9.34 Details of the hierarchy of sites, habitats and species that have the potential to be impacted by development in the City are set out below.

International Designations

9.35 Portsmouth is home to several Internationally Protected sites namely the coastal SPAs (Portsmouth Harbour SPA, Chichester and Langstone Harbours SPA, Solent and Dorset Coast SPA). These SPA's typically comprise tidal estuaries and / or harbour environments, with extensive mudflats and saltmarshes as well as other associated habitat such as saline lagoons, shingle beaches and more typical terrestrial habitats such as grasslands and woodlands. They are designated for the range of over-wintering Waders and Brent Geese, as well as being protected as a breeding site for protected species notably Terns. The associated Ramsar site designations include the relevant bird populations as well as the wetland habitats present.

9.36 The Solent and Dorset Coast SPA was designated in January 2020. It protects important foraging areas at sea used by common tern, sandwich tern and little tern. This SPA covers a significant area, extending from the Isle of Purbeck in the west to Bognor Regis in the east and following the coastline on either side to the Isle of Wight and into Southampton Water.

9.37 Portsmouth Harbour SPA was registered in 1998. It provides important wintering grounds for migratory waterfowl including Dark Bellied Brent Geese, Red-breasted merganser, Dunlin and Black-tailed godwit.

9.38 Langstone Harbour forms the western portion of the Chichester and Langstone Harbour SPA. The SPA was registered in 1996. Chichester and Langstone Harbour are protected due to the presence of 18 different protected wildfowl including three types of tern (Sandwich, Common and Little Tern) which breed in the Harbour.

9.39 The Solent Maritime SAC is designated for its estuary habitat, spartina cord-grass and Atlantic salt meadows. It is a complex site encompassing a major estuarine system including 16 SSSIs spread across the Solent.

9.40 In addition to their protection as SPA, Portsmouth Harbour and Langstone Harbour are also protected as Ramsar sites. These are wetlands of international importance that have been designated under the criteria of the Ramsar Convention on Wetlands for containing representative, rare or unique wetland types or for their importance in conserving biological diversity

National Designations

9.41 These sites are designated under UK legislation as being of national importance for biodiversity or geodiversity and are afforded statutory protection due to the nationally significant wildlife features that they contain. Portsmouth has three SSSI's (the Portsmouth and Langstone Harbour SSSI's have significant overlap with the SPA's) The three SSSI sites comprise:

- Portsmouth Harbour SSSI: covers the northern extent of the Harbour. The SSSI also includes a small area of terrestrial habitat extending along the southern side of Horsea Island, where chalk spoil was dumped early in the 20th century, supporting a rich chalk grassland flora.
- Langstone Harbour SSSI: covers the majority of the harbour and encompasses the Farlington Marshes Local Nature Reserve (LNR). The area is of interest as it includes one of the largest areas of mixed saltmarsh on the south coast and its extensive cord-grass *Spartina anglica* marsh.
- Portsdown Hill SSSI: a standalone site of national interest, designated for its species-rich chalk grassland formed by its geographical conditions as an isolated east-west chalk anticline with a long south-facing escarpment.

9.42 These sites are protected from any operations likely to cause damage to the designated features. For any development to be permitted that is likely to damage these sites, the developer must demonstrate to the satisfaction of the City Council and Natural England that:

- There are no alternative solutions; and
- The reasons for the development at that site clearly outweigh the nature conservation value of the site and the national policy to safeguard the national network of such sites.

Irreplaceable Habitats

9.43 Development proposals that could impact upon irreplaceable habitats including veteran trees, should note that the significance of irreplaceable habitats may be derived from habitat age, uniqueness, species diversity and/or the impossibilities of re-creation. Further criteria relating to veteran trees is found in Policy PLP41: Trees & Hedgerows. A

map of the Ancient and Veterans trees nationwide including those in Portsmouth is maintained by the Woodland Trust¹⁸⁰.

Local Designations

9.44 Locally designated wildlife sites are valuable as a node or link in the local habitat network. These sites can provide valuable stepping stones as part of a wider green infrastructure network. On-going surveys can reveal new areas that warrant such protection. As of October 2023 there are 28 identified SINC in Portsmouth and two distinct Road Verges of Ecological Importance (RVEI). Portsmouth's Local Nature Reserve(s) are also designated as SINC. A list of the sites and their features of value is set out in the Biodiversity Background Paper¹⁸¹.

Outside of Designated sites

9.45 In addition to the range of nature conservation designations outlined above, there are other areas in the City which are not subject to statutory nature conservation designation or legal protection, but which form an important element of the collective nature conservation resource. These include priority habitats and non-statutory designations such as Biodiversity Opportunity Areas. There are three Biodiversity Opportunity Areas covering Portsmouth namely Portsdown Hill, part of South Hampshire lowland and Heath (BOA11), Chichester/ Langstone Harbours & Hayling Island (BOA 18) and Portsmouth Harbour (BOA 19).

9.46 The Habitats Directive highlights the need for effective management of linear or continuous features essential for species migration, dispersal and genetic exchange. Such features, like rivers, mature trees and hedgerows, extend across designated and non-designated areas. These features, in particular, will provide the building blocks for achieving the Government's objective to restore and connect wildlife habitats and contribute towards a net gain for biodiversity. They are also important in providing corridors or stepping stones for species and to allow species to adapt to climate change. The maintenance and enhancement of these networks will be encouraged. These undesignated biodiversity assets are important components of the City's green infrastructure.

9.47 Protection of UK Biodiversity Action Plan priority habitats is set out in the Biodiversity 2020 Strategy and under Section 41 of the Natural Environment & Rural Communities Act. The most common priority habitats in the City include lowland calcareous grassland, Coastal Flood Plane and Grazing Marsh, Coastal Saltmarsh and Intertidal Mudflats. The full details of the priority habitats are set out in the Biodiversity Background paper which supports the Local Plan. Further habitat creation opportunities are highlighted in the Partnership for South Hampshire (PfSH) Strategic Green and Blue Infrastructure Opportunities Study¹⁸².

¹⁸⁰ <https://ati.woodlandtrust.org.uk/tree-search/?v=2345647&ml=map&z=14&nwLat=50.84883559247683&nwLng=-1.1395425979836915&seLat=50.82829275855643&seLng=-1.035773295>

¹⁸¹ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Biodiversity-Background-Paper-Updated-2021_compressed.pdf

¹⁸² <https://www.push.gov.uk/wp-content/uploads/2023/10/Strategic-Green-and-Blue-Infrastructure-Opportunities-in-South-Hampshire-Part-2-Sept-2023.pdf>

9.48 Hampshire County Council undertakes much of the habitat work of the behalf of the City Council. The full up to date records of habitats, species and designated sites for the City is held by the Hampshire Biodiversity Information Centre.¹⁸³

9.49 Many of the City's protected habitats are in close proximity to the existing built-up area. Schemes which border these protected sites should wherever possible take opportunities to provide buffering taking account of the specific needs of the species and habitats on the protected sites. The City's protected habitats are often fragmented. Development schemes should, if possible, take opportunities to create linkages between protected sites in order to improve the overall value of the habitats for wildlife.

Biodiversity Net Gain

Introduction

9.50 Biodiversity net gain (BNG) is a way to contribute to the recovery of nature while developing land. It is making sure the habitat for wildlife is in a measurably better state than it was before development. Figure 9.3 illustrates the process.

9.51 The Environment Act 2021 made BNG mandatory on large sites from February 2024 and on small sites from April 2024. The City Council is looking to secure 10% BNG in development across the City as a whole. The City Council is keen to secure BNG within the City onsite as a priority and if not then in close proximity in order to provide a direct benefit for the City's residents.

¹⁸³

<https://www.hants.gov.uk/landplanningandenvironment/environment/biodiversity/informationcentre/information>

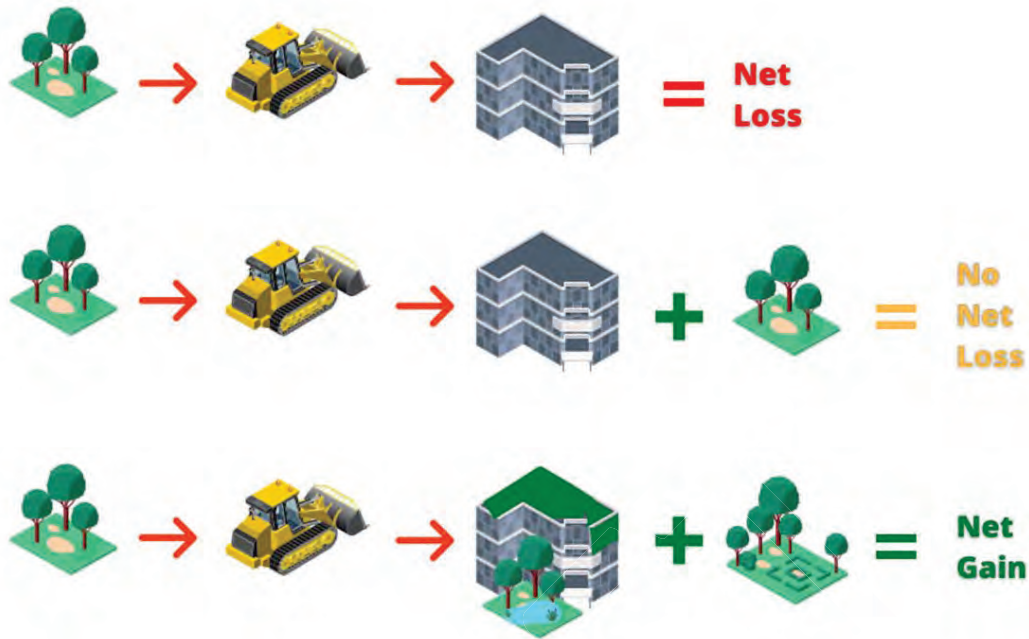


Figure 9.3: Principle of Biodiversity Net Gain

9.52 The Partnership for South Hampshire Strategic Environmental Planning Officer (PfSH SEPO) has commissioned a piece of pilot work on the behalf of the PfSH authorities to consider how to meet the BNG needs of PfSH members and aid in managing BNG on development proposals. Many of these will require offsite BNG delivery to meet the mandatory minimum 10% net gain required by the Environment Act. PfSH members own a considerable number of open spaces and green spaces, which could provide offsite BNG for developments. The initial results of the PfSH trial has shown that approximately 50% of the Cities sites assessed in the trial have some potential for BNG delivery, with a further 20% having significant potential for BNG delivery. In addition the City Council is undertaking work to ascertain the potential for further BNG on land it owns both within Portsmouth and the adjoining Districts and Boroughs.

9.53 BNG will be a key tool in the promotion of biodiversity in the City. It will contribute towards wider goals for wildlife in the City, linking closely with the emerging Local Nature Recovery Strategy work being led by Hampshire County Council. The City Council is looking into the provision of offsite BNG sites in the City. These sites would also contribute to the wider goals around provision of nature conservation and recreation opportunity in the City and surrounding area.

Development Management Policy PLP40: Biodiversity Net Gain



1. Development proposals (except exempt development) will be permitted where they:

- a) **Demonstrate at least a 10% net gain for biodiversity, accounted for in a biodiversity net gain plan.**
- b) **Development proposals should prioritise on site Biodiversity Net Gain and only use offsite banks and credits where this is not achievable.**

- c) Development proposals within the strategic sites of Portsmouth City Centre and Lakeside and the allocation site of Somers Orchard will be permitted where they demonstrate a 20% net gain for biodiversity accounted for in a biodiversity net gain plan.**

Supporting text

9.54 The purpose of the policy is to ensure that development proposals deliver measurable improvements in biodiversity. The delivery of a minimum of 10% BNG became a national target¹⁸⁴ from February 2024. The City Council is looking to improve on this position by introducing a 20% target on a number allocated three strategic sites / allocations owned by the City Council including Lakeside (PLP5), Somers Orchard (PLP15) and City Centre North (part of PLP6). These targets represent a minimum and many schemes will deliver considerably more uplift than this.

9.55 Proposals should prioritise the provision of onsite Biodiversity Net Gain followed by nearby offsite provision and lastly if this is not achievable by credit provision. The City Council is keen to provide BNG on site as a priority to provide benefits to local residents. Off-site provision should follow this order: close proximity to site the; then within the City of Portsmouth; then within the eastern portion of the South Hampshire sub region.

Trees

Introduction

9.56 The Green Infrastructure Background Paper explains the multiple benefits of trees in the City. Tree coverage is an effective means of shading and therefore cooling the urban environment during warm, sunny summer days, whilst further contributing to urban cooling through increasing rates of evapotranspiration. During times of heavy rain, a well-established tree canopy can act to intercept and slowdown rainfall easing pressure on sewerage systems and helping to mitigate flash flooding. Further benefits from trees are associated with supporting local biodiversity, removing harmful pollutants from the air and generally improving the aesthetic quality of the streetscape. Trees form a vital part of the urban ecosystem contributing to many of the wider objectives set out in this chapter including the Green grid and the delivery of BNG.

9.57 The Council has previously undertaken an in-depth study of tree coverage across Portsmouth using data sourced from aerial imagery. This research is presented in a separate paper An assessment of Tree Cover in Portsmouth¹⁸⁵. Headline findings from that study reveal that there are approximately 86,500 trees in total within the City's administrative boundaries. The area of the City with tree canopy cover equates to 9.8% of the land, which is a lower proportion of canopy cover than other comparative cities such as Southampton, Plymouth and London. The study also found that the density of trees per hectare varied considerably with wards on the mainland benefitting from highest numbers of trees, whilst those on Portsea Island, particularly to the south, had the least trees. This trend was also reflected in the ratio of trees to heads of the population, with Drayton and Farlington wards to the north having the highest ratio at about one tree per head of the ward population, and central Southsea ward in the south the poorest ratio at one tree to ten heads of the population.

¹⁸⁴ [Understanding biodiversity net gain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/understanding-biodiversity-net-gain)

¹⁸⁵ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-an-assessment-of-tree-cover-in-portsmouth.pdf>

9.58 In addition the City Council has a Tree Charter¹⁸⁶ which commits to planting 30,000 new trees. The charter sets out that the City Council will improve the quality, quantity and variety of the City's tree stock by implementing a long-term management plan. This management plan will, wherever practicable, ensure a commitment to the residents and visitors of Portsmouth to enhance the City's trees.

9.59 Many trees in the City are protected by Tree Preservation Orders (TPO). Where a tree is protected by a TPO anyone intending to carry out works to cut down, top, lop or uproot trees must first apply to the Local Planning Authority for its consent. Where an exception applies the Council's consent to carry out works is not needed but notice of those works may need to be given to the Council. Full details of the requirements that need to be met when undertaking work to a TPO tree are set out in full on the Council's web page¹⁸⁷ and in the Planning Practice Guidance¹⁸⁸. There are further exceptions relating to trees growing in a conservation area that are not subject to an Order.

9.60 The Natural England Green Infrastructure Framework includes an Urban Tree Canopy Cover Standard, which promotes an increase in tree canopy cover in urban environments. Trees are vital for capturing carbon and can mitigate flood risk as they absorb excess water during flooding incidents. The standard sets out that major residential and commercial development should be designed to meet locally agreed targets.

Development Management Policy PLP41: Trees & Hedgerows



1. Planning permission for development will be granted where:

- a) **Proposals can demonstrate how they have been informed and influenced by the presence of trees on the site, and with particular regard to any Tree Preservation Order designations;**
- b) **It can be demonstrated satisfactorily that the need for and benefits of the development clearly outweigh any loss or deterioration of woodlands, hedgerows or trees of high amenity value; and**
- c) **Tree canopy cover is increased in line with the Natural England Green Infrastructure Urban Tree Canopy Cover Standard as follows:**
 - i. **Tree canopy cover of at least 15% is provided on new major development;**
 - ii. **Replace lost trees at a ratio of 1:1.**

¹⁸⁶ <https://www.portsmouth.gov.uk/services/leisure/wildlife-and-conservation/portsmouth-tree-charter/>

¹⁸⁷ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-applications/tree-works-and-tree-preservation-orders/>

¹⁸⁸ <https://www.gov.uk/guidance/tree-preservation-orders-and-trees-in-conservation-areas>

2. Development proposals resulting in the loss or deterioration of aged or veteran trees, or impacting on their immediate surroundings, will be refused unless there are wholly exceptional reasons, as defined by national policy, and a suitable compensation strategy has been agreed in writing with the Council.

Supporting text

9.61 The purpose of this policy is to protect existing trees and enhance the overall level of tree cover in the City.

9.62 New and existing trees should be incorporated into new developments and development that incorporates new trees should ensure new streets should be tree lined.

9.63 If removal of any trees or hedgerows is necessary, an appropriate replacement of at least equal value will need to be provided on-site, unless it is demonstrated to be impractical to do so. Where on-site planting is not possible, the provision off-site compensation should be considered where possible to negate losses in canopy cover in the local area.

9.64 Natural England has developed an Urban Tree Canopy Cover Standard as one of its five key standards for Green Infrastructure, as set out in the Natural England Green Infrastructure Framework. Tree cover in the City's wards ranges from 5% to 14%, this covers all trees, including those on open spaces. The Council is looking to secure 15% tree canopy cover on major development, in line with guidance produced through the South Coast Tree Standards. This is intended to contribute towards the ambition to double tree cover in the city over the next 25 years. In addition all development should look to provide an increase in the levels of tree cover on site.

9.65 Works to aged and veteran trees should be determined in line with Standing advice from Natural England and the Forestry Commission ¹⁸⁹. This advice states that development that will result in the loss or deterioration of ancient woodland, ancient trees and veteran trees should be refused planning permission unless both of the following applies: there are wholly exceptional reasons and a suitable compensation strategy in place.

Solent Waders and Brent Geese Sites

Introduction

9.66 The Solent Waders and Brent Goose Strategy (2020) (SWBGS)¹⁹⁰ relates to internationally important brent goose and wading bird populations within and around the SPA and Ramsar wetlands of the Solent Coast. The underlying principle of the Strategy is to wherever possible conserve extant sites, and to create new sites, enhancing the quality and extent of the feeding and roosting resource. The Strategy is also concerned with the functionally linked land, those areas that falls outside the sites designated for

¹⁸⁹ <https://www.gov.uk/guidance/ancient-woodland-ancient-trees-and-veteran-trees-advice-for-making-planning-decisions#:~:text=Ancient%20and%20veteran%20trees%20can,They%20are%20also%20irreplaceable%20habitats.>

¹⁹⁰ <https://solentwbgs.wordpress.com/page-2/>

Waders and Brent Geese (SPA's) the functionally linked land is identified in supporting mapping for the Strategy¹⁹¹. The primary aims of the Strategy are as follows:

- to identify the network of core areas that are regularly used and are of fundamental importance to over-wintering waterfowl across the Solent;
- to maintain a network of sites through better management and protection from development and recreational pressure, and to ensure that they will be resilient to the pressures of climate change and predicted sea level rise in the future;
- to provide a strategy that will ensure that the network of important sites is protected, whilst reducing the current uncertainty over site use, in order to better inform key coastal stakeholders.

9.67 Whilst there are statutory mechanisms in place to designate areas of special protection for important habitats and species, there is a mismatch between such sites and the needs of the particular species or habitats of interest. Brent geese and wading birds are species of international importance generally protected under European legislation and specially protected within the Special Protection Areas (SPAs). However, birds are mobile, and they are also dependent on sites outside of formal designations and rely on the availability of a network of feeding and roosting resources.

9.68 The SWBGS provides information on the location of sites currently used by these birds, sites that are vulnerable to loss and sites that have potential for future use by waders and/or Brent Geese. The SWBGS classifies into categories the sites that act as supporting habitat to the SPAs based upon their comparative importance for the protected birds. The SWBGS is currently concerned with overwintering birds. However, PFSH have funded a study to understand the impacts of recreational pressure on summer/breeding SPA birds. The results of this are expected to be available in early 2024 at which point PFSH may consider expanding the remit of Bird Aware to cover these too.

9.69 The Solent area is heavily populated, and it is estimated that over 1.4 million people live within a ten minute drive of a car park on the Solent shoreline. Substantial additional housing is planned and much of this will be within a short distance of the coast. Based on studies elsewhere in the country, it is considered that new development would have an impact if it was built within a zone of 5.6km from the SPAs. This zone would include the whole of Portsmouth.

Strategic Policy PLP42: Solent Waders and Brent Geese Sites



1. Functionally linked sites which are used by Solent Waders and/or Brent Geese, as shown on the Solent Waders and Brent Goose mapping, will be protected from adverse impacts commensurate to their status in the hierarchy of the Solent Wader and Brent Geese Network as outlined in the Solent Waders and Brent Goose Strategy.

¹⁹¹

<https://hiwwt.maps.arcgis.com/apps/instant/minimalist/index.html?appid=f4bbd6fe517647cba8bf0f3b8cfb7c1b>

2. Proposals that impact the functionally linked sites will need to provide mitigation as set out in the Solent Waders and Brent Goose Strategy (Guidance on Mitigation and Off- setting Requirements) document, and future updated guidance.

9.70 The purpose of the policy is to protect SPA supporting habitat used by protected Geese and Waders and ensure that where development does impact these sites the appropriate mitigation measures are provided.

9.71 The SWBGS identifies a network of supporting habitat¹⁹² used by the Brent Geese and Waders as follows:

- Core Areas: sites that have either; a network value; and/or the max score of 7 in the 3 metrics: GB Importance, SPA Importance and SPA Assemblage; and/or a max count of bird use of 1000 or more.
- Primary Support Areas: sites that have a score 3-6 in the 3 metrics: GB Importance, SPA Importance and SPA Assemblage; and/or sites that score 1 in the wader metric: Species Incidence.
- Secondary Support Areas: sites that have a score of 1-2 in the 4 metrics: GB Importance, SPA Importance, SPA Assemblage and Local Value.
- Low Use Sites: have records of birds but in low numbers (score 0).
- Candidate Sites: have records of high numbers of birds (max count equal to or greater than 100) and/or a total score equal to or greater than 1 in the 3 metrics: GB Importance, SPA Importance and SPA Assemblage but have less than 3 records in total.

9.72 The Solent Waders and Brent Goose Network is regularly monitored and new evidence is continually submitted by surveyors, which provides the knowledge base and evidence to support the Strategy. Continual review is necessary to ensure the strategy is up-to-date. This can result in changes to the classification of sites. In order to check the latest classification of a site, reference should be made to the SWBGS online mapping.

9.73 The Solent Waders and Brent Goose Strategy - Guidance on Mitigation and Offsetting Requirements¹⁹³ document sets out the mitigation requirements dependent upon site type. The guide includes details on how to provide mitigation, including habitat type, disturbance, area of habitat, timing and availability of habitat and geographic location.

9.74 The level of mitigation and off-setting required is dependent on the importance of the site within the ecological network and how these non-designated sites support the wider designated Solent SPA network.

9.75 An indication of the anticipated costs of mitigation are also included, including worked examples.

¹⁹²<https://hiwwt.maps.arcgis.com/apps/instant/minimalist/index.html?appid=f4bbd6fe517647cba8bf0f3b8cfb7c1b>

¹⁹³ <https://solentwbgs.files.wordpress.com/2021/03/swbgs-mitigation-guidance-oct-2018.pdf>

Recreational Disturbance on International Nature designations

Introduction

- 9.76 In addition to the mitigation requirements from schemes where there is a direct impact upon the habitat used by the Brent Geese and Waders as set out in Policy PLP42 there is also a need to offset the impact of recreational disturbance from new development. Bird Aware Solent¹⁹⁴ was set up in order to lessen potential recreational impacts from increased local housing development. The initiative is run by the Solent Recreation Mitigation Partnership, which is made up of 19 organisations and funded by contributions from all new residential dwellings within 5.6km of the SPAs. The current mitigation Strategy has an end date of 31st March 2034 which is six years before the end date of this Local Plan. It is intended that the Strategy is updated well in advance of its end date to inform future Local Plan updates.
- 9.77 Tens of thousands of birds come to the Solent coast for the winter and three Special Protection Areas (SPAs) have been designated for them. New housing around the Solent will lead to more people visiting the coast for leisure, with the potential to cause more disturbance to the birds. Research done by Bird Aware showed that additional disturbance will affect the birds' survival unless mitigation measures were put in place.
- 9.78 The planned mitigation measures are set out in the Solent Recreation Mitigation Strategy, which was endorsed by PFSH with the latest update published in 2020.
- 9.79 The main measures being implanted through the Strategy are a team of rangers to work with coastal visitors and communities to educate them about the birds and the adverse impact of recreational disturbance on them. Additional work is taking place to encourage responsible dog walking and visits to less sensitive parts of the coast. This work is particularly important as research shows that around 40% of bird disturbance occurs as a result of interactions with dogs.
- 9.80 PFSH provides governance to the Bird Aware Partnership, who mitigate recreational disturbance to SPA overwintering birds from additional pressures resulting from new house building. PFSH have funded a study to understand the impacts of recreational pressure on summer/breeding SPA birds, the results of this are expected to be available in early 2024, at which point PFSH may consider expanding the remit of Bird Aware to cover these too.



Strategic Policy PLP43: Recreational Disturbance on International Nature Designations

- 1. Planning permission for proposals resulting in a net increase in residential units will be permitted where a financial contribution is made towards the Solent Recreation Mitigation Strategy.**
- 2. In the absence of a financial contribution towards the Solent Recreation Mitigation Strategy, proposals will need to avoid or mitigate any in combination negative**

¹⁹⁴ <https://birdaware.org/solent/>

effects from recreation through a developer-provided package of measures for the lifetime of the development.

3. Development should avoid noise disturbance impacts on birds at the SPA sites and/or at identified terrestrial SPA supporting habitat sites though the overwintering period.

Supporting text

9.81 The purpose of the policy is to mitigate the impact of residential development and thus prevent additional recreational disturbance on protected Brent Geese and Waders.

9.82 The strategic measures set out in the Solent Recreation Mitigation Strategy require a financial contribution to be made for each residential dwelling built within 5.6km of the boundary of the Solent to mitigate the in-combination impacts of all new development on the SPA. This 5.6km buffer encompasses the whole of Portsmouth City and is the identified zone of influence for recreational disturbance on the Solent SPAs. This financial contribution covers the quantum of mitigation needed for the development to avoid having an adverse effect on the surrounding SPAs. However, some proposals by nature of their size and/or proximity to the coast may need to provide bespoke mitigation measures in addition to making the financial contribution in order to ensure effective avoidance/mitigation of impacts on the Solent SPAs. As a result, these types of development may require additional site-specific mitigation and will be determined on a case by case basis.

9.83 It is expected that the majority of schemes will mitigate their effects by payment of a contribution. The scale of the financial contribution is based on the number of net additional dwellings, and the number of bedrooms per dwelling. These figures will be updated on 01 April each year in line with the Retail Price Index. Further information on the Strategy and the contributions required can be found on the Council's or Bird Aware Solent website.

9.84 Development proposals which choose not to pay the financial contribution in accordance with the SRMS will have to demonstrate that an alternative package of mitigation measures would satisfactorily mitigate the adverse effects from recreational disturbance on the Solent SPAs. This should be carried out in consultation with Natural England

9.85 For the purposes of the SRMS a 'dwelling' includes net new dwellings created through the sub-division of existing dwellings, second homes, dwellings to be used as holiday accommodation, self-contained student accommodation and new dwellings created as a result of approval granted under the permitted development rights, for example change of use from office to residential. It includes permanent accommodation for gypsies and travellers; temporary/transit pitches will be assessed on a case-by-case basis by the local planning authority in consultation with Natural England.

9.86 If the housing scheme would have required a legal agreement for affordable housing or another matter then the provision of mitigation will be included in that. For all other schemes, applicants have the option of securing the mitigation package through either a

direct payment secured through a Section 111 Agreement or a Unilateral Undertaking; a copy of the s111 agreement is available on the Council's web page¹⁹⁵.

9.87 In order to avoid noise disturbance to birds at the SPA sites and at identified terrestrial SPA supporting habitat sites, percussive piling or works with heavy machinery (defined as plant resulting in a noise level in excess of 69dbAmax measured at the sensitive receptor) should be avoided during the bird overwintering period namely October to March inclusive. Where disturbance may occur as a result of construction activities, an assessment of impacts must be undertaken and mitigation measures outlined.

Nutrient Neutrality

Introduction

9.88 High levels of nitrogen draining from the Solent catchment area have caused excessive growth of green algae in a process called eutrophication. This is having a recognised, detrimental impact upon the region's internationally protected habitats.

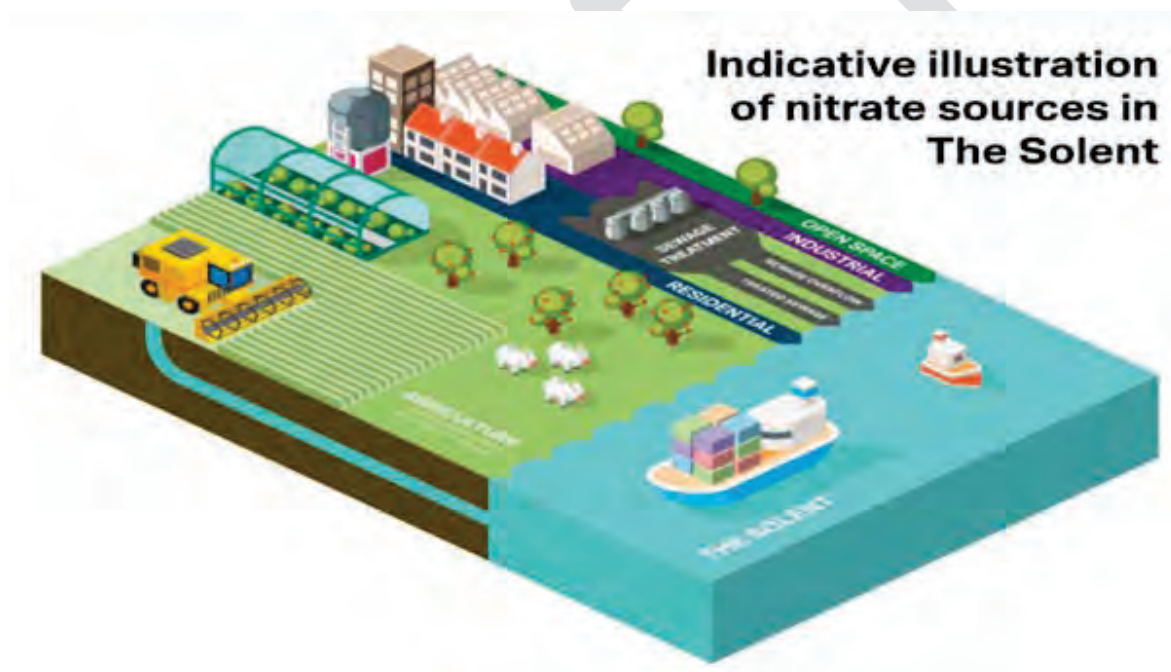


Figure 9.4: Nitrate sources in the Solent

9.89 Following changes in European Case law, Natural England advised Local Planning Authorities that all new development involving, or generating additional, overnight stays should be 'nutrient neutral', as one means of ensuring that development does not add to the existing nutrient burdens. Impacts from additional wastewater generated by new development on water quality must be appropriately addressed in order for the Appropriate Assessments of proposals to conclude that there are no adverse effects on habitat sites and for the Council's decisions to be legally compliant.

9.90 Mitigation measures to become 'nutrient neutral' are therefore required for additional dwellings (including the intensification of dwellings), tourism related development and

¹⁹⁵<https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/nitrate-mitigation-strategy/>

any other development likely to generate an overnight stay, due to the additional wastewater generated.

- 9.91 There is evidence that the principal nutrient that tends to drive eutrophication in the marine environment is nitrogen, as supported by modelling and research undertaken by the Environment Agency within the Solent estuaries. The best available evidence therefore indicates that the focus within the Solent catchment should be on nitrogen reduction. While the nitrogen inputs (oxidised as nitrates) are largely from agricultural sources, the (relatively minor) contribution from nitrates in permitted releases from Wastewater Treatments Works may be having a cumulative impact on protected habitats in combination with other sources of nitrates.
- 9.92 Natural England advise that the uncertainties regarding the impact of new development on designated sites must be recognised for all proposals that are subject to new planning permissions and have inevitable wastewater implications from additional overnight stays. Any increase is deemed significant, however small, due to the in-combination impacts. Natural England's stance is that the achievement of nutrient neutrality, with a calculated nutrient budget, if scientifically and practically effective, is a means of ensuring that development does not add to existing nutrient burdens and would enable Appropriate Assessments to conclude no adverse effects on international sites.
- 9.93 Portsmouth City Council approved the first version of its Interim Nutrient Neutral Mitigation Strategy for New Dwellings¹⁹⁶ to address the need for mitigation in 2019. The Strategy to date focused on the use of mitigation credits largely accumulated from water efficiency upgrades to the Council's housing stock to ensure there is no net increase in nitrogen output from the City. This 'business as usual' generated source of mitigation was only envisioned as able to provide 'credit' for a limited time (potentially 2-3 years). It has been subject to monitoring of both the water efficiency upgrade works and demand for/ uptake of the accumulated 'credit bank' by the development industry.
- 9.94 The Hampshire and Isle of Wight Wildlife Trust has developed a nature-based solution to provide nitrogen mitigation. The scheme works by acquiring intensively managed farmland that currently release high levels of nutrients (nitrogen) into the Solent and changing the way it is managed so that it is grazed less intensively or left to rewild to produce a much lower nitrogen output. The difference in nitrogen output can then be used to offset the impact of new development.
- 9.95 The PfSH Strategic Environmental Planning Officer (SEPO) team works with landowners on the behalf of the PfSH authorities to deliver an ongoing supply of sites to provide nutrient offsetting. Since the update to the Nutrient Neutrality Guidance in March 2023, the PfSH SEPO team have been looking for solutions in response to the demand for phosphate credits. The team is currently helping to bring forward three projects in Winchester District, the South Downs National Park and Eastleigh. In addition to these existing projects the SEPO team is developing a pipeline of future projects including the consideration of strategic PfSH level offset schemes.
- 9.96 It should be noted that nutrient budgets have been done for all sites allocated in this plan. The Council maintains a credit bank, which is currently made up of credits from water efficiency measures in City Council housing stock as well as credits from the

¹⁹⁶ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Interim-Nutrient-Neutral-Mitigation-Strategy.pdf>

Hampshire and Isle of Wight Wildlife trust site at Nunwell on the Isle of Wight. The nutrient budget demonstrates that the city has a minimum of 5.5 years of nutrient credit supply.

9.97 On the 19th of December 2023 Central Government wrote to Local Authorities stating that: To stop pollution at source, the Levelling-up and Regeneration Act 2023 creates a new duty on water companies to upgrade wastewater treatment works (WwTW) by 1 April 2030, in catchments of Habitats Sites identified by the Secretary of State as being in an unfavourable condition due to nutrient pollution. This duty will be in effect from 26 January 2024 and the government will publish designated catchments and specific wastewater treatment works to be upgraded. The Act also requires planning decision-makers to consider these upgrades as certain for the purposes of an assessment under the Habitats Regulations. This is alongside funding for a £30 million Nutrient Mitigation Scheme in line with the Environment Secretary's direction of 28 July 2022. The Solent Catchment has secured a total of £9.6 million of this funding.



Strategic Policy PLP44: Nutrient Neutrality in International Nature Designations

1. Development proposals (except exempt development) will be permitted where they demonstrate through a nutrient budget that they secure Nutrient Neutrality through either offsetting, provision of direct and indirect mitigation measures, purchase of mitigation credits or a mixture of these.

Supporting Text

9.98 The purpose of the policy is to ensure that development proposals achieve nutrient neutrality to avoid having a detrimental impact on the recognised features of the internationally important habitats.

9.99 Mitigation is required for development which results in a net increase in population or draws additional visitors from beyond the catchment, due to the inevitable additional wastewater implications. This applies to planning applications, permissions in principle and prior approvals for the following:

- New dwellings and residential accommodation including changes of use
- Homes in Multiple Occupation enlargements (Class C4 Use to Sui Generis Use)
- Student accommodation
- Dwellings to be used as holiday accommodation including caravans
- Hotels
- Tourism attractions

9.100 Early discussion with the Council on the need for mitigation, determining the impact of the proposal and potential mitigation options is strongly encouraged.

9.101 The following approaches are currently considered to be acceptable, in principle, as means of achieving or contributing to nutrient neutrality:

- Mitigation Option 1: Offsetting against the existing lawful land use on an application site, extant permissions or other land controlled by the applicant; and/ or

- Mitigation Option 2: bespoke direct and in-direct mitigation measures, agreed in discussion with the Council and Natural England, for example, Sustainable Urban Drainage Systems (SUDS), interception or wetland creation; and/ or
- Mitigation Route 3: Purchasing of mitigation credits from recognised source of nitrogen mitigation: Purchase of mitigation credits from the Council or other landowner/ recognised source of mitigation credit, secured in perpetuity.

9.102 A mix of options can be applied. The purchase of the Council's mitigation credit (Option 3b) will be available to minor development proposals (9 units and below) and Portsmouth City Council development as appropriate. All mitigation proposals would be considered on a case by case basis and in consultation with Natural England.

9.103 Planning permission will not be granted until appropriate mitigation has been secured through a legal agreement. All proposals will be subject to standard conditions and require high level of water efficiency (an expected 110 litres per person per day as set out in Policy PLP33 on Sustainable Construction and Onsite Renewable Energy).

9.104 Agreed mitigation measures would need to be delivered prior to first occupation, which is when the 'harm' from additional wastewater would occur. A phasing of delivery and mitigation is possible for larger developments. Full details of offsetting options can be found in the Updated Interim Nutrient Neutral Mitigation Strategy for New Dwellings.

Open Space

Introduction

9.105 Portsmouth is one of the most densely populated local authorities in the whole of the UK. Overall there is a current provision of 555 hectares of open space in the City, the equivalent of 1 hectare per 375 people. The City Council's Open Spaces Study¹⁹⁷ and Addendum¹⁹⁸ show that there is currently an undersupply of open space in the City. Without the provision of new and improved open space in the City the undersupply is expected to worsen as the City's population grows. This policy therefore looks to encourage the provision of new and improved open space.

9.106 Access to high quality open spaces and opportunities for sport and recreation makes an important contribution to the health and well-being of communities. These spaces are also valuable areas for wildlife and biodiversity and make an important contribution to the City's adaptation and resilience to climate change. The NPPF provides protection for open space, sports and recreational buildings and land, including playing fields, which should not be developed unless very specific circumstances arise. It is in the interest of the City's residents to retain existing areas of open space whilst providing new areas as part of new development and addressing identified deficiencies to ensure the City retains a high-quality environment in which to live.

¹⁹⁷ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-open-spaces-assessment.pdf> <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-open-spaces-assessment.pdf>

¹⁹⁸ <https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Addendum-to-2018-Open-Spaces-Study-2021-compressed.pdf>

9.107 The Council's Open Spaces Study (2018) reviewed the quality and quantity of open space across the City and provides a supplementary piece of analysis to help inform open space needs. In particular it focussed on trying to identify need and deficiencies in types of open space across the Local Plan period. The types of open spaces assessed were:

- Facilities for Children and Young People.
- Amenity Greenspace.
- Public Parks and Gardens.
- Natural and Semi-Natural Greenspace.
- Allotments.
- Cemeteries and Churchyards.
- Outdoor Sports Facilities.

9.108 The Council's Open Spaces Study Addendum (2020) revisited the assumptions in the 2018 study and looked at the needs for open space in the City against the Fields in Trust standards. The open space requirements for the City are set out in table 9.1.

Open Space Type	Standard (ha per 1,000 population)
Parks and Gardens	0.8
Amenity (informal) Green Space	0.6
Equipped play space	0.25
Total	1.65

Table 9.1: Open Space requirements for new development

Development Management Policy PLP45: Open Space



- 1. Development proposals will be permitted where they seek to create, protect and / or enhance open space and if practicable improve accessibility to open space. Enhancements of existing open spaces should seek to maximise their quality, multifunctionality and accessibility and opportunity for social interaction.**
- 2. Development proposals that would result in the net loss of open space, including outdoor sporting facilities and recreational buildings and play spaces and playing fields will be refused, unless one of the following can be satisfactorily demonstrated:**
 - a) Existing provision is surplus to requirements based upon a robust assessment of City wide need; or**
 - b) Loss resulting from the proposed development would be replaced by equivalent or improved provision, in terms of quantity and quality, in an appropriate location; or**
 - c) Development would provide alternative open space provision, the benefits of which clearly outweigh the loss of the current or former use; or**
 - d) There are wider public benefits which outweigh the harm of the loss.**

- 3. Development proposals for 50 or more new homes will be permitted where they provide an area of open space to the ratio of 1.65 ha per 1,000 people. Proposals should provide a split of open space in line with the table of open space type requirements above where possible. Where it can be demonstrated that this is not feasible, an appropriate off - site provision and /or enhancement will be secured. In the last resort an appropriate developer contribution, will be used to enhance open space elsewhere in the city.**
- 4. The nature of new open space provision should consider the needs of the intended occupants and that of the local area, and the need to provide multi- functional spaces where practicable.**

Supporting text

- 9.109 The purpose of this policy is protect and enhance existing open spaces and to ensure that new open space provision is secured to meet the needs of the new and existing residents. The Council's existing open spaces are shown in figure 9.1, but it should be noted that the map is only indicative and should not be considered to be a comprehensive record of open space in the City.
- 9.110 All proposals are encouraged to provide or enhance access to open space. For larger residential proposals the policy sets a requirement for new publicly accessible open space to be delivered as part of the development to a standard of 1.65 ha per 1000 people (assuming 2.4 person average occupancy) in line with the Council's Open spaces addendum¹⁹⁹ for proposals of 50 or more new homes. Proposals should provide a split of open space in line with the table of open space type requirements above where possible. It is recognised that due to site specific constraints / requirements that this mix may not be practicable to deliver on all sites. Alternative mixes of open space provision will need to be justified to the satisfaction of the City Council. Where it can be demonstrated that this would be undeliverable on-site, other measures would need to be explored and agreed with the Council, such as local off-site provision or a contribution to the enhancement of nearby open space.
- 9.111 In order to demonstrate that open space is surplus to requirements reference will need to be made to the needs for the City as identified in the Open Space Needs and Opportunities Assessment²⁰⁰ and Addendum to Open Spaces Study.
- 9.112 When considering the provision of new or improved open space provision in terms of quality and quantity specific consideration needs to be given to the type of open space provided, including the patterns of existing and proposed usage by the intended users. The wider public benefits of the improved provision need to be considered including opportunities for health and wellbeing benefits, as well addressing localised deficiencies in different types of open space.

¹⁹⁹ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Addendum-to-2018-Open-Spaces-Study-2021_compressed.pdf

²⁰⁰ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-open-spaces-assessment.pdf>

9.113 Any new play or recreational provision should be informed by national guidance and the most recent available evidence on local need²⁰¹, as well as early discussions with the council.

9.114 A Community Use Agreement may be sought as a part of proposals for new outdoor playing pitches and/or artificial grass pitches (at schools or higher education establishments for instance) where appropriate, to be secured by planning condition.

9.115 Proposed enhancements of existing open space and recreation areas should consider opportunities to increase the multifunctionality of these spaces to maximise their use, and/or accommodate greater usage pressures, as well as deliver wider benefits such as enhancing biodiversity value or installing new and/or improved recreational facilities. The multifunctionality of open spaces should enable and encourage the use of the space by all residents of the City. Opportunity should be taken to accommodate the need for children and young people to play and be more physically active.

9.116 Improvements to open space should take incorporate biodiversity improvements in line with the Policy PLP40 on Biodiversity Net Gain.

9.117 The Council will look to help facilitate new and/or enhanced provision through directing planning obligations and/or the use of development contributions and other sources of funding for such purposes, where appropriate. Opportunities for new or enhanced open space provision have also been identified within the Local Plan's proposed strategic development sites where possible.

Local Green Spaces

Introduction

9.118 Local Green Space designation provides special protection for green areas that are demonstrably special and hold a particular local significance for local communities. The designation would rule out development other than in very special circumstances. The Local Plan designates and protects a number of Local Green Spaces.

9.119 All of the Local Green Spaces designated through the Local Plan meet the criteria set out in the NPPF. Full details of the assessment of the cities Local Green spaces can be found in the Local Green Spaces background paper²⁰².

9.120 Local Green Spaces specific to the Milton Neighbourhood Plan²⁰³ area were designated through the Neighbourhood Plan process and are identified on the Policies Map. Further Local Green Spaces may be designated through future Neighbourhood Plans.

²⁰¹ https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Final_playing_pitches_strategy_2018.pdf

²⁰³ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/neighbourhood-plans/>

Development Management Policy PLP46: Local Green Spaces

1. The following green areas, as defined on the Policies Map, are designated and protected as Local Green Spaces, in line with the NPPF or its future equivalent:

- Southsea Common West, St Thomas & St Jude
- Southsea Common East, Eastney & Craneswater
- Kingston Park, Fratton
- Tamworth Park, Baffins
- Baffins Pond and Tangier Field, Baffins
- Great Salterns Recreation Ground, Baffins
- Hilsea Lines, Hilsea
- Alexandra Park, Hilsea
- College Park, Hilsea
- Gatcombe Gardens, Hilsea
- Gurnard Road Park, Cosham
- Cosham Park, Cosham
- King George Playing Field, Cosham
- Drayton Park, Drayton & Farlington
- Farlington Playing Field, St John's College Playing Fields and Farlington Triangle, Drayton & Farlington
- Farlington Marshes Nature Reserve, Drayton & Farlington
- Portsdown Hill
- Stamshaw Fields, Nelson
- Victoria Park, Charles Dickens
- Land at Leominster Road, Hempsted Green and Paulsgrove Park, Paulsgrove
- Highland Road Cemetery, Eastney and Craneswater
- Kingston Cemetery, Fratton

9.121 The purpose of Policy PLP46 is to designate and then protect Local Green Spaces, which are demonstrably special to the local community.

9.122 National policy sets out policy requirements for development on Local Green Spaces. Development proposals should not conflict with the reasons that the local green space has been demonstrated to be special to the local community or prejudice its role as a Local Green Space.

9.123 The Council will be supportive of development proposals on Local Green Spaces, which enhance the provision of facilities for amenity sport and recreation uses. The Council has significant need identified for a range of recreation, sports and amenity uses and limited space in the City in which they can be provided. The Council recognises the importance of the City's Local Green spaces and will only allow proposals which are in keeping with and provide enhancement to their character and setting.

Chapter 10 Infrastructure

Introduction

10.1 This section of the Local Plan covers six policy areas comprising one strategic policy and five development management policies relating to infrastructure development. The first strategic policy PLP47 Movement and Transport seeks to support sustainable transport networks and prioritise development which encourages walking, cycling, and public transport. Development Management Policy PLP48 Access and Parking addresses cycle parking, car parking and electric vehicle space allocations. The second Development Management Policy PLP49 Public Realm focusses on enhancing the quality and design of the public realm. Policy PLP50 Infrastructure Delivery sets out the requirement for sufficient provision of infrastructure. Policy PLP51 Electronic Communication and Utilities Infrastructure seeks to support and improve digital connectivity and minimise the impact on the environment. Lastly, policy PLP52 New and Existing Community and Leisure Facilities deals with existing and new community facilities for local people.

10.2 The National Planning Policy Framework (NPPF) states that in setting out the Local Plan's overall strategy for the pattern, scale and quality of development, sufficient provision must also be made for infrastructure. The term 'infrastructure' consists of physical, social and cultural provisions as well as 'green', 'grey' and 'blue' infrastructure. It includes but is not restricted to:

- Transport: roads, buses, ports, ferry and cruise services, walking and cycling routes
- Health: medical or social care facilities
- Education: early years, schools and universities, skills training and apprenticeships
- Energy and Utilities: electricity, gas, broadband, water and waste services
- Flood risk management: flood defences and sustainable drainage systems
- Social: community centres, leisure, sport and recreational facilities
- Green: parks, open spaces, woodlands, allotments, private gardens and green roofs
- Grey: roads, pipes, dams, seawalls, water treatment plants and drains
- Blue: ponds, lakes, streams, rivers, open coast

10.3 All types of infrastructure are required to support growth in the City. Portsmouth, like other towns and cities across the UK, faces a number of urgent challenges to growth and sustainable development relating to its existing infrastructure including limited public transport options, a fragmented walking and cycling network and poor air quality contributing towards above average incidences of health issues. From these challenges, there are opportunities for the development of sustainable and well-designed infrastructure facilities, services and systems and their surrounding spaces. These are required so that communities can thrive and to ensure progression towards meeting the Portsmouth vision and objectives.

10.4 Despite being one of the most densely populated cities in the UK, travel by walking, cycling or public transport has not always been viewed as an efficient or attractive mode of transport in Portsmouth. Nearly 90% of commuting trips within the City are shorter than 10km, and over 60% shorter than 5km. These are distances that can be easily covered on a bike by most people in less than 30 minutes. Pre-COVID-19, cars were found to make up around 80% of journeys into the City with around 40% of trips entirely within the City also being by car, despite these trips having an average length of only 5km.

- 10.5 Opportunities to promote sustainable transport will ensure that the negative environmental impacts of transport and traffic are reduced and facilitate residents to lead active and healthy lives. Access to sustainable transport infrastructure which provides safer, convenient, and accessible opportunities for active travel including walking, cycling and public transport for work, education and leisure is intrinsically linked to improved physical and mental health and wellbeing, reduced social inequalities and improved air quality. Limited access to good quality public and active travel connections is a barrier to employment, participation in post-16 education, and health services, contributing to widening socio-economic inequalities by limiting access to employment and travel for healthcare.
- 10.6 The Local Plan seeks to shape where new development should be located to create places, which are healthy, inclusive and safe. The availability of public service infrastructure including educational institutions such as schools and nurseries, and medical facilities such as hospitals, doctors and dentists is important for improving health outcomes and opportunities for learning. Access to high quality public spaces and social, cultural and recreational facilities encourage community cohesion by supporting social activity and providing health benefits. Improving the provision and quality of key infrastructure supports the wider objectives of the Local Plan for sustaining a strong and diverse economy, providing access to education and training opportunities for all, improved social wellbeing and cohesion, and mitigating the impact of climate change on communities across the City. The provision of high quality and reliable communications infrastructure can further encourage economic growth, technological innovation and support connectivity for residents and businesses by providing access to the internet, to deliver investment into developing Portsmouth as a smart city.
- 10.7 This Local Plan is supported by an Infrastructure Delivery Plan (IDP) which identifies the City's infrastructure requirements, setting out what is needed, where it is needed and when it is needed. It is an essential document that ensures development happens in the right places at the right time, in a coordinated way. Further details are provided on delivery, funding sources, funding gaps and costs. The IDP is a live document and has therefore evolved throughout the production of the Local Plan and will continue to evolve through the life of the Plan.
- 10.8 The Local Plan seeks to protect and retain valued local Council and privately owned indoor community and leisure facilities, open space, outdoor recreation facilities and cultural facilities in accessible locations for the benefit of local communities to support health, social and cultural wellbeing.
- 10.9 Particular importance is also placed upon the requirement for potential development to deliver infrastructure to support the City's additional residents. Progress on the delivery of the infrastructure to serve planned development will be reviewed annually through the Authority Monitoring Report.

Movement and Transport

Introduction

- 10.10 Over recent years our collective dependence on private car use has resulted in unsustainable levels of carbon emissions from transport, unhealthy polluted air, regular traffic congestion and severely reduced levels of physical activity. Action is needed now to

shape a future where sustainable travel modes become the 'first choice' for as many trips as possible.

10.11 The compact character of Portsmouth provides a great opportunity to shape a future where people leave the car at home when making everyday journeys. Through the adopted Local Transport Plan 4 (2021–2038) (LTP4)²⁰⁴, Portsmouth City Council is striving to create an environment that allows everyone to travel as sustainably as possible.

10.12 The provision of a safe, convenient, affordable to use, and efficient transport network is key in helping to build vibrant local communities, enable regeneration, and achieve an environmentally sustainable future. Prioritising walking and cycling and transforming public transport will play a key role in delivering a people centred travel network across the City, linking into and connecting local areas.

10.13 In February 2022 Portsmouth adopted a Local Cycling and Walking Infrastructure Plan (LCWIP)²⁰⁵. Evidence from the preparation of the LTP4 found that 75% of the cycle routes surveyed within the City were sub-standard. A key issue is a lack of fully segregated, continuous cycle routes. Many on-road cycle lanes are alongside high traffic volumes, 30mph speed limits and no infrastructure to physically protect people cycling from motor traffic. This results in more people travelling via car. The aim of the Portsmouth LCWIP is to facilitate modal shift by creating a comprehensive walking and cycling network that is safe, inclusive, accessible, convenient and attractive, enabling people to get from A to B in the most direct way possible when making utility trips. Any successive updates of the LCWIP will be used to inform consents.

10.14 A Climate Emergency was declared by Portsmouth City Council in March 2019, pledging to achieve net zero carbon emissions in Portsmouth by 2030. In order to work towards achieving this goal, it is vital that sustainable transport is a key consideration as part of any development. New development needs to add as little as is realistically possible in terms of carbon generation from transport; this is also essential for addressing the parallel impacts on air quality. Policy PLP36 (Air quality and pollution) outlines in more detail the detrimental impact that poor air quality has on communities within Portsmouth. Delivering a sustainable transport network will help significantly towards reducing pollution levels within Portsmouth.

10.15 An ambitious vision has been developed within the LTP4 to deliver transformation in transport and travel within the City and wider City region. The vision is that:

By 2038 Portsmouth will have a people centred travel network that prioritises walking, cycling and public transport to help deliver a safer, healthier and more prosperous City.

10.16 Four strategic objectives underpin this vision:

1. Deliver cleaner air;
2. Prioritise walking and cycling;
3. Transform public transport; and
4. Support business and protect our assets

10.17 The Portsmouth Strategic Transport Assessment²⁰⁶ provides an assessment of the impact of potential housing and employment development (including all allocated sites) on

²⁰⁴ <https://www.portsmouth.gov.uk/wp-content/uploads/2021/11/74.633-Local-Transport-Plan-2021-Final-Accessible.pdf>

²⁰⁵ <https://travel.portsmouth.gov.uk/wp-content/uploads/2022/05/74.645-LCWIP-update-with-background-report-2022-Accessible.pdf>

²⁰⁶ <https://www.portsmouth.gov.uk/newlocalplanevidencedocu>

the transport network and tests measures to mitigate severe negative impacts. The study indicates that the development of the proposed Local Plan allocations can be accommodated if a suitable package of mitigation measures is provided. These mitigation measures include targeted improvements to walking, cycling and highway infrastructure, which seek to drive increases in the uptake and use of active and sustainable modes. The mitigation measures also provide for necessary changes to local and strategic highway infrastructure, in a manner which does not compromise or undermine the Council's stated wider transport aims. Each strategic site allocation within the Local Plan individually addresses transport and infrastructure.

Strategic Policy PLP47: Movement and Transport



- 1. Development proposals will be permitted where they deliver a people centred travel network that prioritises walking, cycling, public and shared transport, in line with LTP4, and which is compatible with the Council's Climate Emergency pledge.**
- 2. Improvements to transport infrastructure that align with the aims of LTP4 will be supported.**
- 3. Development proposals will be permitted where they are in highly accessible locations and facilitate access to public transport services and other sustainable transport, through the provision of connections to existing infrastructure, or the provision of new infrastructure to reduce the need to travel, prioritise walking, and cycling, and support and encourage use of public transport modes.**
- 4. Development proposals should contribute to the protection and/or delivery of a network of high quality walking and cycling routes throughout the City, including those identified in the Local Cycling and Walking Infrastructure Plan (LCWIP).**
- 5. Applications should be supported by a Travel Plan along with a Transport Statement or Transport Assessment in accordance with the thresholds set out in the Parking Standards and Transport Assessments SPD²⁰⁷ or future equivalent.**
- 6. Development proposals will be permitted where they protect and enhance highway safety on the local and strategic highway networks. Any significant detrimental impacts must be mitigated fully as approved by the Local Highway Authority and/or National Highways (where relevant).**
- 7. The design and site layout of new development must protect the safety and amenity of all and give priority to the needs of pedestrians, cyclists, users of mobility aids and other non-motorised forms of transport. Movement through the site must be a safe, legible and attractive experience for all users, with roads and surfaces that contribute to the experience rather than dominate it.**
- 8. Development proposals must be designed to accommodate the needs of people with disabilities by all modes of transport.**
- 9. All proposals should allow for efficient, safe and sustainable delivery of goods and access by service and emergency vehicles.**

²⁰⁷ <https://www.portsmouth.gov.uk/services/development-and-planning/supplementary-planning-documents/parking-standards-and-transport-assessments-spd/>

10. All proposals must maintain or enhance all transport interchanges and sustainable transport facilities where relevant.

Supporting text

- 10.18 The purpose of this policy is to deliver an approach to development that minimises the need to travel and maximises the availability of relevant sustainable transport options, so that growth in private vehicle use is kept to a minimum. It further seeks to ensure that highway safety is a priority for all development which impacts vehicular movement.
- 10.19 Shared transport such as car clubs and micro-mobility will have a vital role to play in enabling seamless and convenient travel across the City without a car. These methods of transport; in particular car clubs, can reduce the need for private car ownership, particularly for households that own more than one car.
- 10.20 To encourage the uptake and continued use of sustainable modes of transport, the location, design and layout of development will need to show priority being given to pedestrian, cycle movements and access to sustainable transport modes. There is the potential to further increase the uptake in sustainable transportation methods by improving and upgrading or providing railway, bus, cycle and other infrastructure. Improvements can make public and sustainable transport a more attractive option. There are several sustainable transport related projects that are being developed within Portsmouth. These can be found within the Infrastructure Delivery Plan (IDP) that supports the Local Plan.
- 10.21 Developments should be designed with accessibility, permeability and integration with existing networks in mind, considering all users, ensuring provision of, or access to, local services and facilities.
- 10.22 The Portsmouth Local Cycling and Walking Infrastructure Plan (LCWIP) highlights our priorities to improve walking and cycling infrastructure, emphasising the need to create an active travel network that encourages City-wide use. It aims to ensure that new infrastructure for walking and cycling will be accessible to everyone, including residents, people who work in the City, visitors and businesses. Applications for development will be required to contribute to the delivery of the LCWIP (and/or any successor documents) to raise the profiles of cycling and walking as viable alternatives to driving.
- 10.23 Active Travel England is the government's executive agency responsible for making walking, wheeling and cycling the preferred choice for everyone to get around in England. As a statutory consultee, they must be engaged with early on in the planning process.
- 10.24 A Travel Plan (TP) and Transport Assessment (TA), or Transport Statement (TS) will be required on development that generates significant amounts of movement in accordance with the thresholds set out within the current and any future Parking Standards and Transport Assessments SPD. Applications should be supported by a Travel Plan that will identify measures to facilitate and encourage the use of sustainable and active travel modes, thereby reducing the need to travel by motor vehicle.
- 10.25 The Transport Assessment or Transport Statement must set out mitigation measures that are necessary to ensure that development is sustainable and deliverable. They must also demonstrate the continued safe and efficient operation of the relevant strategic and

local road networks. Where development will contribute to impacts which have been assessed as part of the Strategic Transport Assessment and where mitigation proposals have been developed and set out in the IDP, either delivery of the corresponding mitigation measures or a proportionate contribution will be required. Mitigation measures identified within these documents will be secured by condition or the appropriate legal agreement.

10.26 A Travel Plan shall support the ongoing aim of encouraging more sustainable travel with measures to be secured via condition or legal agreement.

10.27 The scope of the TP, TA and TS must be agreed with the Authority at the earliest opportunity, with appropriate input from the local highway authority and National Highways if required. The impact of traffic generated from a development should be considered cumulatively by taking into account all committed development in the area including, where relevant, outside the City.

10.28 In assessing development proposals, national planning policy guidance states that development proposals will be required to demonstrate that they will not have an unacceptable impact on highway safety and that the residual cumulative impacts on the road network will not be severe.

10.29 When considering new development, it is necessary to consider its potential impact on the existing transport network, how it links to the network, impacts on highway safety and the provision for movement, servicing and parking. Development proposals will be permitted where they can demonstrate the mitigation of severe impacts on the local or strategic road networks, arising from the development itself and/or the cumulative effects of development, through the provision of, or contributions towards, necessary and relevant transport improvements including capacity and junction improvements and air pollution reduction measures. Capacity and junction improvements should look to sustainable modes first and then address residual impacts relating to vehicles more generally. Early engagement with the local highway authority and National Highways is required. Developments should be designed with accessibility, permeability and integration with existing networks in mind, considering all users. It is essential that new developments provide safe and suitable internal layouts and access to the highway network to minimise the likelihood of conflict between road users. Priority should be given to pedestrians, cyclists and users of mobility aids.

10.30 Given the geographical compact nature of the City, it is important to encourage more sustainable freight and deliveries city-wide. Developments should ensure they are of an appropriate design and layout to be able to adapt to any future sustainable freight and delivery mechanisms such as those outlined within Policy O²⁰⁸ and R²⁰⁹ of LTP4.

Access and Parking

Introduction

10.31 The unique geography and history of Portsmouth has resulted in the high density of local roads and terraced housing in the City. The growth of car ownership in recent years, combined with this has led to local roads struggling with the level of traffic that use them

²⁰⁸ Policy O: Deliver micro and macro freight-consolidation measures, supporting businesses and other organisations to consolidate their operational journeys, including use of zero emission vehicles for last mile delivery.

²⁰⁹ Policy R: Proactively manage kerbside space to enable flexible use for essential access.

and in particular, issues around parking. These roads are often at full parking capacity, making movement and access through them hard at times.

10.32 Car parking and its location has an impact upon the quality of the urban environment – how it looks, how it functions, how safe it is for road users and has influences on the choices people make when travelling. This Policy aims to provide good quality parking initiatives and practices in the City of Portsmouth, improve air quality and reduce climate change, in association with the strategic objectives of Portsmouth's LTP4.

10.33 To deliver the Portsmouth LTP4 vision and strategic objectives, a wide number of schemes, initiatives and strategies will be developed over its lifetime. The 'daughter transport strategies' to be developed in support of the over-arching transport strategy have been prioritised considering the dependency of high priority Portsmouth City Council projects, corporate priorities, Government strategy, requirements towards external funding bids (current or future) and whether the strategies are a statutory requirement. The Parking Strategy has been identified as a key priority and is the first daughter strategy to be developed.

10.34 The LTP4 outlines how a new approach is needed, with action required now to shape a future where people will choose to travel sustainably. The Parking Strategy, alongside work programmes which see improvements to travel choices, will help to create an environment that will make this possible, so private cars are not needed for every journey. It will consider demand management of parking in Portsmouth adapting to changing future demand and complimentary alternative travel modes.

10.35 The park and ride offers commuters and visitors a quick, easy and cheap way into Portsmouth. It is an exemplar mode of sustainable transport within Portsmouth and will remain central to the City's goals of reducing traffic, transforming public transport and enabling more effective management of parking within the City.

10.36 As part of this stepped change, the City Council will produce a new Parking SPD, which will replace the Parking Standards and Transport Assessments SPD in due course.

Development Management Policy PLP48: Access and Parking



1. Development will be permitted where it is located and designed in such a way that it seeks to discourage car use and encourages travel by other modes, unless off street parking provision can be justified. This could include car free development.

2. If parking is deemed desirable or necessary as part of a development it should be provided in accordance with the Parking Standards set out in the Parking Standards and Transport Assessments SPD or future equivalent and made neighbourhood plans as relevant. All new private and public parking provision must:

- a) Not give rise to unacceptable adverse impacts on amenity;**
- b) Be of a location, scale, layout and design that reflects its context;**
- c) Incorporate appropriate sustainable drainage systems; and**

- d) Where feasible, incorporate green infrastructure and renewable energy.
3. New development should be located and designed to incorporate infrastructure for charging plug-in electric vehicles and other ultra-low emission vehicles and consider provision of car clubs and other shared transport, in accordance with the Parking Standards set out in the Parking Standards and Transport Assessments SPD or future equivalent.
 4. Development proposals will be permitted where they provide sufficient levels of private, weatherproof and secure cycle and other micro-mobility parking to serve the needs of that development in accordance with levels set out in the Parking Standards and Transport Assessments SPD or future equivalent.
 5. Development proposals will be permitted where both on-street and off-street parking provision and site access protects and where possible enhances highway safety on the local and strategic highway networks. Any significant impacts must be mitigated fully as approved by the Local Highway Authority.
 6. Development proposals will be permitted where they provide parking facilities compatible for all users, including those with disabilities and reduced mobility.
 7. Proposals which would result in a net increase in the number of access points onto primary and distributor roads will not normally be permitted.

Supporting text

- 10.37 The purpose of this policy is to make an efficient use of land in Portsmouth and provide appropriate vehicle and bicycle parking in terms of amount, design and layout for residential and non-residential developments. This may include car-free developments where appropriate.
- 10.38 Parking provision should be made for everyone including those with disabilities and reduced mobility. Portsmouth's Parking Standards are set out in supplementary guidance which sets maximum levels of provision. If parking is deemed necessary as part of a development, the provision of vehicle and cycle parking for new development should be in accordance with the Parking Standards SPD and any successor documents.
- 10.39 The location of development should be carefully considered to reduce the level of parking required. However, where parking spaces are required associated with the proposed development, they should be carefully designed to ensure impacts on amenity are significantly reduced, including, but not limited to privacy, overshadowing, noise or pollution.
- 10.40 New vehicle parking areas, whether public or private, can negatively impact on landscape, the local environment, biodiversity and drainage when inappropriately sited and designed. The cumulative impact of changes on biodiversity and surface water run-off will be given particular consideration when deciding applications for the loss of existing garden space to car parking.

10.41 Permeable parking surfaces should be used in preference to impermeable surfaces for all types of parking unless there are overriding reasons that render their use unsuitable. Materials should be selected which are appropriate to the site context and predicted levels of use. Public parking spaces should, where feasible, introduce renewable energies such as solar panels. A similar concept has been introduced at Portsmouth International Port (as shown in figure 10.1 below).



Figure 10.1: Example of solar canopy within Portsmouth International Port

10.42 New development should incorporate levels of electric vehicle charging infrastructure in accordance with building regulations and any current or future guidance set out by PCC. Electric vehicle infrastructure should help towards the wider process of transport electrification within Portsmouth.

10.43 When considering new parking, it is necessary to consider its potential impact on the existing transport network, how it links to the network and how it may impact on highway safety. Development proposals will not be permitted where they do not protect highway safety.

10.44 In the interests of highway safety, the City Council will seek to prevent the proliferation of accesses and the interruption of the flow of traffic on primary and distributor roads and to ensure that efficient use is made of the available highway capacity. This policy is intended to safeguard against the introduction of individual access points at unscheduled intervals, rather than to impede the access of new development proposals, especially those allocated within this plan.

Public Realm

Introduction

10.45 The public realm is the space around, between and within buildings that is publicly accessible, including streets, squares, parks, open spaces and pedestrian and cycle routes. These spaces are dynamic elements that have a distinct and unique identity, whether they are spaces to move through or spaces to gather in. The quality and design of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors.

10.46 The public realm should be multi-functional, attractive and accessible for everyone; acknowledging that all genders, ages and abilities for example have different needs that must be met. It should contribute to the highest possible standards of comfort, security and ease of movement and enable everyone to participate equally, confidently and independently in everyday activities. This will help to create attractive and inviting environments that people want to live and work in.

10.47 Promoting good design and layout in a new development is one of the most important ways in which the Council can address community safety issues. Good designs and layouts can discourage criminal activity, increase the likelihood of detection and improve public perceptions of safety as outlined within the Portsmouth Reducing Crime through Design SPD²¹⁰. It is vital that the public realm incorporates design measures to prevent violence against women and girls. The significance of this issue is demonstrated through the launch of a Violence Against Women and Girls (VAWG) Task Group formed by the Police and Crime Commissioner for Hampshire and the Isle of Wight. This will not only seek to improve the operational response and support given to victims of these crimes, but will also focus on stopping it happening through prevention, and targeting and disrupting perpetrators.

10.48 National guidance places emphasis on the fundamental need to create high quality, beautiful, well-designed, sustainable spaces. The layout of streets and use of building types and materials should create a strong sense of place and welcoming, attractive localities.



Development Management Policy PLP49: Public Realm

1. Development proposals will be permitted where opportunities to enhance the public realm have been designed into the application, ensuring:

- a) The public realm is safe, healthy, accessible for all, inclusive, multifunctional, attractive, well-connected, legible and easy to maintain, and that it relates to the local, cultural and historic context;**
- b) Measures to prevent Violence Against Women and Girls (VAWG) have been incorporated;**

²¹⁰ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/Reducing-Crime-through-Design-SPD.pdf>

- c) All aspects of the public realm incorporate design of the highest quality, including landscaping, green and blue infrastructure, lighting, acoustics, street furniture, and surfaces;
 - d) The avoidance of street clutter with space to congregate and socialise as well as move;
 - e) That it encourages walking and cycling and eases the movements of pedestrians, cycles, cargo-bikes, scooters, pushchairs, wheelchairs, mobility scooters and vehicular traffic within the site and to wider focal points within the city; and
 - f) Integration into key corridors and provides ease of access to areas of public convenience and amenity.
2. Major development proposals and allocated sites will be expected to create and enhance the public realm, supporting the wider sustainability of the city and providing site-specific multi-functional social and environmental benefits.
3. The Council will support the delivery of public art that helps to enhance the public realm. This should be context-sensitive and site specific taking into consideration the local and surrounding landscape and character. Evidence must be provided that shows how community involvement shaped the design and location of the public art.

Supporting text

10.49 The purpose of this policy is to create and enhance the public realm across the City for the benefit of everyone. The Seafrost Masterplan SPD²¹¹ and Portsmouth City Centre Development Strategy²¹² provide principles on public realm improvement for any development within these areas.

10.50 When designing a development proposal, the public realm should be considered as early on in the process as possible to ensure it meets all the requirements set out in Policy PLP49. The public realm must be accessible for everyone of all ages and abilities to enjoy and feel safe. Portsmouth's Reducing Crime through Design SPD sets out several good design principles that improve perceptions of safety and those which should be avoided. A safe public realm would provide significant socio-economic benefits allowing everyone to enjoy the space.

10.51 Measures must be included within developments that seek to eradicate violence against women and girls. Developments and their public realm must be places women and girls feel comfortable and safe. Measures can include natural surveillance (designing streets and areas that are overlooked); active frontages (to create a locality with human activity and regular movements); external lighting; defensible spaces; physical security features; and continued management and maintenance.

²¹¹ https://www.portsmouth.gov.uk/wp-content/uploads/2021/10/173.48-Seafrost-Masterplan_Accessible.pdf

²¹² https://www.portsmouth.gov.uk/wp-content/uploads/2021/09/Portsmouth-City-Centre-Development-Strategy-Jan-21_compressed.pdf

- 10.52 The public realm must incorporate elements of green infrastructure and incorporate ecological assets to encourage biodiversity net gain. Additional ways to provide multifunctional benefits includes activity areas, recreational facilities and linkages with routes for walking and cycling to allow easier access and movement to alternative locations within the City via sustainable modes of transport. Applicants should take account of Portsmouth's Greening Strategy.
- 10.53 Incorporating clearly signposted, well designed routes will allow access, ease and safety of movement for all modes of transport. The public realm should be designed to encourage the use of more sustainable modes of transport, handing more land over to cyclists and walkers.
- 10.54 Being a dense island City, there are many places that can be accessed on foot, bike or other non-motorised transport. It is important for development to deliver enhancements to these routes so they become a more attractive option over the use of a car. Important links include to and from train stations, transport interchanges and ferry terminals; links to and from employment and retail centres; links to and from cultural and historical focal points and links to and from visitor and tourist hotspots.
- 10.55 The public realm should be of the highest quality and easy to maintain to ensure it is future proof. Development should take into consideration any current and future design guide documents which seek to give direction on appropriate design features and specifications for appropriate furniture and material types according to purpose and physical context. Where possible, sustainable materials should be incorporated.
- 10.56 Larger sites within Portsmouth and those allocated within this Plan present a significant opportunity to create and deliver an enhanced public realm. These public spaces should focus on incorporating a multi-functional public realm. The public realm should be considered as early on in the process of developing sites to ensure these spaces are safe, legible, and inclusive for everyone.
- 10.57 Context-specific design of the public realm is important for maintaining and enhancing the attractiveness and distinctiveness of the City. The principle of new public art will be supported, especially when incorporated into the fabric of developments by the engagement of artists at an early stage in the design process. To ensure that proposals for public art will be supported, the involvement of the community is essential as early on in the design process as possible. Any application should show how the design has evolved through engagement with the local community and a decision reached that is supported by everyone.

Infrastructure Delivery

Introduction

- 10.58 Infrastructure delivery is critical to the sustainable development of the built environment. Timely provision of key infrastructure will be necessary to provide the services that residents require and support the level of new development proposed within the plan period. Infrastructure comprises the services and systems that communities need to function incorporating many physical, social and cultural provisions.
- 10.59 National guidance requires Local Plans to make sufficient provision for infrastructure through policy. This plan is supported by an Infrastructure Delivery Plan (IDP) which sets

out the infrastructure needs associated with the implementation of the Local Plan, how the required infrastructure will be delivered and how it will be funded. It identifies facilities that are needed city-wide as well as those that are needed to support particular strategic development sites.

10.60 The IDP is a live document and therefore it has evolved throughout the plan preparation period and will continue to evolve once the plan has been adopted. As part of the process, all infrastructure providers within Portsmouth were directly contacted to understand the ability for existing infrastructure to meet the Local Plan development quantum. Infrastructure providers were asked what the ability of existing infrastructure under their control was to meet the quantum of development proposed within the plan and whether any new infrastructure would be needed. Providers were then required to set out any plans they had to meet the need and provide information on how this would be funded. All responses helped inform the IDP that supports the Local Plan.

10.61 The Council will work together with partner authorities and infrastructure providers to strive to ensure that the infrastructure required as a result of the Local Plan's development strategy will be provided via the mechanisms set out in the IDP. Provision will also continue to be secured through the Community Infrastructure Levy, appropriate developer contributions and other sources of funding as applicable.



Development Management Policy PLP50: Infrastructure Delivery

1. Development proposals will be permitted where they:

- a) **Demonstrate that appropriate, necessary and reasonable infrastructure investment has been secured either in the form of suitable on-site or off-site works, and/or financial contributions to mitigate its impact;**
- b) **The whole life cost of infrastructure provision has been considered and appropriate mechanisms are in place for its future maintenance/care; and**
- c) **A programme of delivery has been agreed with the relevant infrastructure provider(s) prior to commencement of relevant infrastructure works and/or the development itself.**

2. Infrastructure delivery should be integrated with development phasing to ensure timely provision. Financial contributions towards future infrastructure maintenance will, where necessary, be secured by means of a legal agreement.

3. The provision of new or improved utility infrastructure by service providers will be supported in principle where it meets identified strategic and/or community needs, or enhances protection of the environment.

Supporting text

10.62 The purpose of this policy is to support the development of appropriate new infrastructure to meet the needs of the current and future residents of Portsmouth. New development should be adequately supported by existing infrastructure or make sufficient provision for any new infrastructure that is required to make the development acceptable in planning terms. The evidence needed to demonstrate compliance with this policy should be proportionate to the scale of development proposed.

10.63 Developer contributions, secured by planning obligations²¹³ (such as Section 106 agreements) and collected via the Community Infrastructure Levy (CIL), can be used to deliver infrastructure in the City. The levy funds can be used by the council to address the cumulative impacts of new development on infrastructure needs in Portsmouth, while planning obligations are legal agreements appropriate for funding infrastructure directly related to a specific development to make the proposal acceptable in planning terms.

10.64 Planning obligations will continue to be used for infrastructure requirements on development sites as appropriate, to secure site specific needs such as affordable housing (which will continue to be secured via S.106 agreements), open space provision and contributions to upgrading transport and highways networks.

10.65 The Council recognises that in some cases, there may be a requirement for new or improved infrastructure to be delivered before the development is commenced, whereas in other scenarios, the delivery of infrastructure will be required in line with completions or occupations. The Council will look to secure the delivery and timescale for delivery of necessary infrastructure through suitably worded planning conditions and/or obligations in legal agreements.

10.66 Where required, the Council will seek contributions via a legal agreement towards the enhancement of either on-site and/or off-site facilities, including strategic infrastructure in line with Regulation 122 of the Community Infrastructure Levy Regulations 2010.

10.67 In assessing the necessary provision or contribution, priority consideration should be given to any specific deficits or impacts identified, for the following types of infrastructure, as appropriate:

- Transport (to include electric vehicle charging infrastructure)
- Flood Risk Management Infrastructure
- Education
- Healthcare
- Green Infrastructure
- Recreational Facilities
- Community Safety Facilities

Electronic Communication and Utilities Infrastructure

Introduction

10.68 Electronic communication infrastructure includes development proposals related to the supply and management of fixed and wireless digital connections (gigabit broadband, including full fibre, and next generation mobile technology connections). Utility infrastructure includes development proposals related to the supply and management of water, wastewater, gas and electricity.

10.69 Utility connections are vital for all developments to run effectively and in recent years, much greater emphasis has been placed on the requirement for next generation digital connectivity and efficient use of existing networks. Ensuring effective and reliable digital communications networks is vital as the telecoms sector upgrades the analogue Public Switched Telecoms Network (PSTN) to digital voice services (VoIP) by 2025. The

²¹³ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/planning-agreements-and-obligations/>

changing nature of the UK telecoms infrastructure means that all aspects of life in the modern age will be wholly reliant on digital communication methods.

10.70 There are numerous benefits arising from effective and efficient digital infrastructure including the health, wellbeing, safety and security of residents. The digital economy is one of the fastest growing sectors in the UK economy and represents 5% of the national workforce²¹⁴; digital infrastructure is the backbone of economic growth and a priority for inward investment and job creation in the City of Portsmouth. Well-connected places attract and sustain modern businesses and can create the conditions for new clusters of digital and creative businesses to emerge. Effective digital and electronic communication networks support and enable environmental sustainability aims for example around issues such as energy use, travel and smart cities. As such, advanced, high quality, reliable, future proofed electronic communications infrastructure is essential for the City's economic growth, sustainability objectives and the social well-being and health of its residents.

10.71 The COVID-19 pandemic showed that digital connectivity is critical to societal resilience and business continuity in times of crisis. Working habits have now shifted enabling more flexibility to work from home which is likely to become commonplace in the future. Communications are dominated by mobiles, emails and other online forms. Shopping habits have moved online in recent years, further exacerbated by the COVID-19 pandemic.

10.72 To ensure the full benefit of digital capability is realised for the City, Portsmouth City Council supports the expansion of electronic communications networks and policy PLP51 sets out how high-quality electronic communication infrastructure is expected to be delivered, maintained and upgraded over time.

10.73 National planning guidance supports the provision of infrastructure for all utilities and in particular the expansion of electronic communication, thereby showing its importance in today's society.



Development Management Policy PLP51: Electronic Communication and Utilities Infrastructure

1. Development proposals for new electronic communications and/or utilities infrastructure will be permitted where:

- a) All opportunities to make the most efficient use of existing electronic communication networks and utilities infrastructure have been explored fully and the identified need cannot be met using appropriate existing infrastructure or other appropriate structures;**
- b) They are of an appropriate design that would not have an adverse impact on the character or appearance of the local area or host building and minimise the impact on public amenity;**
- c) They minimise environmental impacts; and**

²¹⁴<https://www.gov.uk/government/statistics/dcms-sector-economic-estimates-employment-apr-2021-mar-2022/digital-sector-workforce-analysis-technical-report>

- d) They remove, reduce in prominence, or move underground related existing infrastructure, where feasible.
2. Where one or more infrastructure providers have agreed to provide superfast broadband connectivity or full fibre, the development should be designed to connect to this service and make it available to occupiers.
3. Development proposals for all residential and non-residential buildings will be expected to be served by superfast broadband connection as a minimum and full fibre connections where available. If this cannot be achieved, it must be robustly demonstrated with evidence of consultation with relevant service providers confirming this would not be deliverable.

Supporting text

- 10.74 The purpose of this policy is to deliver appropriate new electronic communications and utilities infrastructure across the City to ensure the efficient operation of the network and easy access to fixed and/or wireless digital connectivity without causing detrimental impacts to local distinctiveness and public amenity. Ensuring the wide availability of high-speed broadband and next generation mobile infrastructure is a central part of the Government's National Infrastructure Strategy, the UK Wireless Infrastructure Strategy and levelling up agenda. The Government has a target that 95% of the UK landmass will be covered by 4G by 2025, and 99% will have gigabit broadband by 2030²¹⁵. Good quality digital infrastructure where we live, work or travel is needed to access online public services, social networks, as well as healthcare, education, retail and financial services.
- 10.75 When proposing development that would require new utilities connections/infrastructure, it is essential that all effort should be made to use existing infrastructure where appropriate. This policy should be read in conjunction with Policy PLP32 (Sustainable Drainage Systems) which provides detail in relation to separation of surface water on site and connections to combined systems. For example, all effort should be made to use existing masts and other structures in relation to electronic communication infrastructure, including local authority assets already connected to a full fibre network. Only when all options to use existing infrastructure have been exhausted, can a proposal be submitted for the development of new infrastructure. This is to ensure that existing infrastructure is operating to optimal capacity and efficiency and there is minimal street clutter and visual obstructions.
- 10.76 Where new infrastructure is required, its design must be carefully considered to ensure that it does not detrimentally impact local distinctiveness or public amenity. A balance needs to be struck between protecting the City's heritage, culture, environment and landscape while continually improving digital connectivity. The siting and appearance of the relevant infrastructure should be carefully considered with mitigation measures such as screening incorporated appropriately and sensitively.
- 10.77 Given the critical importance of digital connectivity, it is expected that all new developments are supplied with superfast broadband unless it is robustly evidenced that this is clearly not a viable option. Applicants are expected to clearly demonstrate they have held discussions with a range of providers to upgrade infrastructure to deliver superfast

²¹⁵ <https://www.gov.uk/government/publications/uk-wireless-infrastructure-strategy/uk-wireless-infrastructure-strategy>

broadband, reliable next generation wireless connectivity or full fibre. If technological advancements are made within the plan period, all relevant proposals should provide suitable up-to-date alternatives.

New and Existing Community and Leisure Facilities

Introduction

10.78 Community infrastructure facilities have a vital role to play in supporting vibrant local communities in Portsmouth. They enable essential public services to be provided as locally as possible. Many community and leisure facilities are owned and/or managed by the City Council, but some are privately owned, including small shops, public houses and theatres. Some community facilities are defined, but are not restricted to the F2 local community use class in the Use Class Order. For the purposes of the Portsmouth Local Plan community and leisure facilities include, but are not restricted to:

- Community centres
- Education facilities for all ages
- Healthcare facilities
- Cultural facilities
- Libraries
- Public houses
- Leisure centres, sport pavilions, swimming pools and gyms
- Small shops selling essential goods, including food, to visiting members of the public

10.79 Facilities such as these, help support health and wellbeing, social interaction, inclusion, cultural identity and are vitally important building blocks for a City such as Portsmouth.

10.80 Indoor sports facilities help to support health and wellbeing in the City. Portsmouth has above average incidences of several health issues, particularly within the more deprived areas of the City; this can create barriers to participation in sporting activities. Accessible high quality community and sports facility provision is necessary to avoid worsening inequalities and to help move towards greater health and wellbeing for all.

10.81 Information and research regarding sports provision within the City is set out within the Council's Sports Facilities Strategy (2017)²¹⁶. This study found that areas in the north and north-east of the City have lower access to facilities and that there is an overall need for more accessible provision (non-membership only access) to meet current and projected future demand. Many of the recommendations set out within this strategy are still being implemented with various schemes coming forward across the City. Once these schemes have been developed further, a new strategy will be undertaken.

10.82 Once lost, valued local facilities can be hard to replace. In Portsmouth there is an existing network of both Council and privately owned indoor community and leisure facilities. It is important that these spaces are protected and retained in accessible locations.

10.83 Community facilities will be provided on a number of our Strategic Sites such as Portsmouth City Centre. Reference should be made to the individual allocations for details.

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<https://democracy.portsmouth.gov.uk/documents/s14923/03.1%20Portsmouth%20City%20Council%20Sports%20Facility%20Strategy%202017%20-%20exec%20summary.pdf>

10.84 Many community and leisure buildings are defined as town centre uses and so the town centre policies in the Thriving Economy chapter may be relevant to planning applications affecting community and leisure facilities.

10.85 The Community Right to Bid Regulations enable local community groups to nominate properties in the City to be listed as Assets of Community Value. On receiving the nomination from an eligible community group, the Council will determine the nomination against the legislation to ensure it meets the specific criteria for recognition and will then record these in a register of assets or nominations.



Development Management Policy PLP52: New & Existing Community & Leisure Facilities

1. Development proposals for new and/or expanded community and leisure facilities will be permitted where:

- a) **The site is accessible and inclusive to the local communities it serves;**
- b) **Appropriate consideration has been given to the shared use, re-use and/or redevelopment of existing buildings in the local community; and**
- c) **The scale of the proposed infrastructure is proportionate to the local area.**

2. Development proposals that would result in the loss of, or have an unacceptable adverse impact upon, an existing community facility or leisure facility that is fit for purpose will not be permitted unless:

- a) **For commercially run community facilities, evidence is provided of a robust marketing campaign of at least 12 months that clearly demonstrates there is no market demand for the existing use or an equivalent community use in line with the requirements set out in Appendix 4 of the Local Plan; or**
- b) **For community or publicly owned or managed facilities, it can be robustly demonstrated that there is a lack of need for the existing facility, or an equivalent community use and its retention would not be practical or viable; or**
- c) **Alternative community facilities are provided that are accessible, inclusive and available, and of an equivalent or better quality to those lost, without causing unreasonable reduction or shortfall in the local service provision.**

3. Development proposals for community and leisure facilities that are listed as Assets of Community Value will in addition to the protection offered to all community facilities will, when relevant, be subject to a six month statutory delay on sale.

Supporting text

10.86 The purpose of this policy is to support new facilities and protect existing community and leisure facilities that are fit for purpose and serve the local communities in Portsmouth.

- 10.87 It is important that local people are involved in decisions about their community and leisure facilities. All planning applications for new community facilities will need to provide evidence of a community engagement exercise to gauge public support. The preparation of this evidence should be proportionate to the scale of the development.
- 10.88 The City Council will safeguard all existing community and leisure facilities that are fit for purpose from development proposals for non-community uses. Where a development proposal could lead to the loss of a community facility or reduce its scope and/or viability, the City Council will expect applicants to provide very strong justification for this loss or diminishment. There is a presumption that community and leisure facilities should be retained or replaced with proposals of at least an equivalent standard. Appropriately sized proposals, which would provide inclusive shared services through the joint use of facilities in accessible locations, will be supported in principle. Full details on marketing requirements are set out in Appendix 4 of this Local Plan.
- 10.89 The Community Right to Bid Regulations enable local community groups to nominate properties in the City to be listed as Assets of Community Value. The Council will determine the nomination against the legislation to ensure it meets the specific criteria for recognition and will then record these in a register of assets or nominations.
- 10.90 Under the legislation, communities have the opportunity to ‘stop the clock’ for up to six months on the sale of valued community assets such as a local pub or shop. This window of opportunity gives communities time to create a business plan and gather the necessary finances to bid for the asset. However, it should be understood that the owner of the asset is not obliged to accept an offer from a community interest group. More information on the nomination process, including a list of assets and nominations in Portsmouth can be found online²¹⁷.

²¹⁷ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/community-right-to-bid/>

Chapter 11: Heritage

Introduction

11.1 Portsmouth is an island City with an historic environment that is both extensive and diverse geographically and through time. Table 11.1 sets out the full extent of designated and non-designated heritage assets in the City, and a number of the strategic sites allocated in this Plan derive much of their character from heritage assets. Portsmouth's rich historic legacy represents both a positive and an irreplaceable asset. It tells the City's wider story, contributing to its sense of place, community and its local distinctiveness. Valuable in economic terms, the City's heritage assets are a key driver in people's perceptions and recognition of the City, and are also critical to its economic vitality, attracting very large numbers of tourists to the Historic Dockyard and its historic waterfront. They also provide an inspiration for the renewal and creation of attractive places for people to enjoy. The Imagine Portsmouth 2040 Vision includes the City's rich cultural heritage and a strong maritime history. The heritage policies set out in this chapter seek to fulfil the Local Plan objectives of nurturing a City rich in culture and creativity, which in turn will help to drive a thriving economy. They should be considered alongside Core Policy PLP1: Design.

Asset Type	No. of Assets (2023)	
Scheduled Monuments	17	
	List Entries	Individual Buildings/ Structures
Statutory Listed Buildings:	463	707
Grade I	21	
Grade II*	34	
Grade II	483	
Conservation Areas (Article 4 Directions in Conservation Areas)	25 (28)	
Registered Historic Park	3	
Locally Listed Buildings	264	

Table 11.1 Historic assets in Portsmouth

11.2 Portsmouth has been shaped throughout its history by the presence of the Royal Navy. However, the City also has an extensive legacy of non-military assets and archaeology, the latter dating back to the Bronze Age.

11.3 The presence and expansion of the Naval Dockyard in the City led from the late eighteenth century onwards to its gradual emergence as one of the single largest industrial sites in the world. The City's rise to industrial powerhouse was also mirrored by rapid physical expansion. From the mid-nineteenth to the early twentieth century over 60,000 terraced houses were built, many for working class labourers and artisans employed in the dockyard. The best examples of these are protected within a number of

the City's 25 conservation areas. In addition, an infrastructure of parks, churches, theatres, cinemas, hospitals and other buildings was developed to serve the town's leisure, health and pastoral needs; a very high proportion of these are protected through designation. This legacy is significant, illuminating the social, military and cultural past of the City, and thereby contributing very strongly to its identity and sense of place.

11.4 In the early nineteenth century the southern part of Portsea Island began to develop differently. Under the 'guiding hand' of local architect T.E. Owen, Southsea emerged as an elegant and picturesque satellite settlement catering to the housing needs of a burgeoning middle class. Its attractive historic core is also a conservation area and has a wealth of listed gothic influenced villas designed by Owen. Southsea Common became an extensive pleasure ground and is one of three registered historic parks in the City along with Victoria Park and Kingston Cemetery. The combination of Southsea Common with several miles of seafront promenade provides a seafront of exceptional quality perhaps unrivalled by any city of comparable size in the country. Other highlights include the civic pride of the City's listed neoclassical but rebuilt Guildhall. Charles Dickens' Birthplace is located close to the City Centre. A number of Britain's greatest writers including H.G. Wells, Sir Arthur Conan Doyle, Rudyard Kipling and Neville Shute lived and worked in Portsmouth, contributing to its great cultural heritage.

11.5 The city's fortunes reached a low ebb in the mid-twentieth century. It was amongst the most heavily bombed cities in Britain after London during the Second World War. Over six thousand buildings were totally destroyed and tens of thousands damaged. Reconstruction was relatively slow and left its mark with a series of mass housing estates. The administrative and commercial heart of the City has a limited but notable number of high quality modernist buildings. A small number of twentieth century sites, including the City's two most important war memorials, and the former European headquarters of IBM, designed by Norman Foster, have also been listed.

11.6 This chapter of the Local Plan includes a strategic policy on heritage followed by three development management policies relating to listed buildings, conservation areas and archaeology. Collectively, the scope, focus and detail of these policies is considered to take into account:

- The desirability of sustaining and enhancing the significance of the city's heritage assets and putting them to viable uses consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that conservation of the city's- historic environment can bring; and
- The desirability of new development making a positive contribution to Portsmouth's character and distinctiveness.

11.7 The policies are tailored to the specific needs and priorities of Portsmouth and seek to ensure a degree of pro-activity in the management of the City's assets sufficient to: make a positive contribution to Portsmouth's local character and distinctiveness, afford appropriate protection for the City's assets, and to provide a clear and positive strategy for their conservation.

11.8 The long-term conservation of a small minority of heritage assets can sometimes present particular problems. This is a result of the disparity between the costs of

renovating a heritage asset in a suitable manner and its final end value. The difference between these two figures is known as the 'conservation deficit'. One recognised way of ensuring that sufficient funding is generated to address any shortfall in renovation costs, is through a process known as 'enabling development'. This allows for development in a location, or of a nature or form that would normally be considered unacceptable in planning policy terms. For this reason, it must be considered a process of 'last resort', acceptable only in extreme cases where other potential options have been exhausted. The scale of any proposed development must constitute the minimum required to address any deficit, and it must also bring public benefits sufficient to justify its use - which could not be achieved by other means. The City Council will use current (or successor) guidance produced by Historic England to assist in determining any applications that are considered to propose enabling development.

11.9 The recording and the subsequent management of such assets relies upon the City's Historic Environment Record (HER). The HER is a unique dynamic resource that includes a database containing information from the prehistoric period to the present day. It provides information on a broad range of assets including buildings and structures, earthworks, buried remains, stray finds, landscape features, archaeological investigations and historic sites that may have been destroyed or are known from documentary sources. The HER also contains information about nationally designated, locally designated and undesignated heritage assets. The City's HER is based within Portsmouth Museum Service' and will be consulted as part of the process to identify, record and manage such assets.



Strategic Policy PLP53: Historic Environment

- 1. Development proposals will be permitted where they conserve or enhance the City's heritage assets in a manner appropriate to their significance.**
- 2. Development proposals which affect heritage assets, or their setting, will be determined with regard to the significance of the asset. Proposals which are considered to substantially harm the significance of a designated heritage asset will not be permitted except in exceptional circumstances. Substantial harm to, or loss of assets of the highest significance (Scheduled Monuments, Grade I, and II* listed buildings and registered parks) should be wholly exceptional and should only occur where a robust justification has been made in accordance with the requirements of the NPPF. For proposals that would cause less than substantial harm, their impact should be weighed against the public benefits of the proposal including, where appropriate, securing optimum viable use of the asset.**
- 3. Where a development proposal would impact on the fabric or setting of a designated or non-designated heritage asset, the applicant will be required to provide a supporting Heritage Statement (HS). The statement should be proportionate to the significance of the asset, and the scale of any proposed work(s). Its content should describe the significance of the asset, identify the impact of the proposal on that significance, and provide a clear justification (rationale) for any development, (particularly where a proposal would result in any harm to asset(s) or their setting). In preparing the statement, the applicant should as a minimum consult the City Council's Historic Environment Record.**

- 4. Development proposals that would improve the condition of heritage assets that are considered to be 'at risk' through neglect, decay or other threats will be encouraged and supported. Where appropriate the Council will seek positive conservation centric solutions for these assets through engagement with owners and as a last resort may consider the possible use of statutory powers to help achieve these objectives.**
- 5. Development proposals which secure the long term conservation or enhancement of redundant or under-used heritage assets including their setting through their optimal/ viable (re)use will be supported.**
- 6. Proposals for alteration and/ or extension that conserve or enhance the significance of non-designated heritage assets will be supported. Non-designated heritage assets should be retained where appropriate.**
- 7. Development proposals for works to heritage assets that are intended to adapt to, or mitigate the effects of, climate change will be supported where it can be clearly demonstrated that they conserve the fabric and/or setting of the asset. A whole building approach is recommended for the retrofit of traditionally constructed buildings, informed by heritage expertise.**

Supporting text

- 11.10 The purpose of Policy PLP53 is to set out a positive strategy for the conservation and enhancement of the historic environment, including the safeguarding of heritage assets. It is important that proposals are based on a meaningful understanding of the historic context and character of an asset and its surrounding area. Proposals should be informed by the Historic Environment Records (HER)²¹⁸, Conservation Area Appraisal and Guideline Documents²¹⁹, and any other relevant policy or guidance.
- 11.11 Development proposals can affect the significance of heritage assets in a range of different ways. Physical impacts to an asset's fabric can range from minor alterations to the complete loss of the asset. Other impacts may not physically alter the asset, but instead affect its setting, which in turn may impact its significance. Carefully considered changes to assets and/ or their setting may prove to be sympathetic and positive. However, adverse impacts including cumulative impacts can create negative perceptions, long-term decline or even loss of significance.
- 11.12 In determining applications likely to have a bearing on the setting of heritage assets, guidance published by Historic England (or any other method agreed between the applicant and the LPA) may be used to assess impact.
- 11.13 In order to assess significance it is essential to have a sound understanding of the original purpose, development, use and history of an asset. In light of this, all planning

²¹⁸ <https://portsmouthmuseum.co.uk/collections-stories/historic-environment-record>

²¹⁹ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/conservation-areas/>

and Listed Building Consent applications that affect or have the potential to affect heritage assets and their setting, including sites with archaeological potential, must be supported by a Heritage Statement.

- 11.14 The Heritage Statement should identify the significance of the asset and set out the impact of the development. The applicant or their agent should consult the City's HER. The level of detail required to support the application should be proportionate to the significance of the heritage asset and the impact of the development. In all but the most trivial cases, assessment of potential impact on the significance of the asset is likely to require input from conservation professionals with appropriate qualifications and experience.
- 11.15 It is important to distinguish between potential harm that is 'substantial' and that which is 'less than substantial.' Substantial harm will relate to those impacts, which wholly or partially destroy the significance of an asset or impinge upon the role of its setting to an extent which undermines its essential appreciation. In any assessment of substantial harm, Planning Practice Guidance makes clear that what matters is the impact on the significance of the heritage asset. It also clarifies that in general terms it is a high test, so it does not arise in many cases. Notwithstanding this it should nevertheless be noted that less than substantial impacts may still prove significant, with some heritage assets being highly sensitive to change.
- 11.16 In cases where harm to significance is assessed to be substantial, but justified by considerations of continued use, re-use or wider public benefits, mitigation by recording will be required as a condition of consent. This would include the creation and deposition of a project archive containing both documentary material and artefacts with Portsmouth Museum. A copy of a report would also be required to be deposited with the city's HER.
- 11.17 The ability to record evidence should not be a factor in deciding whether such a loss should be permitted. In instances where some degree of harm to heritage assets or their setting is considered justified when balanced against public benefits, these benefits should be compelling, measurable, realistic and capable of delivery.
- 11.18 At risk assets are those which have been identified through the Historic England Risk Register. They are considered to be falling into disrepair and therefore 'at risk' of serious deterioration or loss through neglect, decay or other threats. The identification, monitoring and where possible enhancement of Buildings at Risk is an area of concern for the Council. Portsmouth's significant legacy of military and other types of buildings, some of which, by their nature are obsolete, can raise particular challenges. These have been previously addressed through the integration of threatened assets in to new developments.
- 11.19 Sustaining heritage assets in the long term often requires investment and putting heritage assets to a viable use is likely to enable the maintenance necessary for their long-term conservation.
- 11.20 Certain heritage assets may have limited or no scope for new uses and indeed may be so sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

- 11.21 It is important that any use is viable, not just for the owner, but also the future conservation of the asset. The optimum viable use may not necessarily be the most profitable one. If there is only one viable use, that use is the optimum viable use. If there are a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.
- 11.22 Non-designated heritage assets are those assets considered by the City Council, rather than the Secretary of State, to be of local historic or architectural interest. Their status is a material consideration in the determination of relevant planning applications.
- 11.23 Any Buildings or structures on the Council's list of locally important assets (The Local List) is defined as a 'non designated heritage asset'. Where a building or structure is not included on the Local List the Authority may nevertheless still judge (at its discretion) that it has the status of a non-designated asset for the purposes of decision making. The City's HER will be consulted as part of the process to identify any non-designated assets not included on the Local List. The significance of non-designated heritage assets should be carefully assessed, and the desirability of their conservation weighed against wider public benefits as planning applications are considered and determined.
- 11.24 Portsmouth currently has three registered parks/garden: Victoria Park, Southsea Common and Kingston Cemetery (southern section), which are all registered at Grade II. The purpose of inclusion on the register is to identify important historic parks and gardens in order to increase awareness of their existence and encourage their protection and conservation. Status as a registered park garden does not entail additional statutory controls. Its status is however a material consideration in the determination planning applications. Sites should receive special consideration if changes or proposals for development are being contemplated.
- 11.25 The City Council has declared a Climate Emergency and so opportunities to reduce carbon emissions through improvements to the energy efficiency of existing buildings are in principle welcomed. The contribution that the retention and reuse of old buildings makes to the preservation of embodied carbon (as well as to local distinctiveness), together with the sustainability of traditional building materials and design is significant, given the nature and scale of the City's existing building stock. It also has the potential to be a factor in decision making regarding the acceptability of the demolition/ loss of existing buildings. In this context, avoiding demolition and favouring sensitive retrofit of historic buildings is preferable where possible. It is incorrect to assume that older buildings will inevitably be less energy efficient than modern ones. Historic buildings can, and many do, perform well in terms of energy efficiency. The retention of original/ historic materials and feature is frequently more cost effective in energy terms than their replacement with modern equivalents. Depending on the significance of the asset, and the siting/ location of any interventions, works to improve energy efficiency can generate adverse/harmful impacts to the fabric/setting of assets. As a starting point, solutions that avoid impact(s) to the fabric or setting of assets should be prioritised.
- 11.26 Where a proposal related to the improvement of an asset's energy efficiency is considered necessary, and would require Planning Permission and/ or Listed Building Consent, technologies/ solutions that minimise and or mitigate any potential impacts should be prioritised.

Listed Buildings

11.27 There are circa 700 listed buildings and structures in Portsmouth and these form an important part of the City's historic character and sense of place.

Development Management Policy PLP54: Listed Buildings



- 1. Development proposals which affect a listed building or its setting will only be permitted and Listed Building Consent and or Planning Permission granted where:**
 - a) They preserve or enhance the significance of the listed building and its setting by demonstrating that loss of historic fabric and detail of significance, including internal features, floor plans and the integrity of the rooms, is avoided; or**
 - b) Harm to the significance of the listed building or its setting is minimised and considered to be outweighed by public benefits by the Council. In such circumstances appropriate mitigation measures will be expected, including archaeological investigation including a written report or recording.**
- 2. Development proposals will be refused planning permission and/or listed building consent where they cause substantial harm to a listed building or its setting.**

Supporting text

11.28 The purpose of Policy PLP54 is to set out more detailed criteria for development proposals affecting listed buildings.

11.29 It is necessary to consider the character and significance of listed structures in a holistic manner; the character of their interiors can be as important as their external appearance. The protection and enhancement of all aspects of significance should be considered and great weight will be given to their preservation and, where appropriate, their restoration to optimal condition.

Conservation Areas

11.30 Portsmouth has 25 conservation areas, which are each designated for their special architectural or historic interest. Maps and Guidelines can be found on the City Council's website²²⁰ along with Article 4 Directions where relevant. The City Council will seek to provide and update Conservation Area Appraisal and Guideline documents for the City's conservation areas.



Development Management Policy PLP55: Conservation Areas

- 1. Development proposals within a conservation area, or within its setting, will be permitted where they preserve or enhance the character or appearance of the conservation area.**
 - 2. Development in a conservation area will be permitted where:**
-

- a) **Architectural features such as walls and shop fronts and other features which contribute to the character of an area are retained;**
 - b) **There is no adverse impact on the townscape and roofscape of the conservation area, including the protection of important views within, into and out of the area;**
 - c) **A consistently high standard of design has been applied and good quality materials, especially those that are locally sourced and/ or distinctive are proposed to be used; and**
 - d) **Trees, open spaces and other landscape features which contribute to the character and appearance of the conservation area are protected.**
- 3. Within a conservation area, development proposals which involve the total or substantial demolition of buildings or structures will only be permitted where it is demonstrated that:**
- a) **The current buildings or structures makes an insufficient positive contribution to the character or appearance of the conservation area; and**
 - b) **A replacement building of equal or greater quality is proposed and planning permission is applied for at the same time.**

Supporting text

- 11.31 The purpose of Policy PLP55 is to conserve or enhance Portsmouth's conservation areas, which make a significant contribution to the unique character of the City
- 11.32 The policy aims to protect them from inappropriate development and, in doing so, the Council will have particular regard to -
- how the proposed development would harmonise with its surroundings;
 - the relationship to historic development patterns; and
 - the impact on any features which make a positive contribution to the character or appearance of the conservation area.
- 11.33 Where relevant, new development should also take account of the need or scope to remove unsightly or inappropriate features.
- 11.34 Conservation Area Appraisals should also be referred to and taken into consideration when reviewing any potential development proposals that fall within a designated Conservation Area; they provide an in-depth overview into the character of an area, as well as providing suggested guidelines for development. An understanding of such would also be beneficial when preparing design codes.

Archaeology

- 11.35 Archaeological sites are finite, irreplaceable, and fragile resources which are vulnerable to damage, either from specific works or from gradual degradation over time.

Development Management Policy PLP56: Archaeology

- 1. Development proposals will be permitted where they do not cause harm to archaeological heritage assets and/or their setting. Where the site includes, or has the potential to include, heritage assets with archaeological interest, sufficient information in a Heritage Statement is required to allow an informed assessment of the significance of the archaeological heritage asset and its setting, and the impact of the proposed development on that significance. Field evaluation may also be needed.**
- 2. There will be a presumption in favour of preservation in-situ for Scheduled Monuments and other archaeological heritage assets of equivalent significance.**
- 3. Development proposals that would result in unavoidable harm to, or loss of, an archaeological heritage asset's significance, will only be permitted where there is a clear justification in terms of public benefits arising from the development which outweigh that harm and, in the case of substantial harm/ loss, also meet the following requirements:**
 - a) There is no less harmful viable option; and**
 - b) The amount of harm has been reduced to the minimum possible.**

In these cases, preservation by record secured through an agreed Written Scheme of Archaeological Investigation will be required.

- 4. The city's archaeological ALERT layers should be used to identify sites where unrecorded archaeology may be present and research such as a desk-based assessment should be carried out. This would include consulting the City's HER and other historical sources.**

In those cases where archaeological intervention and recording is considered appropriate to take place the resulting archive should be deposited with Portsmouth Museum and a copy of the report with the City's HER.

Supporting text

11.36 The purpose of Policy PLP56 is to set out more detailed criteria for development proposals affecting heritage assets of archaeological interest.

11.37 When considering archaeological resources, the Authority will seek advice from a qualified planning archaeologist for that purpose.

11.38 The most significant known archaeological heritage assets are usually designated as scheduled monuments and are of national or international importance. It is widely recognised that there are sites which have an equal significance, but which are non-designated heritage assets. If the significance of such sites has been demonstrated, they will be treated in the same way as scheduled monuments. In addition, there are many other archaeological sites which do not have such a great significance but which form a valuable part of the City's historic environment. These may also be referred to as non-designated heritage assets. The City's HER is the definitive record of all known archaeology, including such sites. The nature of the archaeological record also means

that there are many sites of which nothing is presently known, which may be revealed during development works.

- 11.39 Planning decisions will take account of the significance of remains. Development proposals potentially affecting known or suspected archaeological resources will be required to include a Heritage Statement.
- 11.40 Preservation of archaeological assets in situ is the preferred position. In respect of scheduled monuments or non-designated heritage assets of equivalent significance, the preservation of archaeological remains in situ and undisturbed will usually be required. In some cases this can be achieved by avoiding sensitive areas. It should be noted that development which affects a scheduled monument and its setting will require permission from the Secretary of State. Historic England should be notified where Scheduled Monument Consent is required in addition to planning permission. Pre-application engagement with Historic England is also encouraged for all proposals that are likely to affect the significance of a Scheduled Monument.
- 11.41 If a development cannot preserve archaeological assets in situ a Written Scheme of Investigation should be produced in accordance with the professional standards of the Chartered Institute for Archaeologists in order to identify any mitigating measures. A programme of recording should then be carried out in accordance with the Written Scheme of Investigation and the resulting archive should be deposited with Portsmouth Museum and a copy of the report with the City's HER to be made publicly available.
- 11.42 Any projects where significant archaeological interest has been established, such as projects involving major infrastructure, and/or within areas of known archaeological potential will require a programme of archaeological work. The details must be set out in the Written Scheme of Investigation. This must provide for the deposition of the record created by any investigation or recording in the City's HER and deposition of the archive with Portsmouth Museum.

Chapter 12: Monitoring

- 12.1 The Local Plan is subject to regular monitoring over the plan period through the use of targets and indicators. This will assess its impact and whether or not the delivery of its vision and objectives are being achieved. The targets and indicators will be reported on once a year in the Authority Monitoring Report (AMR).
- 12.2 Table 12.1 sets out the Local Plan policies and the targets they seek to achieve. In order to monitor whether or not these targets are being met, indicators are used to assess each policy's yearly performance. This information will be gathered using an array of methods and will be reliant upon a number of stakeholders and bodies to provide key data. Careful consideration has been taken when formulating these indicators to ensure that they are specific, measurable, achievable, relevant, and time-bound (SMART) and can therefore be monitored on a yearly basis.
- 12.3 Monitoring indicators have been applied to policies in accordance with Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Beyond this, further indicators which relate to locally important issues have also been applied to policies. These include indicators relating to design, to ensure all developments are of the highest quality; indicators related to retention and delivery of necessary employment floorspace; indicators on flooding, in order to continually assess the level of flood risk across the City and indicators to monitor the level of green infrastructure being delivered across the City. These have been considered to be important to monitor to provide the local community and other stakeholders with yearly updates. Not all policies within the Local Plan are assigned monitoring indicators. This is largely due to there being no appropriate monitoring indicators that can be assigned to these policies to measure their performance.
- 12.4 The final column of Table 12.1 sets out the delivery partners for each policy, as well as the trigger points and actions to be taken if a policy is not delivering to target.
- 12.5 The outcome of this yearly monitoring will inform the review of this Local Plan in due course.

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP1	Ensuring all new development in the City achieves a high standard and quality of design and place-making that supports beauty	Critical evaluation using the 'Building for Life' assessment framework or a similar range of Urban Design criteria at the post occupation stage. This would be of a selection of implemented schemes - across a range of application types/ scales - householder, minor, majors.	PCC will work with developers, the Agents' Forum and the Design Review Panel
PLP2		See detailed climate emergency policies	
PLP3	<p>Sea defences, land decontamination and land raising/servicing to be completed prior to the commencement of development between 2025-30</p> <p>58,000 m² marine employment floorspace delivered between 2035-40 with some likely to come forward beyond the plan period</p> <p>400 homes completed between 2025-35</p> <p>414-850 homes completed between 2035-40 with some likely to come forward beyond the plan period</p> <p>New bridge delivered between 2025-40</p> <p>Local shop and community facilities completed between 2030-35</p>	<p>Outline & reserved matter permissions granted for net additional homes and commercial floorspace</p> <p>Net additional homes and commercial floorspace (m²) completed</p>	<p>Development is unlikely to be able to proceed without prior delivery of the compensatory habitat and critical enabling works, notably site decontamination and flood defences.</p> <p>If not delivered in line with approved Site Wide Phasing Strategy and condition/legal agreement secured via TWAO.</p> <p>Development is unlikely to be able to proceed without prior delivery of the compensatory habitat</p> <p>They should be delivered before the occupation of the first home</p>
PLP4	<p>Enabling works & sea defence wall completed by 2024.</p> <p>431 homes completed between 2025-30</p> <p>625 homes completed between 2030-35</p> <p>716 m² of commercial floorspace delivered between 2030-35</p> <p>840 m² ancillary commercial uses delivered at the transport hub between 2030-35</p> <p>Phase 1 of transport hub delivered by 2030</p> <p>Phase 2 of transport hub delivered by 2035</p>	<p>Outline & reserved matter permissions granted for net additional homes and commercial floorspace</p> <p>Number of net additional homes and commercial floorspace (m²) completed</p> <p>Reserved matters permitted for the Transport Hub; phased completion of the Transport Hub</p>	<p>Underway</p> <p>Reserved matters application needs to be permitted by June 2025 to keep extant permission</p>

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP5 Lakeside	50,000 m ² of office floorspace completed by 2040	Outline & reserved matter permissions granted Amount of new office floorspace completed per annum	If lack of interest is demonstrated in new office floorspace through a robust marketing campaign then other commercial uses will be allowed
PLP6 Portsmouth City Centre	20,000 m ² (1,546 m ² net) of Office floorspace completed between 2030-40 1,721 homes completed 2030 2,437 homes completed between 2030-2040 Provision of supporting infrastructure including but not limited to street scene improvements, new open space at City Centre North and improved provision for the market	Outline & reserved matter permissions granted Number of net additional homes and commercial floorspace m ² completed Overview of development within the City Centre, including regard to delivery milestones arising from targets identified in any relevant masterplan(s)	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
PLP7 Fratton Park & the Pompey Centre	Delivery of 710 homes between 2030-2040 with some likely to come forward beyond the plan period Expansion to the north stand of Fratton Park Football Stadium to increase the capacity from 21,000 to between 26,000 and 30,000 between 2035-40 Off road pedestrian/cycle route from Fratton Station delivered prior to occupation of homes and opening of the Fratton Park expansion. Delivery of associated hotel and mixed conference and event facilities, open for business when the Fratton Park Stadium expansion opens Ground floor active uses open for business when the first homes and business premises are occupied	Outline & reserved matter permissions granted; Number of net additional homes completed Ground floor active floorspace completed (m ²) Delivery of an off road route from Fratton Station	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
PLP8 St James' & Langstone Campus	Delivery of 209 homes between 2025-30 (application 20/00204/FUL) Delivery of 88 homes between 2025-30 Delivery of 120 homes between 2030-35	Outline & reserved matter permissions granted Number of net additional homes completed	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP9 Horsea Island Open Space	Creation of new 64 hectares of public open space with potential for public access after 2030	Outline & reserved matter permissions granted as necessary Delivery of public access to the new open space post 2030	By 2027, if the site is not anticipated to be ready to be opened for public access in 2030 further assessment will be needed by PCC / Veolia to determine the measures needed to expediate access.
PLP10 Land west of Portsdown Technology Park	Delivery of 12,500 m ² of R&D/B2 floorspace by 2030	Outline & reserved matter permissions granted Amount of commercial floorspace permitted and completed by use class	By 2030, contact the landowner if planning applications for the site have not been forthcoming
PLP11 Port Solent	Flood defence improvements prior to occupation of homes Delivery of 500 homes and marine uses between 2035-40 with some likely to come forward beyond the plan period Improved access for sustainable transport modes from and to the A27 by 2040	Outline & reserved matter permissions granted Number of net additional homes completed and occupied m ² marine floorspace completed Access improvements associated with residential development at Port Solent	Ongoing liaison with site developer to understand delivery timescales more precisely.
PLP12 St John's College	Delivery of 212 homes between 2030-35	Outline & reserved matter permissions granted Number of net additional homes and m ² commercial floorspace completed.	Ongoing liaison with The developer and close cooperation to identify potential sources of delay and deliver timescales more precisely.
PLP13 Fraser Range	Delivery of new seawall flood defences and related extension to coastal path between 2025-30 Delivery of main access road improvements between 2025-30 Delivery of first 40 (of 134) new homes and related landscaping between 2025-30 Delivery of remaining 94 (of 134) new homes and related landscaping between 2030-35	Outline & reserved matter permissions granted Progress towards delivery of sea defence and coastal path Delivery of associated infrastructure	Ongoing liaison with site developer to understand delivery timescales more precisely.

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP14 The News Centre	Delivery of an electric bus depot Delivery of 100 new homes between 2030 and 2035	Outline & reserved matter permissions granted for electric bus depot and net additional homes Completion of electric bus depot, and net additional homes	By 2028, contact the landowner if a planning application for this element of the site has not been forthcoming. By 2032, contact the landowner if a planning application for this element of the site has not been forthcoming
PLP15 Somers Orchard	Delivery of 565 homes between 2030-35 Delivery of 353 affordable homes between 2030-35	Outline & reserved matter permissions granted for net additional homes Percentage of affordable housing as per strategic site policy requirement	Ongoing liaison with The developer / The City Council's Housing Revenue Account team.
PLP16 Housing Target	At least 680 new homes delivered in the City every year	Number of net additional homes with extant permission Number of net additional homes completed Summary of delivery milestones for strategic sites and allocations arising from targets identified in relevant policies Five year supply and looking forward to the remainder of the plan period	Housing Delivery Test consequences including the tilted balance and implementing the Housing Delivery Test Action Plan
PLP17 Affordable Homes	Delivery of 30% affordable homes on sites across the City	Annual monitoring of number and percentage of net additional affordable homes permitted and completed on sites across the City	Under delivery of affordable housing would be flagged in the AMR. Partners are the PCC Housing Revenue Account team and registered social landlords

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP18 Housing mix	<p>Ensuring new development for the following types/groups are policy compliant in terms of mix:</p> <ul style="list-style-type: none"> • Market homes • Affordable home ownership • General need affordable rented • Older persons affordable rented <p>Ensuring enough homes are built to accessible or adaptable standards, in compliance with the policy</p>	Annual monitoring of housing types, sizes and tenure of housing and specialist housing permissions and completions	
PLP19 Housing for Specific Groups	<p>Ensuring new development for the following types/groups are policy compliant, including with the Local Plan as a whole:</p> <ul style="list-style-type: none"> • Self-build and custom-build • Older persons' housing • Specialist and supported housing • Purpose-built student accommodation • Build to Rent homes • Communal or co-living homes • Service personnel and service family accommodation 	Annual monitoring of housing types, sizes and tenure of housing and specialist housing completions	<p>Under delivery of affordable housing would be flagged in the AMR.</p> <p>Partners are the PCC Housing Revenue Account and registered social landlords</p>
PLP20 Houses in Multiple Occupation	Ensuring new HMOs are policy compliant, with regard to percentage of residential properties in an area (Ward, for monitoring purposes)	Annual monitoring of number of HMOs permitted and refused by Ward. Capture C3 to C4 as well as C3 and C4 to sui generis	Working with the Licensing team at PCC to ensure that new HMOs are meeting acceptable standards
PLP21 Residential Density	Ensuring sites are optimised in terms of residential density, having regard to the minimum density targets for location contained in the policy	Monitoring of residential density received from HCC by residential density zone	Building at appropriate densities to make an efficient use of land is necessary to meet the housing target set in Policy PLP16. Therefore the Housing Delivery Test consequences including the tilted balance and implementing the Housing Delivery Test Action Plan are relevant to the implementation of this policy
PLP22 Space Standards	Ensuring that new development meets nationally described space standards for internal floorspace.	Number of applications not meeting nationally described space standards for internal floorspace.	Liaison with PCC Development Management (DM)

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP23 Estate Renewal	Ensuring sustainable estate renewal of PCC owned and managed assets in the City	Overview of development within the Estate Renewal Areas, including success on delivery milestones arising from targets identified in any relevant masterplan(s)	Liaison with PCC Estates Team
PLP24 Gypsies, Travellers & Travelling Showpeople	Delivery of pitches or sites for gypsies and travellers in accordance with the latest identified need and criteria based policy	Number of new permanent or temporary pitches permitted and completed, and number of enforcement cases.	Liaison with PCC Community Safety team
PLP25 Employment Target	Targets: • Office 58,645 • R&D 15,270 • B2/B8 64,514	Amount of floorspace delivered by use class	Liaison with PCC Economic Growth & Skills team
PLP26 Safeguarding Employment Land	No net loss of existing or allocated employment floorspace that is fit for purpose	Amount of floorspace lost by use class both through permitted schemes and permitted development rights	Liaison with PCC Economic Growth & Skills team
PLP27 Employability & Skills	ESPs agreed for each permission for >30 homes and/or 1000 m ² commercial floorspace ESPs delivered for each completion of >30 homes and/pr 1000 m ² commercial floorspace	Number of ESPs completed per year for homes constructed and commercial premises developed	Liaison with PCC Economic Growth & Skills team
PLP28 Town Centres	Delivery of growth and annual appraisal of change of main town centre uses across the City Centre, and its Core Commercial Areas. As above for Town, District, Local and Neighbourhood centres, to be monitored as appropriate (e.g. every 2-3 years).	Net change in floorspace permitted and completed for Use Class E Commercial Business and Service (a)(b)(c) and Use Class F1 Learning and non-residential institutions within designated centre boundaries (for all centres, annual monitoring). Percentage of above uses within the City Centre as a whole, and within its Core Commercial Areas (annual monitoring). Percentage of above uses within each Town, District, Local and Neighbourhood Centre, as appropriate (e.g. every 2-3 years). Vacancy rates within the City Centre, and in their Core Commercial Area (annual monitoring). Vacancy rates will be monitored in the Town, District, Local and Neighbourhood Centres as appropriate e.g. every 2-3 years.	Liaison with PCC Town Centre Manager
PLP30 Cultural and Visitor Economy	Growth of cultural and visitor economy uses to maximise economic diversity and drive culture-led regeneration	Update on new development of cultural and visitor economy uses, and visitor numbers in the City.	Liaison with PCC Culture team

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP31 Flooding	Reduction in the impact and extent of all types of flooding	Progress on flood defence projects within the City Number of homes and/or businesses at reduced risk from flooding following the delivery of flood defences. Developments granted planning permission contrary to the advice of the EA in Flood Risk Zones 2 and 3	Partners: Coastal Partners / Environment Agency / PCC Lead Local Flood Authority Trigger: Any development granted planning permission in flood zones contrary to the advice of the EA
PLP33 Sustainable Construction and Onsite Renewable Energy	All development to meet latest water efficiency standard.	Development meeting 110 litres per person water efficiency standard or latest equivalent.	Following on from the WMS that forbids local plans from exceeding energy efficiency standards set in Building Regulations, carefully monitor any changes to the Building Regulations
PLP34 Renewable Energy	Increase in the number of renewable energy schemes in the City	Number of renewable energy schemes permitted and completed	
PLP36 Coastal Zone	Conserve and enhance the character of the Coastal Zone area	Number of schemes permitted and completed within the Coastal Zone that are policy compliant.	Partners: Coastal Partners / Environment Agency / PCC Lead Local Flood Authority Trigger: Any development granted planning permission in flood zones contrary to the advice of the EA
PLP35 Air quality & Pollution	Improve the City's air quality	Report on Key indicators from the Air Quality Annual Status Report including for example data on: <ul style="list-style-type: none"> • Vehicles subject to the Clean Air Zone (CAZ); • Pollution levels at monitoring points; and • Changes in quality at AQMA's Number of major permissions that positively contribute to the green grid.	Future reviews of the CAZ Liaison with PCC Public Health and Transport teams
PLP38 Green Infrastructure	Create and enhance the green grid in the City	Number of major permissions that negatively impact the green grid. Contributions from Major developments s106 towards green infrastructure	Liaison with PCC Greening the City and Transport teams
PLP39 Biodiversity	Protection and enhancement of National Nature Conservation designations	Condition of SSSI/protected habitats: favourable, unfavourable, unfavourable recovering (as per HBIC)	Partners: HCC Habitat and Biodiversity Information Centre, PCC Parks team and the Hampshire & Isle of Wight Wildlife Trust
PLP40 Biodiversity Net Gain	Uplift in total biodiversity in the City Development schemes providing onsite / offsite BNG	Number of applications achieving on site BNG of 10% or more both onsite / offsite	Partners: PFSH Strategic Environmental Protection Officer (SEPO)

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
PLP41 Trees & Hedgerows	No loss of protected trees without replacement	Planning applications granted for loss of Tree Preservation Order (TPO) trees without replacement	Liaison with PCC Tree Officer
PLP42 Solent Waders & Brent Geese Sites	Protect supporting habitat for Waders and Brent Geese	Development permitted directly and indirectly impacting on these sites and mitigation provided. Development refused due to impact upon supporting habitat	Partner: Bird Aware Solent
PLP43 Recreational Disturbance on International Nature Designations	Effectiveness of the Solent Recreation Mitigation Strategy. Number of schemes contributing to the Solent Recreation Mitigation Strategy	Total contributions to Bird Aware	Partner: Bird Aware Solent
PLP44 Nutrient Neutrality in International Nature Designations	Ensuring development does not negatively contribute to nitrification in the Solent	Number of Schemes securing nutrient neutrality mitigation Amount of nutrients secured by LPA in Kg/TN/yr	Partners: PISH SEPO, PCC Housing Revenue Account team, the Hampshire & Isle of Wight Wildlife Trust and the PCC CIL team
PLP45 Open Space	Open space secured as part of new development	Net amount of open space secured as part of new development (hectares) above the policy threshold Financial contributions for qualitative improvements	Liaison with PCC Parks team
PLP46 Local Green Spaces	Protect and enhance Local Green Spaces	Number of development proposals permitted that relate to either the improvement or loss of Local Green Spaces	Liaison with PCC Parks team
PLP47 Movement and Transport	To deliver development that minimises the need to travel and maximises the availability of relevant sustainable transport options, so that growth in private vehicle use is kept to a minimum	Developments granted planning permission for transport infrastructure Progress towards delivery of attractive, inclusive, safe and accessible walking and cycling routes across the City (LTP4 Policy G). Progress towards delivery of strategic transport improvements identified within the Strategic Transport Assessment.	Partners: PCC highways authority / National Highways / Network Rail / Triggers: No mitigation secured at strategic development sites that require measures, as set out within the Strategic Transport Assessment. No CIL funds spent on transport improvements by 2030 No gross increase in non-motorised transport routes by 2030
PLP48 Access and Parking	Make efficient use of land in Portsmouth and provide appropriate vehicle, bicycle and alternative parking (e.g. scooters) in terms of amount, design and layout for residential and non-residential developments	Delivery of new Portsmouth's Parking Strategy Delivery of Portsmouth's new Parking Standards and Transport Assessment SPD. Progress towards delivery of shared transport modes (LTP4 Policy C).	Partners: PCC Highways Authority Triggers: Parking Strategy not adopted by 2025 / Parking Standards SPD not adopted by 2026

Policy	Targets	Indicators	Partners, delivery mechanisms, triggers and actions required if policy not being achieved.
		Delivery of cycle parking facilities and associated infrastructure (LTP4 Policy G).	
PLP49	To undertake effective placemaking to deliver multifunctional public realms across the City	Number of public realm, cultural and public art projects secured by s106 agreement and planning condition	
PLP50	All development is supported by infrastructure as far as necessary to mitigate its impact	Total CIL monies gathered Progress towards delivery of critical infrastructure projects as identified within the IDP	Partners: Infrastructure providers and the PCC CIL team
PLP51	Provide infrastructure to ensure all new developments are served by superfast broadband, full fibre connections or equivalent. Removal, reduction in prominence and undergrounding of telecommunications/ utilities infrastructure where feasible	Increase in coverage of superfast broadband and full fibre connections	Partners: PCC / Telecommunications and utility companies Triggers: No expansion of coverage by 2030
PLP52	Protect and enhance the provision of community facilities to meet the everyday needs of local communities	Number of permissions and completions for new community facility floorspace Amount of community facility floorspace lost Progress on the delivery of key community facilities set out in Portsmouth's Corporate Plan (2023/24)	Partners: PCC / Developers Triggers: No new community facilities delivered at strategic sites where the requirement is set out in Policy. Loss of community facilities through Change of Use 1 development of this type in 3 consecutive years or 3 such developments in 1 year
PLP55	Review and update as necessary one of the existing Conservation Area Appraisal and Guideline Documents per annum.	Progression/ completion of review of one (1) of the Council's existing Conservation Area and Appraisal Documents by December.	

Table 12.1: Local Plan Monitoring

Appendix 1: List of Policies to be superseded by the Portsmouth Local Plan

Portsmouth City Local Plan 2001-2011

Saved Policy superseded	Portsmouth Local Plan Policy
DC21: Contaminated Land	PLP37: Contaminated Land
DC26: Access onto Primary and Distributor Roads	PLP48: Access & Parking
DC31: Employment Sites outside the Primary Area	PLP26: Safeguarding Employment Land
DC44: Housing Revival Areas	PLP28: Town Centres, PLP16: Housing Target
DC45: Loss of Housing	PLP16: Housing Target
BF1: Land South of Burrfields Road	PLP52: New & Existing Community & Leisure Facilities
CS1: Goldsmith Infant School	PLP52: New & Existing Community & Leisure Facilities, PLP49: Public Realm
CS2: Goldsmith Avenue/Fawcett Road Urban Priority Area	Implemented
CD10: Alder's Warehouse	Implemented
CD14: Improved Access to Trafalgar Gate	PLP47: Movement & Transport
CP1: Brynwell Builder's Yard, Copnor Road	PLP16: Housing Target
CM1: Land East of the Marriott Hotel	PLP47: Movement & Transport
CM4: Cosham Transport Interchange	Implemented
CM6: Queen Alexandra Hospital	PLP52: New & Existing Community & Leisure Facilities
CM7: A27 Cycleway	PLP47: Movement & Transport
CM8: Portsdown Hill	PLP45: Open Space, PLP39: Biodiversity, PLP46: Local Green Spaces
DF2: 109b and 111-113 Havant Road	PLP16: Housing Target
EC1: Langstone Harbour Coastal Path	PLP39: Biodiversity, PLP38: Open Space
HS3: Land West of Peronne Road	Implemented
HS4: Museums Store, Copnor Road	PLP16: Housing Target, PLP52: New & Existing Community & Leisure Facilities
HS5: Hilsea Lido	PLP45: Open Space, PLP52: New & Existing Community & Leisure Facilities
MT1: St. Mary's Hospital (West)	Implemented
MT2: Land South of St. James' Hospital	PLP8 St James' & Langstone Campus, PLP45: Open Space
MT3: Land at St James' Hospital	PLP8 St James' & Langstone Campus
MT4: St. James' Hospital (Main Building)	PLP8 St James' & Langstone Campus, PLP54: Listed Buildings
MT5: Land North of Goldsmith Avenue	PLP25: Employment Target
MT7: Land North of Milton Park Infant/Junior School	PLP52: New & Existing Community & Leisure Facilities
NL2: Waterside School	PLP52: New & Existing Community & Leisure Facilities
PG3: Land at Marsden Road	PLP16: Housing Target, PLP52: New & Existing Community & Leisure Facilities, PLP47: Movement & Transport
SJ1: Land North of Clarence Parade	PLP16: Housing Target
SJ3: Southsea Skate Park	PLP46: Local Green Spaces
SJ8: Land to the West of Exmouth Road	PLP16: Housing Target

SJ9: Land at the Corner of Exmouth Road and St Vincent Road	PLP16: Housing Target
ST2: Ravelin Park	Implemented
PH1: Portsmouth Harbour Coastal Zone	PLP36: Coastal Zone
LH1: Langstone Harbour Open Coastal Area	PLP36: Coastal Zone
LH2: Langstone Harbour Coastal Zone	PLP36: Coastal Zone

The Portsmouth Plan (Portsmouth's Core Strategy) 2012

Existing Policy superseded	Portsmouth Local Plan Policy
PCS1: Tipner	PLP3: Tipner West & Horsea Island East, PLP4: Tipner East
PCS2: Port Solent	PLP11: Port Solent
PCS3: Horsea Island	PLP3: Tipner West & Horsea Island East, PLP9: Horsea Island Open Space
PCS4: Portsmouth City Centre	PLP6: Portsmouth City Centre
PCS5: Lakeside Business Park	PLP5: Lakeside North Harbour
PCS6: Somerstown and North Southsea	PLP23: Estate Renewal, PLP15: Somers Orchard
PCS7: Fratton Park & the South Side of Rodney Park	PLP7: Fratton Park & the Pompey Centre
PCS8: District Centres	PLP28: Town Centres
PCS9: The Seafront	PLP36: Coastal Zone
PCS10: Housing Delivery	PLP16: Housing Target
PCS11: Employment Land	PLP25: Employment Target
PCS12: Flood Risk	PLP31: Flooding
PCS13: A Greener Portsmouth	PLP38: Green Infrastructure, PLP39: Biodiversity
PCS14: A Healthy City	PLP35: Air Quality & Pollution, PLP45: Open Space, PLP47: Movement & Transport, PLP49: Public Realm, PLP52: New & Existing Community & Leisure Facilities
PCS15: Sustainable Design and Construction	PLP33: Sustainable Construction and Onsite Renewable Energy
PCS16: Infrastructure and Community Benefit	PLP50: Infrastructure Delivery, PLP51: Electronic Communication & Utilities Infrastructure, PLP27: Employability & Skills
PCS17: Transport	PLP47: Movement & Transport
PCS18: Local Shops and Services	PLP29: Small Local Shops
PCS19: Housing Mix, Size and the Provision of Affordable Homes	PLP17: Affordable Homes, PLP18: Housing Mix, PLP19: Housing for Specific Groups, PLP22: Space Standards
PCS20: Houses in Multiple Occupation (HMOs): ensuring mixed and balanced communities	PLP20: Houses in Multiple Occupation
PCS21: Housing Density	PLP21: Residential Density
PCS22: Gypsy, Traveller & Travelling Showpeople Accommodation	PLP24: Gypsies, Travellers & Travelling Showpeople
PCS23: Design and Conservation	PLP1: Design, PLP53: Historic Environment
PCS24: Tall Buildings	PLP1: Design

Somerstown and North Southsea Area Action Plan (AAP) 2012

Policy superseded	Portsmouth Local Plan Policy
SNS1: Presumption in favour of Sustainable Development	The Emerging Local Plan
SNS2: Comprehensive Change	PLP23: Estate Renewal
SNS3: New Routes	PLP49: Public Realm, PLP47: Movement & Transport, PLP48: Access & Parking
SNS4: Removal of Winston Churchill Roundabout	PLP47: Movement & Transport
SNS5: Community Facilities: Land Use	Implemented
SNS6: Local Centre	PLP28: Town Centres
SNS7: Residential Development	PLP23: Estate Renewal, PLP18: Housing Mix, PLP19: Housing for Specific Groups
SNS8: Employment	PLP25: Employment Target
SNS9: Public Open Space: Allocations	PLP45: Open Space
SNS10: Development on Existing Open Space	PLP45: Open Space
SNS11: General Design Principles	PLP1: Design

Southsea Town Centre Area Action Plan (AAP) 2007

Policy superseded	Portsmouth Local Plan Policy
STC1: Sustainable Construction & Design	PLP33: Sustainable Construction and Onsite Renewable Energy
STC2: Southsea Town Centre	PLP28: Town Centres
STC3: Southsea Primary Frontage	PLP28: Town Centres
STC4: Restaurants & Café	PLP28: Town Centres
STC5: Drinking Establishments & Hot Food Take-aways	PLP28: Town Centres, PLP30: Cultural and Visitor Economy
STC6: Markets & Events	PLP30: Cultural and Visitor Economy, PLP28: Town Centres
STC7: Access	PLP47: Movement & Transport PLP48: Access & Parking
STC8: Taxi Ranks	PLP47: Movement & Transport
STC9: Ashby Place Car Park	PLP28: Town Centres, PLP48: Access & Parking
STC10: Design	PLP1: Design
STC11: Shop Fronts	PLP28: Town Centres, PLP29: Small Local Shops
STC12: Environmental Improvements	PLP28: Town Centres, PLP49: Public Realm
STC13: Palmerston Road Precinct	PLP49: Public Realm, PLP1: Design PLP48: Access & Parking
STC14: Links	PLP49: Public Realm, PLP1: Design
STC15: Knight & Lee, Palmerston Road	PLP28: Town Centres, PLP16 Housing Target
STC16: Grosvenor Casino, Osborne Road	PLP28: Town Centres, PLP52: New & Existing Community & Leisure Facilities PLP16 Housing Target
STC17: 14-18 Osborne Road	PLP28: Town Centres PLP16: Housing Target

Appendix 2: Identified small/medium sites of less than one hectare with capacity for five or more dwellings

HELAA 2023 Site ref.	Site Name	Area (ha)	0-5 years	6-10 years	11-15 years	>15 years	Total net dwellings
BA01	Coniston Avenue	0.28	0	11	0	0	11
BA02	West of Milton Road	0.47	0	0	20	0	20
BA03	Garages on Kendal Avenue	0.15	0	0	10	0	10
CD02	Car Park, Crasswell Street	0.03	0	5	0	0	5
CD04	The Invincible, Wickham Street	0.03	42	0	0	0	42
CD05	Car Park, College St	0.16	0	0	60	0	60
CD06	Rosemary Lane, Garages	0.04	0	0	20	0	20
CD07	Bridge Centre, Fratton	0.38	0	115	0	0	115
CD10	Maxstoke Close Car Park	0.12	0	5	0	0	5
CD11	27 - 29 Kingston Road	0.03	7	0	0	0	7
CD15	Hertford Place	0.16	0	17	0	0	17
CD20	Durham Street	0.42	0	0	50	0	50
CD21	Port Royal Street Industrial Area, East of Somers Road	0.17	0	0	20	0	20
CD29	28-42 Lake Road	0.08	0	40	0	0	40
CD65	117-127 Fratton Road	0.18	0	30	0	0	30
CD73	Maitland Street	0.20	0	5	0	0	5
CD75	Venture Tower Fratton Road	0.09	0	38	0	0	38
COP01	Brynwell Builder's Yard, 207-217 Copnor Road	0.10	20	0	0	0	20
COP02	Green Lane Garages	0.05	0	5	0	0	5
COP03	Copnor Methodist Church	0.14	0	15	0	0	15
COS01	Cosham Health Centre, Vectis Way	0.33	70	0	0	0	70
COS02	Community Centre, Cosham	0.28	0	50	0	0	50
COS03	Westmoors 50 London Road Cosham	0.07	0	10	0	0	10
COS04	Former Cosham Police Station	0.28	0	60	0	0	60
COS06	Cosham Fire Station	0.17	0	50	0	0	50
CS01	139 - 141 Goldsmith Avenue	0.07	0	0	12	0	12
CS02	163 Goldsmith Avenue	0.07	0	0	20	0	20
CS06	227-231 Goldsmith Avenue	0.09	25	0	0	0	25
DF02	Karen Avenue	0.45	0	6	0	0	6
EC02B	Land at Halliday Crescent	0.13	0	5	0	0	5
EC07	4 Waverley Road	0.12	0	5	0	0	5
EC08	1A Beatrice Road	0.02	5	0	0	0	5
EC14	Eastney Swimming Pool and part of Southsea Leisure Park	0.88	8	0	0	0	8
FR02	Car Sales, Cornwall Road	0.07	0	10	0	0	10
FR03	Nancy Road Car Park	0.12	0	5	0	0	5
FR04	46- 50 Kingston Road	0.03	11	0	0	0	11
FR06	St Wilfrids Church, 49 George Street	0.09	8	0	0	0	8
HI01	Hilsea Lodge (Highgrove)	0.48	24	0	0	0	24

HELAA 2023 Site ref.	Site Name	Area (ha)	0-5 years	6-10 years	11-15 years	>15 years	Total net dwellings
HI02	Land of former supermarket, Stubbington Avenue	0.18	0	20	0	0	20
HI08	Museums Store, Copnor Road	0.27	0	0	10	0	10
MI03	142 Milton Road (former Pickwick Pub)	0.08	12	0	0	0	12
MI07	185-191 Highland Road	0.04	8	0	0	0	8
NE02	Smeaton Street Garages	0.02	0	5	0	0	5
NE03	Former Police Station, Kingston Crescent	0.41	0	60	0	0	60
NE05	205 London Road	0.02	0	8	0	0	8
NE06	Blue Anchor PH, 2 London Road	0.03	0	6	0	0	6
NE07	Former Barclays 82 London Road	0.03	9	0	0	0	9
NE09	98 London Road	0.18	30	0	0	0	30
NE20	305-307 Twyford Avenue	0.03	6	0	0	0	6
NE22	Land at Heathfield Road	0.08	0	15	0	0	15
PA03	140 Southampton Road	0.16	0	20	0	0	20
PA15	Land at Bude Close	0.09	0	5	0	0	5
SJ02	71 -73 Palmerston Road	0.03	6	0	0	0	6
SJ04	61-63 Marmion Road	0.06	0	5	0	0	5
SJ08	Former Grosvenor Casino, Osborne Road	0.09	0	10	0	0	10
SJ12	82-88 Clarendon Road	0.04	10	0	0	0	10
SJ16	Wimbledon Park Sports Centre	0.23	0	10	0	0	10
ST01	City Records Office	0.35	0	50	0	0	50
ST02	Middle Street	0.19	163	0	0	0	163
ST03	Open space at Stone Street	0.28	0	18	0	0	18
ST04	Wightlink Car Park	0.35	0	0	60	0	60
ST05	Car Park, Wiltshire Street	0.07	0	0	50	0	50
ST07	Derelict Land, Warwick Crescent	0.04	7	0	0	0	7
ST09	Wellington Street Garages	0.02	0	5	0	0	5
ST12	Cathedral House	0.07	0	8	0	0	8
ST14	7 Kings Road, Southsea	0.10	0	8	0	0	8
TOTALS			471	740	332	0	1,543

Appendix 3: Identified sites of more than one hectare with capacity for five or more dwellings

HELAA 2023 Site ref.	Site Name	Area (ha)	0-5 years	6-10 years	11-15 years	>15 years	Total net dwellings
CD01	Wardroom	2.71	0	200	0	0	200
DF06	East Lodge Farm (PCC owned)	1.25	0	0	25	0	25
DF07	Court Lane Yard	1.88	0	0	70	0	70
EC11	Southsea Marina	4.49	0	12	0	0	12
PA04	Beacon View Academy	1.33	0	70	0	0	70
PA08	Land at Marsden Road, Paulsgrove	1.79	0	0	80	0	80
TOTALS			0	282	175	0	457

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Appendix 4: Marketing Requirements for Change of Use Applications

This appendix is relevant to the following policies, which have marketing requirements for change of use applications:

- Development Management Policy PLP26: Safeguarding Employment Land
- Development Management Policy PLP28: Town Centres
- Development Management Policy PLP29: Small Local Shops
- Development Management Policy PLP52: New & Existing Community & Leisure Facilities

Applicants are encouraged to work on an iterative basis with the Local Planning Authority on their marketing campaigns. They should contact us before starting any marketing work and again once it is finished, but before they submit their application.

For all development proposals that involve the loss of an existing use protected by the above named policies a full and active marketing campaign should have been carried out for the minimum amount of time specified in the relevant policy. The marketing period set for Policies PLP26 to 29 is six months. The marketing period for commercially run community facilities set in Policy PLP52 is 12 months. These time periods are considered reasonable and provide sufficient time to test market demand for the existing use. The marketing period will need to be evidenced by a Marketing Report, which should be submitted along with the planning application. The scale of the Marketing Report should be proportionate with the scale and type of the proposed change of use. Therefore the scale of a Marketing Report for a large employment site located close to the City Centre will be much more onerous than for a small more local employment site. In all cases the marketing process requires as a minimum:

1. Confirmation by the marketing agent on headed company paper or electronic equivalent that the premises were appropriately and extensively marketed for the required length of time as set out by the Council. The marketing period must have ended on a date no more than six months before the date the planning application was submitted.
2. Downloaded and verified evidence of marketing on social media and the internet.
3. Dated photographs of marketing board/s of an appropriate quality, size, scale, location and number, during this time, on the premises.
4. An enquiry log, how it was followed up and why it was unsuccessful.
5. A copy of all advertisements in the local press and trade journals both paper and online.

The premises and/or site should be marketed at a price and associated terms that are commensurate with market values for the existing use, based on evidence from recent and comparable transactions and deals. To demonstrate that the price and terms are appropriate, at least three examples may be requested by the Local Planning Authority of completed transactions involving a similar site or premises and similar terms within the local area, dated within the last twelve months, and written evidence from an independent qualified valuer on the market values in the local area. All information about price and terms should be provided in an accessible format. Where the price changed during the period of the marketing campaign, the reasons for this should be recorded and included in the Marketing Report.

Where premises are marketed for lease, the length of lease offered should not be unduly restrictive and should include the potential for a short term lease in appropriate cases. Details of the lease terms offered should be included in the marketing report, along with any changes made to the terms offered during the period of the marketing campaign and the reasons for this.

Where the flow of enquiries has been limited or is decreasing during the period of marketing, the Marketing Report should explain any measures taken to refresh the marketing campaign.

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Glossary

Accessibility

The ability and level of ease in which people can move around an area and/or reach places and facilities.

Active Resistance Measures (in relation to flood risk)

Measures which are not permanently installed into a property and will require deployment before a flood event, such as a door guard (CIRIA, 2021).

Affordable Housing

This term encapsulates social rented, affordable rented and intermediate housing, which is provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Affordable Rented

A type of rent that is set up at no more than 80% of the local market rent.

Air Quality Management Areas (AQMAs)

Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

Amenity

A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

Ancient or Veteran Tree

A tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient, but are old relative to other trees of the same species. Very few trees of any species reach the ancient life-stage.

Article 4 Direction

A direction made under Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015 which withdraws permitted development rights granted by that Order. They are issued by local planning authorities.

Authority Monitoring Report (AMR)

An annual report that details the progress and effectiveness of a Council's planning policies, as set out in the Local Plan.

Biodiversity

The range and diversity of life in all its forms, including plants, animals and micro-organisms, their habitats and the ecosystems within which they live and interact.

Biodiversity Metric

The biodiversity metric is a tool (published by Natural England) used to calculate how a development, or change in land management, will change the biodiversity value of a site. The metric calculates the values as 'biodiversity units,' using the size, quality and location of the habitat. The Metric will be used for major development from February 2024, with a 'small sites metric' to be used on minor development from April 2024.

Biodiversity Net Gain (BNG)

Biodiversity net gain is a way of contributing to the recovery of nature while developing land, making sure that the habitat for wildlife is in a better state than it was before development occurred. The Environment Act contains a new 10% biodiversity net gain condition for planning permissions, which will become mandatory in November 2023. A 'biodiversity metric' can be used to measure the amount of biodiversity net gain (see above).

Biodiversity Opportunity Areas (BOA)

Extensive areas where improved habitat management, as well as efforts to restore and re-create Priority habitats, will be most effective in enhancing connectivity to benefit recovery of Priority species in a fragmented landscape.

Bird Aware Solent

Bird Aware Solent is the brand name of the Solent Recreation Mitigation Partnership. They are made up of fifteen local councils, Natural England, the Royal Society for the Protection of Birds, Hampshire & Isle of Wight Wildlife Trust, and Chichester Harbour Conservancy. The goal is to raise awareness of the ducks, geese and wading birds that spend the winter on the Solent coastline.

Blue Infrastructure

Networks, or features within a network, which relate to water, including rivers, streams, ponds, lakes and storm water provision.

BREEAM

This stands for the Building Research Establishment's Environmental Assessment Method. This is the preferred way of measuring the environmental sustainability of commercial buildings.

Brownfield Land/Sites

Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.

Build to Rent Homes

Homes developed and built specifically for the rental market.

Clean Air Zone

A clean air zone (CAZ) is an area where targeted action is taken to improve air quality and deliver improved health benefits and support economic growth. CAZs aim to reduce all sources of pollution, including nitrogen dioxide and particulate matter, using a range of measures tailored to the particular location. The Portsmouth Clean Air Zone launched on 29 November 2021. For the Portsmouth CAZ, non-compliant vehicles are older Heavy Goods Vehicles (including some larger motorhomes), buses and coaches, taxis and private hire vehicles. Private cars and vans are not charged in Portsmouth's CAZ.

Climate Change

Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

Community Infrastructure Levy (CIL)

A non-negotiable planning levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area, to support the delivery of infrastructure needed as a result of development.

Community-led Development

A development instigated and taken forward by a not-for-profit organisation set up and run primarily for the purpose of meeting the housing needs of its members and the wider local community, rather than being a primarily commercial enterprise. The organisation is created, managed and democratically controlled by its members. It may take any one of various legal forms including a community land trust, housing co-operative and community benefit society. Membership of the organisation is open to all beneficiaries and prospective beneficiaries of that organisation. The organisation should own, manage or steward the homes in a manner consistent with its purpose, for example through a mutually supported arrangement with a Registered Provider of Social Housing. The benefits of the development to the specified community should be clearly defined and consideration given to how these benefits can be protected over time, including in the event of the organisation being wound up.

Community Use Agreement (CUA)

A formal agreement between two parties to make sports facilities (during times when they are not required by the main user) available for the local community.

Conservation (relating to Heritage)

The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Conservation Area

Local authorities have the power to designate conservation areas, which are areas of special architectural and/or historic interest.

Conservation Area (Character) Appraisal

A published document defining the special architectural or historic interest that warranted the area being designated.

Core Commercial Area

The core part of town centres, as defined on the Portsmouth Local Plan Policies Map. Where a diversity of retail, commercial, leisure, culture, civic and service uses are concentrated.

Creative Cluster

An agglomeration of creative businesses and workers that collaborate and compete with each other.

Cultural Regeneration

Opportunity or catalyst for economic growth and regeneration through expansion, support and/or enhancement of creative industries and cultural activity or uses.

Deliverable (in terms of housing)

To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

Density (in the case of residential)

A measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

Design and Access (DAS) statement

A short report that accompanies and supports a planning application. They provide a framework for applicants to explain how a proposed development is a suitable response to the site and its setting, and demonstrate that it can be adequately accessed by prospective users.

Designated Heritage Assets

These assets are Listed Buildings, Conservation Areas, Scheduled Monuments, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and World Heritage Sites.

Design Code

A set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan or other design and development framework for a site or area.

Developable (in terms of housing)

To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

Development Plan

A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. This includes adopted Local Plans, neighbourhood plans and the, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

District Centres

A group of shops and some service outlets serving part of an urban area and providing a geographic focus for it, separate from the town centre but with more variety than local centres.

Duty to Cooperate

A legal requirement on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of the Local Plan in the context of strategic cross-boundary issues.

Ecological Impact Assessment (EclA)

The process of identifying, quantifying and evaluating potential effects of development or other proposed actions on habitats, species and ecosystems.

Employment and Skills Plan (ESP)

Employment and Skills Plans set out the type of training and employment opportunities that will be offered through a development. They are prepared by a developer with the help of the council and sometimes other key partners, such as Jobcentre Plus or the Construction Skills Industrial Training Board (CITB).

Enabling Development (in relation to Heritage decision making)

It is development that would not be in compliance with local and/or national planning policies, and would not therefore normally be granted planning permission, except where it contributes to securing viable re-use and conservation of a heritage asset.

Energy micro-generation

The small-scale generation of energy - typically renewable energy - by households, small businesses and communities. For example, solar panels being installed on a property's roof.

Energy (and Climate) Statement

A document which outlines how a proposed development will meet specific local energy efficiency targets.

EnerPhit Standards

It is a slightly relaxed standard for retrofit projects, where existing architecture and/or conservation issues mean that meeting the Passivhaus standard (see below) is not feasible.

Environmental Impact Assessment (EIA)

It is a tool used to assess any likely significance effects of a development proposal on the environment.

Exception Test (in relation to Flood Risk)

The purpose of an exception test is to show how flood risk will be managed on a proposed site. There are two parts to the test that need to be passed:

- Development that has to be in a flood risk area will provide sustainability benefits to the community that outweigh flood risk; and
- The development will be safe for its lifetime, taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce food risk overall.

Fabric first

It is an approach to building design which involves maximising the performance of the components and materials that make up the building fabric itself, before considering the use of mechanical or electrical building services systems. This can help reduce capital and operational costs, improve energy efficiency and reduce carbon emissions, whilst also reducing ongoing maintenance costs.

First Homes

A specific kind of discounted market sale housing and should be considered to meet the definition of 'affordable housing' for planning purposes. The criteria is that they must be discounted by a minimum of 30% against the market value; sold to a person or persons meeting the First Homes eligibility criteria; on their first sale, will have a restriction registered on the title at HM Land Registry to ensure this discount (as a percentage of current market value) and certain other restrictions are passed on at each subsequent title transfer; and, after the discount has been applied, the first sale must be at a price no higher than £250,000 (or £420,000 in Greater London).

Flood Risk Assessment (site-specific)

An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Future Homes Standard (FHS)

It is a standard that, from 2025, will require all new homes to produce 75-80% less carbon emissions than homes built under the current Building Regulations.

Green Corridors

Green corridors link areas of green space within the city. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal between wetlands and the countryside.

Greenfield Site/Land

Land (or a defined site) usually farmland or amenity space, that has not previously been developed.

Green Infrastructure (GI)

Green infrastructure (GI) is defined as a network of multi-functional green space and other green features, both urban and rural, which can deliver quality of life and environmental benefits for communities. It includes parks, open spaces, playing fields, woodlands – and also street trees, allotments, private gardens, green roofs and walls, sustainable drainage systems (SuDS) and soils. It includes rivers, streams, canals and other water bodies, sometimes called 'blue infrastructure.'

Grey Infrastructure

This refers to human-engineered infrastructure, such as roads, pipes, dams, seawalls and drains.

Gross Value Added (GVA)

The contribution made/added to an economy by a producer, sector, industry or region.

Gypsies and Travellers

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Habitat Regulations Assessment (HRA)

An assessment to determine whether or not development proposals are likely to have a significant effect on protected European sites.

Health Impact Assessment (HIA)

It is a tool used to identify the health impacts of a plan or project, and to develop recommendations to maximise the positive impacts and minimise the negative impacts, while maintaining a focus on addressing health inequalities.

Heritage Assets

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. This includes both designated (see above) and undesignated heritage assets (see below).

Heritage Statement

An assessment of the significance of any heritage assets and/or their settings affected by a development, and of the impacts of that development upon them.

Historic Environment

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Historic Environment Record (HER)

Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

Housing and Economic Development Needs Assessment (HEDNA)

A HEDNA assesses the future development needs for housing (both market and affordable) and employment across a local authority and aids the preparation of emerging local plans.

Housing and Economic Land Availability Assessment (HELAA)

An assessment which identifies a future supply of land that is suitable, available and achievable for housing and economic development uses over the plan period. It is an important source of evidence to inform plan-making and decision-taking, and the identification of a 5-year supply of housing land.

Houses in Multiple Occupation (HMOs)

Shared dwelling houses occupied by between three to six unrelated people who share basic amenities such as a kitchen and/or bathroom. In terms of planning 'use classes,' these are defined as use class C4. HMOs occupied by more than six people are 'sui generis' in planning terms.

Hydrogeological Risk Assessment (alternatively known as a 'Basement Impact Assessment')

An assessment that reviews proposed development below ground level and its potential impacts on surface water and groundwater flow levels.

Imperative Reasons for Overriding Public Interest (IROPI)

If it is established that there are no feasible alternative solutions for a project or plan, the competent authority must be able to identify “imperative reasons of overriding public interest” (IROPI) that justify the plan or project despite the environmental damage it will cause, under Article 6(4).

Index of Multiple Deprivation (IMD)

It is the official measure of relative deprivation for small areas (Lower Super Output Areas) in England, based on six domains: income, employment, health deprivation and disability, education skills and training, housing, and geographical access to services.

Infrastructure

The fundamental services and facilities that an area needs, for example, electricity, sewerage, drainage, water supply, roads, education, social and health facilities.

Infrastructure Delivery Plan (IDP)

The IDP forms part of the evidence base for the Local Plan. It assesses the infrastructure capacity and needs of the City and provides an overview of the way infrastructure is planned and the organisations involved in its delivery. It also looks at costs and likely funding

mechanisms for infrastructure and forms the bases for assessing contributions that would be sought to meet the needs for new development.

Landscape

As defined by the Council of the Europe Landscape Convention, Landscape means "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors." It can represent an array of arbitrary and non-arbitrary factors, such as, but not limited to:

- The visible features of an area of land (flora and fauna, topographic features and land use)
- sights, sounds, touch and smells
- cultural associations, history and memories

Landscape Scale

As defined in The Natural Choice, Natural Environment White Paper (2011), landscape scale is a "term commonly used to refer to action that covers a large spatial scale, usually addressing a range of ecosystem processes, conservation objectives and land uses."

Legibility

The quality of a place being understood, easily navigated by its users and easy for visitors to orient themselves in. It is an urban design concept and an element which contributes to the image of a place.

Local Centres

A small group of shops and perhaps limited-service outlets of a local nature (for example, a suburban housing estate) serving a small catchment area. Sometimes also referred to as a local neighbourhood centre.

Local Green Space (LGS)

A designation introduced by the NPPF which, through local and neighbourhood plans, allows communities to identify and protect green areas of particular importance to them. LGS designation should only be used where the green space is: a) in reasonably close proximity to the community it serves; b) demonstrably special to a local community and holds particular local significance, for example because of its beauty, historic significance, recreational value, tranquillity or richness of its wildlife; and c) local in character and is not an extensive tract of land.

Local Nature Recovery Strategy (LNRS)

Local nature recovery strategies are a system of spatial strategies for nature and environmental improvement required by law under section 106(5) of the Environment Act 2021. Each strategy must agree priorities for nature's recovery, map the most valuable existing areas for nature and map specific proposals for creating or improving habitat for nature and wider environmental goals.

Local Nature Reserves (LNR)

Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged.

Local Plan

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

Local Planning Authority

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority include the district council, London borough council, county council, Broads Authority, National Park Authority, the Mayor of London and a development corporation, to the extent appropriate to their responsibilities.

Local Wildlife Sites (LWS)

Non-statutory sites that are designated for their local nature conservation value.

Main Town Centre Uses

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Major Development

For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m² or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

Market Housing

Private housing for rent or for sale where the price is set in the open market.

Micromobility

The use of small, low speed vehicles that can transport people or goods. They can include scooters, cycles, skateboards, hoverboards and even segways. They come in many forms, including those powered by electric motors and those powered by people.

National Design Guide

A guide which illustrates how well-designed places that are beautiful, healthy, greener, enduring and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

National Model Design Code (NMDC)

A guide which provides detailed guidance on the production of design codes, guides and policies to promote successful design.

National Nature Reserves (NNRs)

Areas designated with the aim of securing protection and appropriate management of the most important areas of wildlife habitat, and to provide a resource for scientific research. All National Nature Reserves are Sites of Special Scientific Interest.

National Planning Policy Framework (NPPF)

A document which sets out government's planning policies for England and how these are expected to be applied.

Neighbourhood Centre

Very small centres which provide an element of local shops and/ or service provision to the local community. Along with local centres, they provide essential goods and services to their immediate neighbourhood.

Neighbourhood Plan

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004). A neighbourhood plan will contain policies or allocations to help shape new development and support delivery of strategic policies set out in the local plan, for the neighbourhood area.

Net Zero-Energy (NZE) or Zero-Energy Building (ZEB)

An equilibrium is achieved between the amount of greenhouse gas that has been emitted into the atmosphere and the amount that has been removed.

Non-designated Heritage Assets

These are locally identified buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.

Non-strategic Policies

Policies which address more detailed matters for specific areas, neighbourhoods or types of development. For example, site allocations, provision of infrastructure and community facilities at a local level and establishing design principles.

North Solent Shoreline Management Plan (SMP)

A high level, non-statutory, policy document that sets out a framework for the management of over 386km of coastline and coastal defences.

Nutrient Neutrality

A means of ensuring that a development plan or project, within catchment areas of vulnerable watercourses (such as The Solent), does not result in a net increase of nutrients (phosphates and nitrates) in those watercourses beyond current levels. Where neutrality measures are needed, the purpose of these mitigation measures is to avoid impacts to the designated sites, rather than compensating for the impacts once they have occurred.

Open Space

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Out of Centre

A location which is not in or on the edge of a centre, but not necessarily outside the urban area.

Passive Resistance Measures (in relation to flood risk)

Measures which are installed into a property and do not require further deployment or activation before a flood event, such as a full height door or automatic airbrick cover (CIRIA, 2021).

Passivhaus Standard

An international energy performance standard for achieving high energy efficiency in a building (new and/or existing). Passivhaus buildings provide a high level of occupant comfort using very little energy for heating and cooling.

Partnership for South Hampshire (PfSH)

A partnership of twelve local authorities around the Solent that aim to improve the environmental, cultural and economic performance of the South Hampshire area. Formerly the Partnership for Urban South Hampshire (PUSH)

Portsea Island Coastal Strategy Study

A strategy that builds on policies set out in the North Solent SMP and helps decide how the coastline surrounding Portsea Island, Portsmouth, Hampshire will be managed for the next 100 years.

Preservation (relating to heritage)

The process of keeping a heritage asset the same or preventing it from being damaged/destroyed.

Primary Shopping Area

A defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage). In Portsmouth, Primary Shopping Areas are referred to as Core Commercial Areas, to reflect the diversity of uses within them.

Public Realm

Those parts of a village, town or city (whether publicly or privately owned) available, for everyone to use. This includes streets, squares and parks.

Ramsar Sites

Wetlands of international importance, designated under the 1971 Ramsar Convention.

Regeneration

The holistic process of reversing economic, social and physical decline in an area in order to provide demonstrable benefits to the local community and improve their quality of life.

Renewable Energy

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat.

Section 106 Agreement

A legal agreement under section 106 of the 1990 Town & Country Planning Act. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.

Self-build and Custom-build Housing

Housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing. A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act.

Sense of Place

A highly subjective term which relates to the meaning and emotions a person attaches to a particular area or environment, based on their experiences. It can also be used to describe the unique character of a particular area.

Sequential Test Assessment (relating to flood risk)

Sequential testing is used to guide development to areas at lowest risk of flooding, by requiring applicants to demonstrate that there are no alternative lower risk sites available where the development could take place. If there are no other alternative locations, then the development must pass the 'exception test' (see definition above).

Shared Ownership

Homes whereby a person buys a percentage of the property and pays rent on the remainder.

Shared Transport

A mode of transport that is used by more than one user, such as public transport, bike-sharing, car-sharing or car clubs.

Sheltered accommodation

Housing specially designed to provide a safe environment for elderly or disabled people who are able to live quite independently, but may need the occasional help or support. There is often shared facilities and a warden.

Site Allocation

A site that is allocated in the Local Plan for a specific purpose, such as, but not limited to, housing, employment, retail or green space.

Sites of Importance for Nature Conservation/ Sites of Nature Conservation Importance (SINC/SNCI)

A local site which is of substantial nature conservation value. They are also known nationally as 'Local Wildlife Sites.'

Sites of Nature Conservation Importance (SNCI)

Locally important sites of nature conservation adopted by local authorities for planning purposes.

Sites of Special Scientific Interest (SSSI)

A site designated by Natural England under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (plants, animals and natural features relating to the Earth's structure).

Southampton and Portsmouth City Deal

The City Deal, signed on the 12th November 2013, is between the Government, local businesses and leaders from Southampton, Portsmouth and Hampshire Councils and the Solent Local Enterprise Partnership (Solent LEP). It provides £953 million of investment into the Southampton and Portsmouth areas and maximises both cities' key marine and maritime assets through the provision of new housing and employment sites.

Spatial Position Statement

A statement produced by the Partnership for South Hampshire (PfSH), which sets out the overall need for and distribution of employment and housing development in South Hampshire, in order to promote economic growth, jobs and homes for all.

Special Areas of Conservation (SACs)

An area of open water or land of international importance designated to conserve natural habitats and wild fauna and flora, which are considered rare or endangered and are recognised as being under a particular threat. They are given special protection under the European Union's Habitats Directive.

Special Protection Areas (SPAs)

Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

Social Rented

A form of rent that is paid to registered providers (housing associations) or the council.

Solent Waders and Brent Goose Strategy (SWBGS)

A framework that aims to identify, protect and enhance inland sites that form part of the ecological networks used by overwintering wading birds and brent geese.

Statement of Common Ground (SCG)

A signed statement between the local planning authority and other interested parties on strategic cross boundary issues, which sets out matters of agreement and disagreement.

Statement of Community Involvement (SCI)

An SCI sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and development control decisions. It is an essential part of Local Plans.

Strategic Flood Risk Assessment (SFRA)

A SFRA is a study carried out by a local planning authority to assess flood risk in the local plan area and the risks to and from surrounding areas. It is part of the evidence base that supports a local plan. There are two levels of SFRA. All local planning authorities need to carry out a level 1 assessment at least, and it may be necessary to expand the scope of this assessment to a more detailed level 2 assessment.

Strategic Policies

Policies which address a local planning authority's overall priorities for the development and use of land in their area. They should not cover detailed matters that are more appropriately dealt with through development management policies or neighbourhood plans.

Strategic Road Network (SRN)

The Strategic Road Network is at the core of England's transport system, consisting of 4,500 miles of motorways and major A-roads, and its arteries provide connections to the country's major towns and cities. National Highways are responsible for the SRN, all other roads are managed by local or regional authorities.

Strategic Site

A site allocated in the Local Plan, the development of which is mission critical for achieving the vision of the Local Plan.

Streetscape

The collective appearance of all buildings, structures, gardens and public realm (including hard and soft landscaping) within the context and setting of an individual street (or part thereof). (Depending on circumstances it can be used interchangeably with the term 'townscape').

Supplementary Planning Document (SPD)

Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as

design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Supported Housing

A type of accommodation where housing is provided alongside care, support or supervision to help people live as independently as possible in the community.

Sustainability Appraisal

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to assess the extent to which the emerging plan, when considered against reasonable alternatives, will help achieve sustainable development.

Sustainable Development

Development that meets the social, economic and environmental needs of the present, without compromising the ability of future generations to meet their own needs.

SuDS Approving Bodies (SAB)

A specific organisation established/assigned to deal with the design, approval and adoption of sustainable urban drainage systems (SuDS) within any new development consisting of two or more properties.

Sustainable Drainages Systems (SuDS)

A drainage solution which is designed to manage surface and groundwater sustainably, by mimicking natural drainage regimes and avoiding the direct channelling of surface water through networks of pipes and sewers to nearby watercourses.

Sustainable Transport

Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking, cycling, low and ultra-low emission vehicles, car sharing and public transport.

Tide locking

Prolonged high sea levels can prevent river flows and drainage networks from discharging, causing them to back up and result in 'tide locking.'

Transport Assessment

An in-depth assessment of the potential implications a proposed development may have on the local transport network, and the measures that shall be taken to mitigate against them.

Transport Statement

A Transport Statement is a 'lighter touch' version of a Transport Assessment and is used in some cases where transport issues arising out of development proposals do not require a full Transport Assessment. They are typically used for smaller scale developments.

Travel Plan

A long-term management strategy for integrating proposals for sustainable travel into the planning process. They are based on evidence of the anticipated transport impacts of development and set measures to promote and encourage sustainable travel.

Townscape

The collective appearance and components of a place including all of its: buildings, structures, gardens, public realm (hard and soft landscaping). The term can apply at the scale of a street, but also to an area of wider scope, context and setting. Its use implies a concern for how these elements may be considered and combined in a way which seeks to positively enhance the distinctive appearance of a particular locality or place.

Town Centres

Area defined on the local authority's policies map, which may include the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres, local and neighbourhood centres. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Travelling Showpeople

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

Tree Preservation Order (TPO)

A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a TPO may not normally be topped, lopped or felled without the consent of the local planning authority. Trees in a conservation area that are not protected by an Order are protected by the provisions in section 211 of the Town and Country Planning Act 1990.

Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories. The current Use Classes are as follows:

Class B (B2 General industrial and B8 Storage or Distribution), Class C (C1 Hotels, C2 Residential Institutions, C2A Secure Residential Institution, C3 Dwellinghouses and C4 Houses in multiple occupation), Class E (E(a)-E(g) Commercial, Business and Service), Class F (F1 Learning and non-residential institutions and F2 Local Community) and 'Sui Generis' (uses that are specifically defined and excluded from classification by legislation and uses falling outside of the defined limits of any other use class, 'a class of its own.')

Planning permission is not needed for changes of use within the same use class.

Urban Greening

A process of improving and increasing the amount of green infrastructure provision in urban areas, such as installing trees, parks and green walls.

Unidentified Heritage Assets

Assets that are yet to be identified which could become designated or locally important as a result of further assessment.

Viability Assessment

A financial appraisal of the profit and loss arising from a proposed development or a development plan's policies or standards, considering the estimated value of the scheme or viability impact of a plan upon completions and other building and development costs incurred delivering the scheme. Viability assessment for development plan-making should ensure that policies are realistic and deliverable i.e, that the total cumulative cost of all relevant policies will not undermine delivery of the plan.

Windfall housing/sites

Sites which have not been specifically identified in the development plan.

Written Scheme of Investigation (WSI)

A document which outlines the known and potential archaeological features/deposits/built heritage elements on a development site, and the proposed exploratory works associated with them.