

Local Plan evidence base:

Strategic Housing Land Availability Assessment

2014 update

December 2014

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Contents

Disclaimer	i
Executive Summary	1
1. Introduction	2
2. Methodology	3
Planning the assessment	4
Determining which sources of sites will be included in the assessment and desktop review of existing information	4
Determining which sites and areas will be surveyed.....	13
Carrying out the survey	13
Estimating the housing potential of each site.....	13
Assessing when and whether the sites are likely to be developed.....	13
Review of the assessment.....	13
Identifying and assessing the housing potential of broad locations.....	13
Determining the housing potential of windfalls.....	13
3. Findings	15
Portsmouth’s housing target.....	17
Sites in the planning system.....	18
Potential Housing Sites	25
Strategic sites.....	30
Summary of phased delivery	39
4. Analysis of findings	41
5. Conclusions	45

Disclaimer

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

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

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

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

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

Executive Summary

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

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

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

Phase of delivery	Net delivery of dwellings	Portsmouth Plan target	Difference to Portsmouth Plan target	Running difference to Portsmouth Plan target
1-5 years	3,257	3,080	177	177
6-10 years	3,512	2,920	592	769
11-12 years	1,282	1,168	114	883
TOTAL: 8,051				

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

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

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

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

1. Introduction

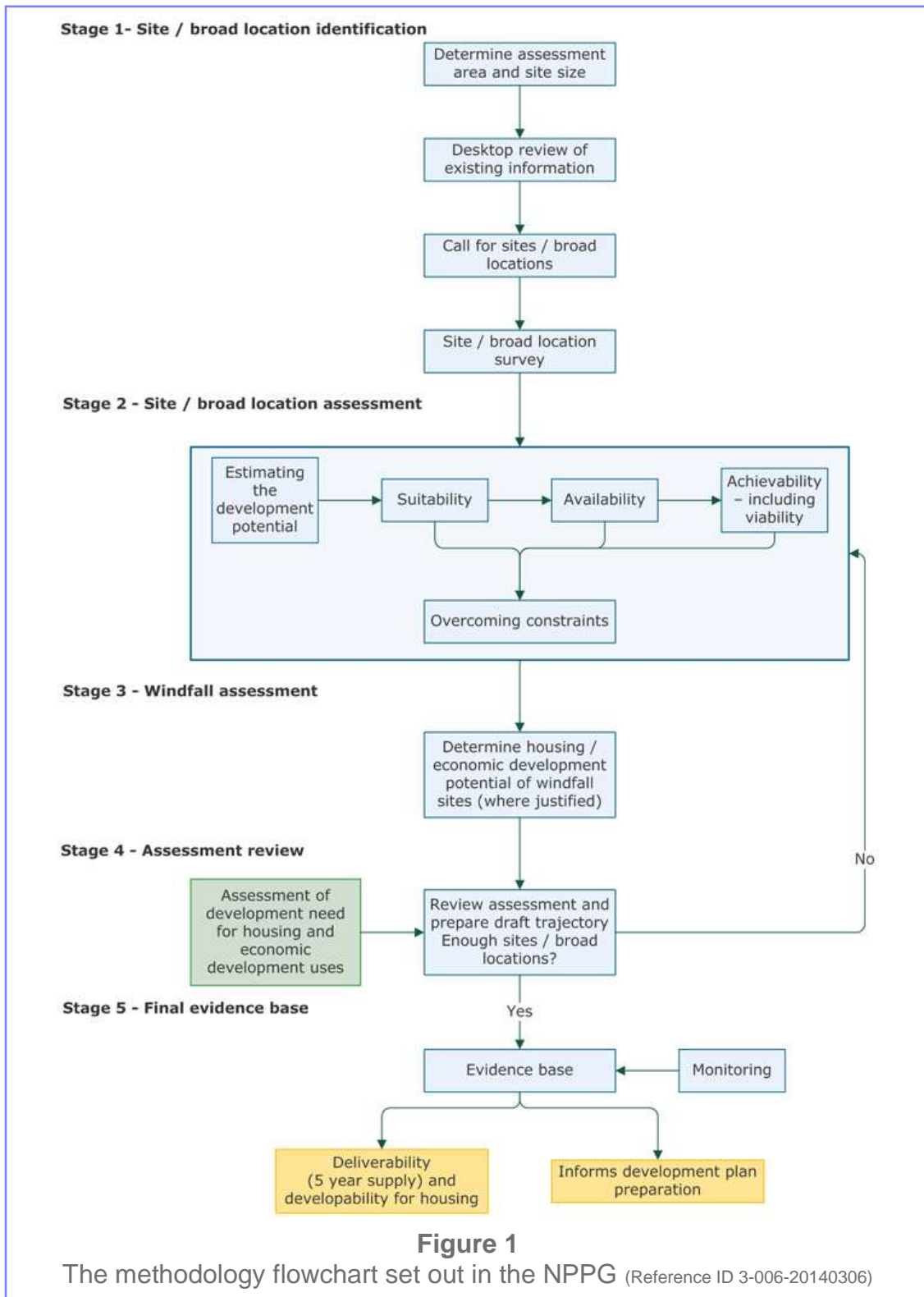
- 1.1 The Portsmouth Strategic Housing Land Availability Assessment (SHLAA) forms a key component of the evidence base for the city's Local Plan and will support the delivery of sufficient land for housing in order to meet the needs of the city's population.
- 1.2 Section 159 of the National Planning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

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

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

2. Methodology

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



⁴ reference ID 3-005-20140306

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

Planning the assessment

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

Identification of sites and broad locations

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

Sites in the planning system

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

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

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

⁵ Reference ID 3-008-20140306

⁶ Reference ID 3-011-20140306

⁷ Reference ID 3-012-20140306

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

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

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

¹⁰ <http://tinyurl.com/m3s6f3d>

¹¹ Reference ID 3-013-20140306

Assessment of sites and broad locations

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

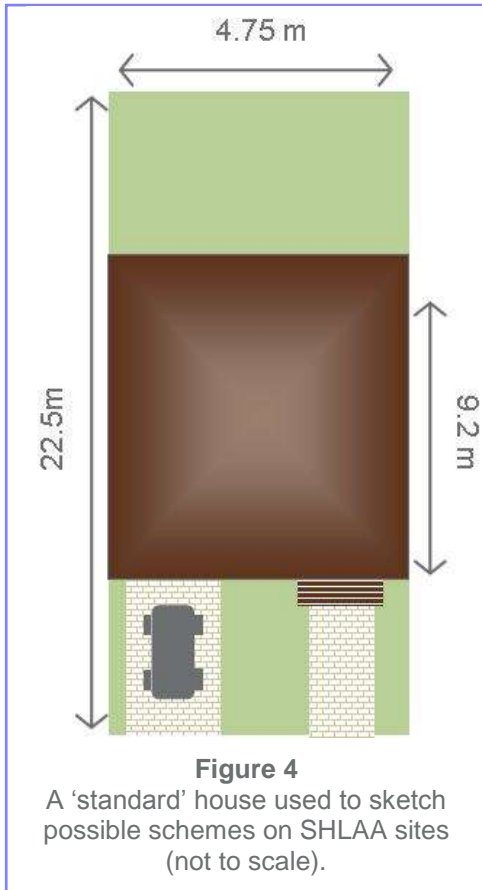
Estimating the development potential

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

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

Figure 3
The formulae used to calculate net developable area.

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



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

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

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

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

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

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

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

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

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

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

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

Suitability

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

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

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

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

¹³ Reference ID 3-012-20140306

Availability

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

Achievability

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

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

Identifying and assessing the housing potential of broad locations

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

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

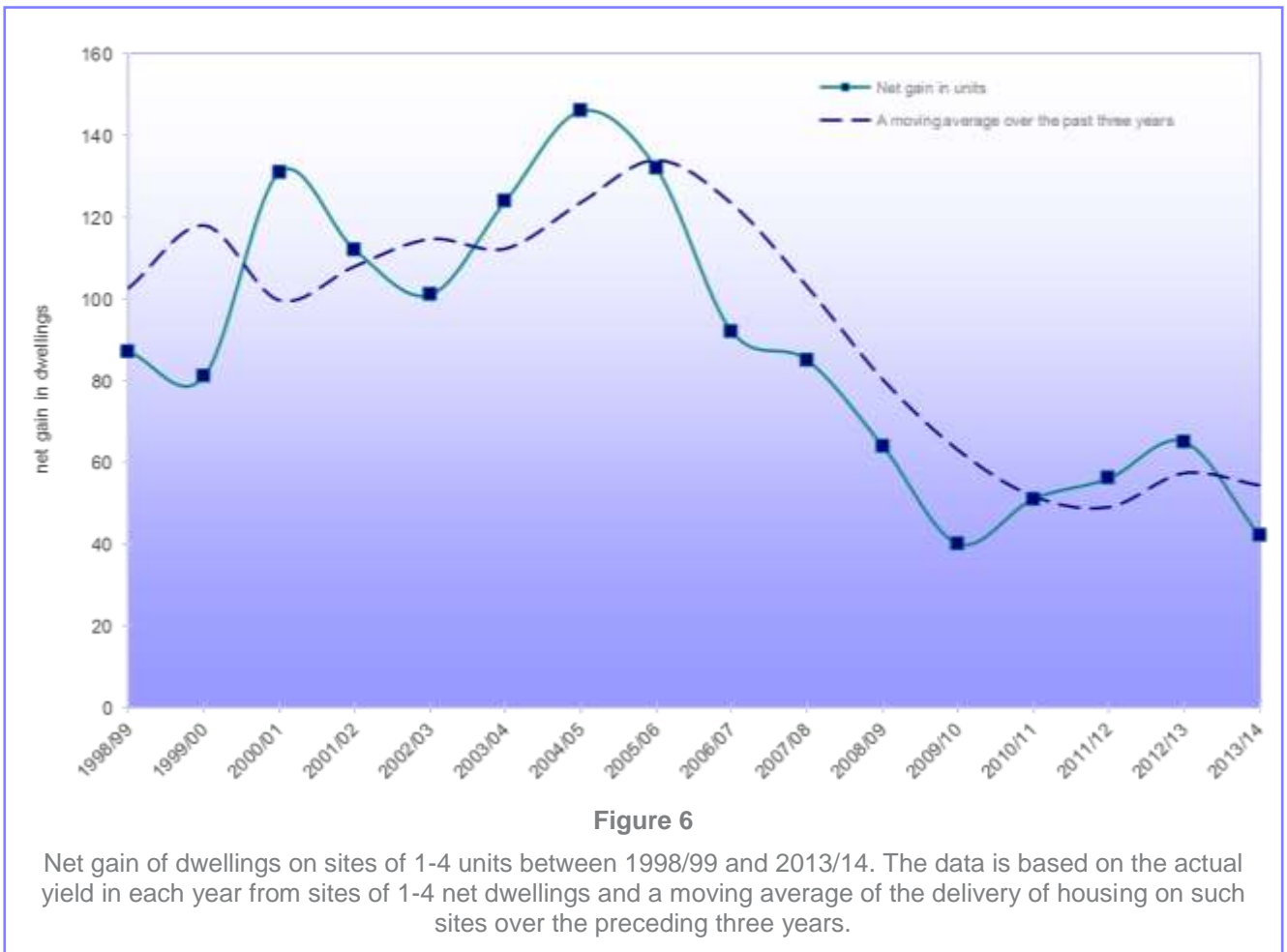
- 2.56 The City Centre is made up of a large number of smaller sites. The total yield of the city centre was determined through an urban capacity assessment carried out as part of the 2008 draft Portsmouth Plan. This assessment used evidence from the Station Square and Station Street Supplementary Planning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

Determining the housing potential of windfalls

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

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

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



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

3. Findings

Portsmouth’s housing target

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

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

Figure 7
The phasing of the 2013 SHLAA update.

²³ Reference ID: 3-031-20140306

²⁴ See page 81 of the Portsmouth Plan.

- 3.5 Completions from 2006/07 to 2013/14 are shown in figure 8. The requirement under the Portsmouth Plan, based on a target of 584 homes per year, is for 4,672 homes to have been delivered up to 31 March 2014. Figure 8 shows that completions to 31 March 2014 are 4,481. This leaves a deficit up until this point of 191 homes. The NPPG²⁵ sets out that any past under-supply should be ideally addressed in the first five years.
- 3.6 To address this undersupply would require 8,176 homes to have been delivered by 31 March 2020²⁶. Taking account of the 4,481 which have been delivered up to 31 March 2014, this leaves 3,695 to be delivered across year 0 and the 1-5 year period, equating to 616 per year. The annual target for the 6-10 year and 11-12 year periods would then revert to 584. All told, completions to 31 March 2014 combined with the resultant targets summarised in the lower section of figure 8 would lead to a total net delivery of 12,165 dwellings in the 2006/07 - 2026/27 period.
- 3.7 The sites which will form the city's future housing land supply, in conjunction with the windfall allowance (see section 2) are:
- i. sites in the planning system;
 - ii. potential housing sites; and
 - iii. strategic sites.
- 3.8 The rest of section 3 is divided up according to the type of supply as outlined above. Each of those subsections then outlines the contribution each source of supply will make towards each of the three phases of delivery. These results are then summarised in section 3.7 and analysed in sections 4 and 5.

previous completions	
2006/07 completions	526
2007/08 completions	712
2008/09 completions	1,309
2009/10 completions	726
2010/11 completions	317
2011/12 completions	276
2012/13 completions	379
2013/14 completions	236
Total completions between 2006/07 and 2013/14	4,481
Total target between 2006/07 and 2013/14	4,672
Difference	-191
Requirement for each period of delivery	
Year 0	616
1-5 years	3,080
6-10 years	2,920
11-12 years	1,168

Figure 8
The framework of Portsmouth's future housing delivery, calculated from the housing target in the Portsmouth Plan.

²⁵ Ref ID: 3-036-20140306

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

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

What types of development count towards the target

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

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

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

Figure 9

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

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

Sites in the planning system

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

0-5 years

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

0-5 years

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

0-5 years

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

0-5 years

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

0-5 years

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

0-5 years

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

0-5 years

Application reference	Site name	Net units permitted	Completions before 31.3.14	Predicted completions in 2014/15 (year 0)	Deliverable units in the 1-5 year period	Status at April 2014
10/01263/FUL	38 - 42 SOUTH PARADE	6	0		6	3
11/00010/FUL	3 OUTRAM ROAD	1	0		1	2
11/00106/FULR	THE TOWN HOUSE PORTLAND ROAD	9	0		9	3
11/00035/FUL	190A ALBERT ROAD	-2	0		-2	2
10/01114/FUL	3 LABURNUM GROVE	2	-1		3	2
10/00113/FUL	2-4 ST GEORGES WAY	3	0		3	2
08/01941/FUL	NIGHTCLUB QUEENS HOTEL OSBORNE ROAD	60	See potential housing sites			
09/01564/REM	116 NORTH END AVENUE	7	-1		8	2
08/00344/FUL	8-10 THE OCEAN HOTEL AND APARTMENTS ST HELENS PARADE	6	0		6	3
06/00497/FUL	SAVOY BUILDINGS SOUTH PARADE	92	See potential housing sites			
20262/AB*C	102 FMR WIGHTLINK WORKSHOPS BROAD STREET	14	See potential housing sites			
24209/AC*A	LAND R/O THE LANYARD PH (FMR BAPTIST CHURCH) LONDON ROAD/HEATHFIELD ROAD	10	0	10	0	2
TOTAL:				292	619	
TOTAL of all sites in the planning system					911	

Potential Housing Sites

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Identified sites in town centres

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

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

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

Strategic sites

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

Horsea Island and Port Solent

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

Somerstown and North Southsea

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

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

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

The city centre.

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

City Centre strategic site delivery

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

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

Tipner East

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

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

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

Tipner West

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

Tipner Firing Range

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

Strategic sites delivery phasing summary

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

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

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

Summary of phased delivery

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

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

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

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

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

4. Analysis of findings

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

Phase of delivery	Net delivery of dwellings	Portsmouth Plan target	Difference to Portsmouth Plan target	Running difference to Portsmouth Plan target
1-5 years	3,257	3,080	177	177
6-10 years	3,512	2,920	592	769
11-12 years	1,282	1,168	114	883
TOTAL: 8,051				

Figure 14

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

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

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

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

Figure 15

Total housing delivery over the lifetime of the Portsmouth Plan.

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

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

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

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

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

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

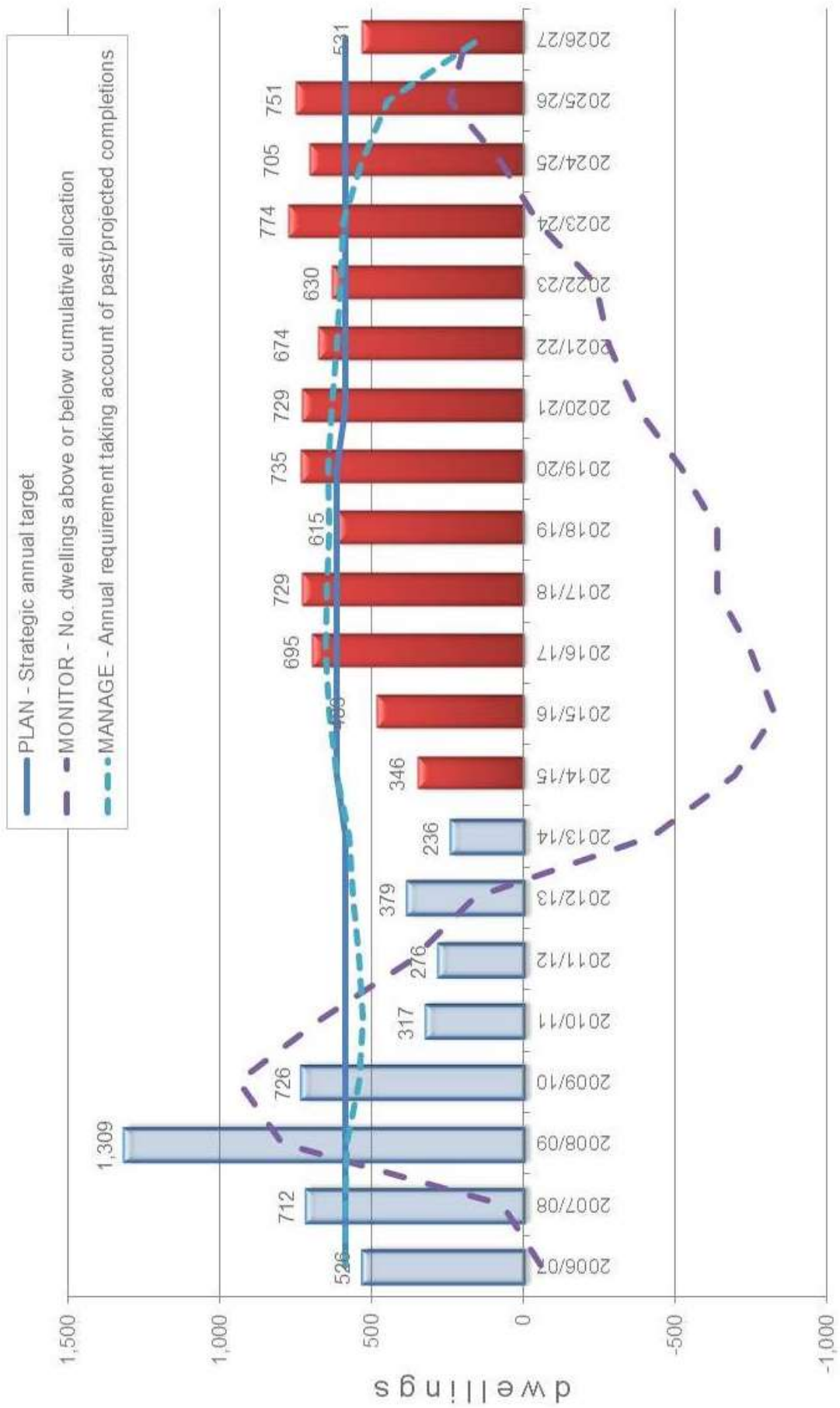
4.8 Overall, applying the 5% buffer increases the five year target to 3,234 dwellings. As 3,257 homes are likely to be delivered in this period, the city has a surplus of 23 homes compared to the 5 year target with the 5% buffer.

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

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

Figure 16

Recent housing delivery.



5. Conclusions

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

