

# Local Plan Issues and Options Consultation

August 2017

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# 1 Preparing the new Local Plan

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## Introduction

- 1.1 This document is the first stage in preparing the Local Plan and sets out the Council's vision for the city's development, the issues facing the city and the Council's proposed approach or options to address them. This consultation is seeking your views on the Issues and Options presented. Additional development sites can also be nominated as part of this consultation process.
- 1.2 The new Local Plan for Portsmouth will set out the planning strategy for meeting future development needs in the city for the period up to 2034. For example, it will identify the quantity of housing development needed and where it will be located. The Local Plan is used to guide future development in the city and protects various areas such as open space and conservation areas. It will contain a vision and maps and details of what type of development can happen and where. The Plan will also contain the 'policies' used to guide any planning applications. The Local Plan policies will apply to developments from a large scale building scheme through to small changes to a house.
- 1.3 The Portsmouth Local Plan will include a vision, objectives and policies relating to:
- The scale of future development
  - How development will be distributed in the city
  - The range of housing and employment provision
  - The retail hierarchy and the city centre
  - Strategic development sites and broad areas of opportunity
  - Transport and infrastructure requirements
  - Flood risk
  - Sustainable development and climate change
  - Health, recreation, sports and open space
  - The natural environment
  - Planning for heritage, tourism and culture
  - Development management policies
- 1.4 Once adopted, the Local Plan will replace existing policies in existing planning policy documents and form the basis for taking decisions on planning applications. The Local Plan sits alongside the National Planning Policy Framework which sets out Government planning policies and with which the Local Plan has to be consistent.

## Supporting Documents

- 1.5 In addition to this document, the Council has prepared other supporting documents. These include an Interim Sustainability Appraisal (SA) and

Habitats Regulations Assessment (HRA) Screening document which consider the impacts of the options set out here. In addition the Council undertook a call for sites during June/July 2016 and has produced a Housing and Economic Land Availability Assessment (HELAA). The HELAA contains a list of potential development sites.

- 1.6 Comments can also be made on all the supporting documents published alongside this consultation,

### **Neighbourhood Planning**

- 1.7 In addition to the Portsmouth Local Plan (prepared by the Council) residents may choose to prepare a Neighbourhood Plan for their area. The city wide plan provides the overall vision for the area and will include strategic priorities which need to be taken into account by neighbourhood plans. Further details are available on the Council's website<sup>1</sup>.

### **Transport Planning**

- 1.8 The Council is also starting work on preparing a new Local Transport Plan for the city. The document (called Local Transport Plan 4) will update the existing Local Transport Plan 3. The document will be the subject of separate public consultation which is envisaged will take place this winter.

### **How to Get Involved - Responding to the Consultation**

- 1.9 The consultation on this document and the accompanying supporting material runs from 3 August to 28 September 2017. All the documents are on the Council's website<sup>2</sup>. Paper copies of this document are available to view at the local libraries, community centres and at the Civic Offices.
- 1.10 This document contains a series of questions to help people think about the issues and options for the new Local Plan. It is not essential to answer all questions
- 1.11 If you would like to make comments on the contents of this document please complete the online questionnaire or submit a formal response form. If you would like to propose additional sites for development please make sure that you attach a location map.
- 1.12 All comments received in this consultation will be considered in preparing the next stage of the Local Plan.
- 1.13 Responses should be returned to the Council using the questionnaire form provided. Electronic responses are preferred and you can respond using our

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<sup>1</sup> Information available at <https://www.portsmouth.gov.uk/ext/development-and-planning/planning/neighbourhood-plans.aspx>

<sup>2</sup> <https://www.portsmouth.gov.uk/ext/development-and-planning/planning/the-local-plan.aspx>

online questionnaire or by emailing a completed response form to: [planningpolicy@portsmouthcc.gov.uk](mailto:planningpolicy@portsmouthcc.gov.uk). Alternatively you can return them by post to Policy and Conservation, City Development and Cultural Services, Planning Service, Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth PO1 2AU.

- 1.14 If you have further queries about this document please contact us using the email address above.
- 1.15 While the Local Plan is being prepared there will be a range of other projects being considered by the Council. Those projects will be subject to their own consultation processes as appropriate.

## 2 The Portsmouth Context

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### The Strategic Context

- 2.1 Portsmouth City includes the whole of Portsea Island and significant inland communities from Paulsgrove to Farlington. The Council must deliver a new Local Plan for this area but we should recognise that Portsmouth has strong connections with a much wider area beyond the city boundaries. Some key ways in which Portsmouth is linked to surrounding areas are as follows:
- **Housing Market:** The city of Portsmouth forms part of a wider housing market area within which people move home and seek to find housing.
  - **Labour market:** People commute in and out of the city to find work. Employers look to a wide area when considering where they can find the skills, services and infrastructure they require.
  - **Cultural and Commercial activities.** The City is a major cultural and commercial and retail centre, which serves an area beyond its administrative boundaries.
  - **Transport.** Because of the factors listed above, and the various ferry services which are based at the city, large volumes of people and goods flow in and out of the city every day.
  - **Environmental.** The city has an environmental impact which goes beyond the city boundaries and is in turn is affected by development and activity in other areas. Some specific examples relevant to the Local Plan are the potential impact of traffic in and out of the city, the supply, treatment and disposal of water, and the pressure on the countryside surrounding the city and open spaces within the city for development.
- 2.2 For these and other reasons there needs to be a mechanism for considering planning across local authority boundaries. Portsmouth is part of the Partnership for Urban South Hampshire (PUSH) a grouping of the following local authorities; Hampshire County Council, the unitary authorities of Portsmouth, Southampton and the Isle of Wight, and the District Authorities of Eastleigh, East Hampshire, Fareham, Gosport, Havant, New Forest, Test Valley and Winchester. A PUSH Spatial Strategy Position Statement (SSPS) was published in June 2016. This addresses cross boundary issues concerning the distribution of future development in South Hampshire, major development locations and key infrastructure needed to support sustainable growth. It represents an agreed approach to the distribution of development in the sub region and is the starting point for the Portsmouth Local Plan.
- 2.3 Portsmouth has a role to play in delivering the strategy as one of the two key cities in the sub region. The focus of the SSPS is to achieve a renaissance of the cities and major towns, protecting the most important environments and co-ordinating the transport and other infrastructure needed to support growth. Its vision is:

*'Delivering sustainable, economic-led growth and regeneration to create a more prosperous, attractive South Hampshire and the Isle of Wight offering a*

*better quality of life for everyone who lives, works and spends their leisure time here.'*

- 2.4 The overall economic strategy for South Hampshire is set out in '*Transforming Solent* the LEPs Strategic Economic Plan'. The Solent Local Enterprise Partnership, formed in 2010, is a partnership led by the business community and supported by local authorities, three university partners, the further education sector, the voluntary and community sector.
- 2.5 With a population of more than 1.3 million and over 50,000 businesses, the Solent area is a key economic hub with international links. '*Transforming Solent*' seeks to deliver transformational growth. It focuses on the parts of the economy that need to develop or change to most accelerate growth. A key challenge is to unlock the potential of Portsmouth and Southampton, the engines of sustainable growth in the sub region.
- 2.6 Significant funding has been secured through the Solent Local Growth Deal - £27.5m in 2015/16 and £57.7m in 2016/17. A City Deal for Portsmouth and Southampton signed with the Government will bring substantial investment to Portsmouth unlocking development at Tipner and Horsea Island, adding to the £24m, the Council has already invested in creating a new M275 motorway junction to access the site. Eventually development of the City Deal sites will attract an estimated £831m of investment.

## **Local Context**

- 2.7 Portsmouth's growth and character has been influenced by its geographical location and relationship to the sea. It is mainly an island city (with part of it on the mainland), covering 40.1 sq. km with a population density higher than some areas of London. Eighty seven percent of the area is developed. The population is rapidly increasing, currently estimated at 213,000 and this is set to continue. The city has a relatively young population, mainly due to students at the University of Portsmouth and the fact cities have a younger age profile.
- 2.8 The city has been the home of the Royal Navy since the 17th century and retains a strong maritime heritage distinguished by its historic, diverse and vibrant waterfront. Her Majesty's Naval Base Portsmouth has almost two-thirds of the Navy's surface ships based there and is the largest employer in the city. The maritime heritage has led to a strong tourism sector including the Historic Dockyard which has The Mary Rose, HMS Victory and HMS Warrior, as well as Gunwharf Quays and the Spinnaker Tower.
- 2.9 Portsmouth International Port opened in 1976 and is Britain's most successful municipal port, with the commercial quay serving over 300 ships per year and total imports and exports of 890,000 tonnes in 2016. It deals with over 2 million passengers and 600,000 vehicles a year and is the second busiest cross channel ferry port.

# 3 Our Vision and Objectives for Portsmouth to 2034

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## Developing a Vision and Local Plan Objectives

### The Vision

- 3.1 A vision for the Portsmouth Local Plan was developed by the Local Strategic Partnership, with input from local agencies, businesses and residents in 2012. It is the starting point for a long term vision for the city.

#### A Vision for Portsmouth

**To make Portsmouth the premier waterfront city with an unrivalled maritime heritage - a great place to live, work and visit.**

- 3.2 The new Local Plan will be a key part of the Council's strategy to make this happen. It will guide development and provide a long term framework for investment by both the Council and other public and private sector investors. It will complement other actions the Council takes in its role as provider of public services and as a major landowner, investor and community leader for Portsmouth.

### Strategic Objectives and Priorities

- 3.3 In order to achieve the vision and tackle issues within the city, seven objectives have been identified. These will help to deliver the overall Local Plan vision and form the overall context for the preparation of the Local Plan policies.

#### Portsmouth Local Plan Objectives

1. To provide a range of housing in locations where people want to live
2. To develop a successful and diverse economy with employment opportunities for all
3. To promote the viability and vitality of the City Centre, Southsea Town Centre and other smaller centres in the city
4. To protect and enhance the historic character, arts and culture of Portsmouth
5. To provide supporting infrastructure for Portsmouth's residents, businesses and visitors
6. To support the health and wellbeing of residents by providing access to health care, protecting/enhancing open spaces,

- providing sports and leisure opportunities, tackling air pollution and providing for biodiversity
- 7. To make Portsmouth accessible with a range of sustainable and integrated travel options
- 8. To provide high quality design and an attractive, sustainable and safe city

3.4 These objectives reflect current issues identified in Portsmouth and it is aimed to achieve these through the Local Plan strategy and policies or through the actions of the Council and its partners. The Local Plan objectives are explained in more detail below:

**Objective 1: To provide a range of housing in locations where people want to live**

3.5 This objective focuses on accommodating the demand for housing in the city to meet a range of different types both in terms of tenure and size, including family homes and opportunities for self-build plots.

**Objective 2: To develop a successful and diverse economy with employment opportunities for all**

3.6 This objective will be met by protecting the dedicated employment areas, increasing opportunities for private sector investment, enhancing the city and town centres and seeking to provide new opportunities throughout the city. This includes, for example, opportunities for the key marine related development.

**Objective 3: To promote the viability and vitality of the City Centre, Southsea Town Centre and other smaller centres in the city**

3.7 This objective supports the significant role the City Centre (including Commercial Road and Gunwharf Quays) plays in the economic health of the city, the unique qualities of Southsea Town Centre and other retail centres. These centres will need to respond to a changing retail culture and diversify to provide vital development and a vibrant city.

**Objective 4: To protect and enhance the historic character, arts and culture of Portsmouth**

3.8 This objective focuses on protecting the heritage, theatres, musical events, open spaces and natural environment in the city (and the marine environment around it) and enhancing opportunities to build on the city's role as a tourist destination.

**Objective 5: To provide supporting infrastructure to support Portsmouth's residents, businesses and visitors**

3.9 This objective supports achieving the infrastructure needed to support the significant level of development to be accommodated in the city over the next 15 years. This will include infrastructure to support the regeneration and

diversification of the city centre as well as new roads, new schools, improved healthcare and better tourist facilities.

**Objective 6: To support health and wellbeing of residents through better lifestyle choices and access to health care, the protection and enhancement of open spaces, sports and leisure opportunities, reducing air pollution and providing for biodiversity**

- 3.10 This objective seeks to enhance opportunities for an active lifestyle and healthcare provision and access to greenspaces. This includes themes such as regenerating the city, reducing health inequality and social deprivation, protecting and enhancing open space/ the natural environment and promoting active travel throughout the city.

**Objective 7: To make Portsmouth accessible with a range of sustainable and integrated transport choices and promoting active travel**

- 3.11 This objective will be focused on concentrating strategic development in areas of high accessibility to provide transport choices for getting around the city, including better cycle, pedestrian and public transport access to provide easy access to facilities and services

**Objective 8: To provide an attractive, sustainable and safe city**

- 3.12 A sustainable city will make use of greener energy systems and transport, plus energy and water efficient buildings. High quality taller buildings will also contribute to this objective. A sustainable city would be noted for the quality of its urban design and public realm, prioritisation of mixed uses, reduced flood risk and the use of design principles to create safe places
- 3.13 Part of this consultation is to ask if we have got the vision and objectives right.

**Question 1: Do you agree with the Vision and Objectives? If not, how should they be changed?**



## 4 The Key Issues

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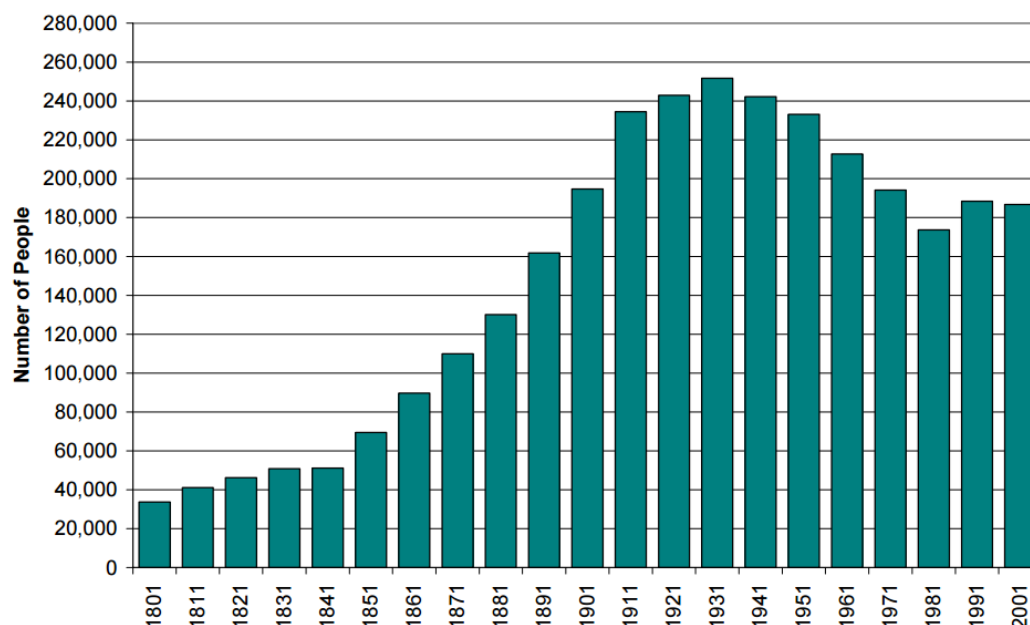
### Introduction

- 4.1 This section sets out the key planning issues for the city. The section summarises national and local policy and relevant information. In many cases, further technical work will be required to inform the final Plan. However at this stage the following paragraphs set out the Council's understanding of the current position. The most important question to ask in this section is whether we have correctly identified all the issues and whether you agree with how we have summarised them. At the end of this section there are a series of options the Council could follow in the new Plan. Many of the options are technical in nature, but it is important that the Council seeks views on all reasonable alternatives at this stage. If there are no reasonable alternatives then a preferred approach is identified.

### Population

- 4.2 Portsmouth's population has changed significantly over the years. The city's population hit a peak around 1930 but like many other urban areas the population declined in the following decades until it began to recover in the 1980s.

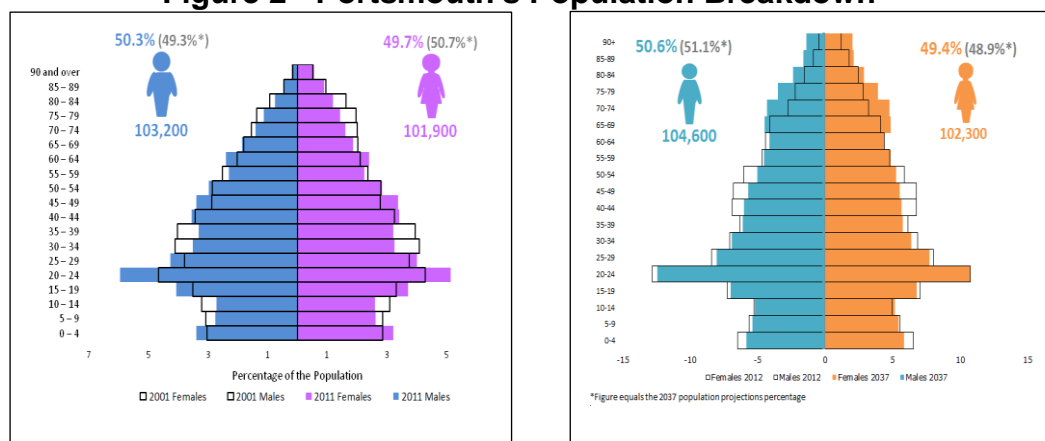
**Figure 1: Portsmouth's population 1801-2001**



Source: A demographic profile of Portsmouth's past, Hampshire County Council

- 4.3 Since 2001 Portsmouth's population has continued to increase and currently stands at 213,000. Future projections show a predicted further increase to 238,000 by 2036, with an increasing proportion aged 65 years plus.

**Figure 2 - Portsmouth's Population Breakdown**



Source: Portsmouth Profile, Hampshire County Council, May 2015

- 4.4 Portsmouth has a relatively young population compared to adjoining areas. The biggest share of the population is in the 20-24 age group which is mainly due to the students studying at the University of Portsmouth. Population forecasts show that further changes in the population structure are expected, with a decline in the 40-54 years age group and increasing numbers of people aged 65 or over.
- 4.5 The majority of Portsmouth's households are one family households (55.85%) significantly lower than the surrounding areas and one person households comprising 32.1% which is higher than surrounding area. Average household size has changed very little standing at 2.3 persons per household, slightly higher than most other Hampshire districts.

## Housing

### National and Local Policy

- 4.6 The need for new housing is set out in section 5 of this document. However, there are housing issues, apart from the amount of housing, that need to be addressed in the Portsmouth Local Plan. The National Planning Policy Framework (NPPF) seeks a wide choice and mix of homes and a 5 year supply of housing sites. Housing mix needs to take into account current and future demographic trends, market trends and the needs of the different groups in the community. This approach is reflected in the PUSH Spatial Strategy Position Statement SP1 which seeks a balance of housing sites to provide choice and support delivery.

### Local Issues

- 4.7 Portsmouth's housing stock is dominated by terraced housing. In contrast, the city has a relatively small proportion of detached or semi-detached homes (19.7% of housing stock in 2011) and there is a relative scarcity of family housing in the city. Nearly 56% of households owned their homes in 2011 and 25.9% were privately rented. Currently, there are 4,230 licensed **Houses in Multiple Occupation** (HMO's) in the city. Current planning policy seeks to

avoid the concentration of HMOs to support mixed and balanced communities. The contribution of HMOs to providing accommodation is recognised, but this has to be balanced against the negative impacts of high concentrations of HMOs on local communities. Understanding more closely the role that HMOs play in the city's housing market will be important for the new Plan. We need to consider if the current approach is the right one.

- 4.8 The evidence set out in the PUSH Strategic Housing Market Assessment (SHMA) shows high **affordable housing need** over the period of the Local Plan. 844 new affordable dwellings have been constructed from 2011 to 2016, averaging 134 per year. There are growing problems with homelessness in the City and people sleeping rough.
- 4.9 The provision of dedicated **student accommodation** within the city has seen a huge rise in recent years with over schemes totalling over 3,600 bedrooms either completed, under construction or with permission. Interest in this type of development shows no signs of declining with on-going planning applications and enquiries. The focus for this type of development is in the city centre. This development will have a number of implications for the city, including changes in patterns of movement across the city, the impact upon the city centre itself, and the impact upon the wider housing market in the city. The impacts upon the wider housing market and the city's overall housing target are explored in more detail in the *Student housing and housing targets* background paper. The Council has an adopted Supplementary Planning Document on student accommodation but the total impact of this new development will need to be considered further as the plan progresses.
- 4.10 An increase in vulnerable **older people** (85+) will lead to demands for accommodation with higher support needs. Portsmouth is less affected by this issue than surrounding areas but current nursing homes in the city tend to be older and less adapted to modern nursing home standards. In the long term, there will be a need to develop new purpose built nursing homes in the city to meet the needs of the frail elderly.
- 4.11 The demand for **self-build housing** is small but growing. So far, around 20 people have registered an interest in self-build housing in the city. However, given the dense urban nature of Portsmouth, there are a limited number of sites to build the typically detached or semi-detached property people are seeking to build. Further work is needed to fully assess the opportunities for meeting the demand for this type of housing.
- 4.12 The Council must also look at the need for **other specialist housing**. This includes specialist housing for those with disabilities, the needs of service families and other groups.
- 4.13 Within the city there are no sites for **gypsy, travellers and travelling show people**. The latest Government counts in January 2016 show no authorised or unauthorised sites for any of these groups in the city. Portsmouth is not located on a route leading to other destinations but in effect is a terminus and

so is relatively unattractive to travelling groups, though sporadically groups have been identified. No planning applications have been received or informal discussions held for this type of development in the last 10 years.

## **Population Growth and Housing - Summary**

4.14 To inform this consultation, we have identified a number of options which could be taken in the new Local Plan regarding housing. We have also identified a preferred approach to student housing. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

### **Affordable Dwelling Options:**

- **AH1a.** Seek affordable housing on sites of 10 or more dwellings.
- **AH1b.** Seek the proportion and types of affordable housing in each development depending on housing need and viability.

### **Accommodation to Meet Specific Needs Options:**

- **SH1a.** Require strategic development sites to include a range of housing including starter homes, self-build, housing for older people and supported housing.
- **SH1b.** Allocate individual smaller sites for specific housing needs.
- **SH1c.** A criteria based policy for meeting specific housing needs.

### **Sites for Travelling Communities Options:**

- **TC1a.** Allocate a specific site where a need is identified.
- **TC1b.** Include a criteria based policy in the Local Plan.

### **Houses in Multiple Occupation (HMOs) Options:**

- **HMO1a.** Continue the approach of restricting houses in multiple occupation.
- **HMO1b.** Remove restrictions to houses in multiple occupation to maximise accommodation in the city.
- **HMO1c.** Increase restrictions on new HMOs in all or parts of the city.

### **Student Accommodation Option:**

- **SU1a.** Continue the current monitored but unrestricted approach to the quantity of student accommodation.

**Question 2: Do you agree with the description of housing issues set out in paragraphs 4.2 to 4.14 above? What other issues are there to consider?**

**Question 3: What options do you think the council should follow in the new Local Plan? Are there any other options we should be considering?**

## **Promoting Regeneration**

- 4.15 Portsmouth suffered considerable damage in the Second World War, resulting in large scale redevelopment and urban renewal. Some of these areas now offer opportunities to meet future development needs. However, there are areas suffering from contamination resulting from previous industrial, military or landfill uses and some areas suffer from poor urban design. The Somerstown Area Action Plan (AAP) identified a large area for regeneration.
- 4.16 However, there are further opportunities in the city. The biggest regeneration site is the City Deal site at Tipner, Horsea and Port Solent which has secured funding of £48.7m to unlock new development including 2,370 new homes and more than 3,700 permanent jobs. It will also provide essential infrastructure and new uses for ex Ministry of Defence land.
- 4.17 The heart of the city's shopping centre is Commercial Road. It comprises of an indoor shopping mall known as the Cascades Centre and a pedestrianised shopping area along Commercial Road. However the centre has fallen down the retail rankings nationally and investment is needed to reverse this trend. To the north of Cascades is a key regeneration opportunity, including the former Tricorn centre to improve the city's shopping offer and diversify the uses within the centre. This could include additional housing, leisure and employment opportunities. However, redevelopment of this area requires significant investment in the public realm, new road layout and environmental improvements. The city centre as a whole suffers from a lack of any recognisable central business district. It is anticipated that opportunities for new office development will arise as part of the regeneration of the area.
- 4.18 There are some comparatively smaller scale opportunities to regenerate older, vacant or strategically located sites within Portsmouth's existing industrial estates, mostly located within the northern end of the city. Given the shortage of land available in Portsmouth, such regeneration is likely to be important for meeting the continued demand for employment land and to prevent redevelopment to other uses.

## **The Local Economy**

### **National and Local Policy**

- 4.19 The NPPF requires the Local Plan to identify land to meet identified quantitative and qualitative needs including in town centres. The SSPS promotes new employment land in accessible locations to support economic growth and investment. It recognises that poorer quality employment sites can have a potential role in providing locations for other uses. The SSPS prioritises office development in Portsmouth City Centre, with industrial and warehouse floorspace steered to locations where there is good access to the local workforce, the strategic road network and sustainable forms of transport.

## Local issues

- 4.20 Portsmouth is part of the 'M27 Corridor', an area whose economy is growing faster than the national average (14%, compared to the UK average of 11%), led by the success of marine and maritime industries and a developing technology sector. The city is home to a nationally important naval base and a growing university listed in the top 2% of universities world-wide<sup>3</sup>.
- 4.21 Portsmouth is a key employer in the sub-region providing 101,800 jobs.<sup>4</sup> Strong sectors include public administration, defence, education and health (28.4% of GVA), distribution and transport accommodation and food (17.2%) and manufacturing (15.2%). However, business and professional services, finance and insurance, retail and construction are under-represented in the city compared to other areas.<sup>5</sup> Portsmouth has high business start-up rates but one of the lowest survival rates in years 1, 3 and 5 of trading compared to other parts of Hampshire. The Council is seeking to grow and diversify Portsmouth's economy to ensure its long term stability.
- 4.22 Although the city has seen significant employment occupier demand and decreasing unemployment rates over the last three years<sup>6</sup>, unemployment remains higher than the national average (6.3% compared to 5.1%), and on average a lower proportion are self-employed (10.7% compared to 14.0% nationally). Resident earnings in Portsmouth are also lower than the national average.
- 4.23 Educational attainment in Portsmouth is lower than the national standard with attainment of at least 5 GCSEs graded A to C significantly lower than the national average. Just over 9% of the economically active population have no qualifications (compared to 6.3% in the South East). This poses a challenge for the local population attaining highly paid work. Increasing the proportion of Level 4+ (Degree level etc.) qualifications would also ensure a more robust skills base for Portsmouth's local workforce and support productivity in the longer term. Portsmouth currently has a good start rate for apprenticeships but a high dropout rate. The University of Portsmouth has nearly 23,000 students, (including 4,000 international students) making up around nine percent of the City's population. The intake of students has remained steady since 2011. Increasing opportunities to retain graduates is essential for a highly skilled local workforce.
- 4.24 The city centre presently lacks a high quality urban realm to attract high profile employers. Higher skilled workers tend to live outside the city and commute into work, due to a greater diversity in the housing stock in the areas

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<sup>3</sup> Times Higher Education World University Rankings 2015

<sup>4</sup> GL Hearn (May 2016) Partnership for Urban South Hampshire Economic and Employment land Evidence Base Paper

<sup>5</sup> Office for National Statistic 2016

<sup>6</sup> LSH (July 2016) City of Portsmouth Business Needs, Site Assessments and Employment Land Study

surrounding Portsmouth. However, this has the effect of increasing commuting pressures in the city.

- 4.25 There are choices to be made between delivering significant new housing in the city and safeguarding space for other uses, including existing employment floorspace in the city's offices and industrial estates. Given the urban nature of the city it is difficult to envisage significant opportunities for Portsmouth to accommodate larger warehouse and distribution units.

#### **Promoting Regeneration and the Local Economy Summary**

- 4.26 To inform this consultation, we have identified a number of options which could be taken in the new Local Plan regarding the Local Economy. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

##### **Local Economy Options:**

- **LE1.** Continue to protect land for employment use and seek redevelopment and renewal of the employment sites to provide additional floorspace or a higher quality accommodation.
- **LE2.** Focus significant new employment opportunities on:
  - Portsmouth City Centre for new office uses.
  - Tipner and Horsea island for marine related activities.
  - BAR Racing - The Camber, Port Solent Quay, Trafalgar Wharf and Portsmouth International Port as waterfront sites of sub regional significance to be protected for continued employment use, particularly for activities supporting the marine and maritime sector.
  - Lakeside North Harbour for office development.
  - The Naval Base may provide further employment provision over the Plan period but further discussion is needed with the Ministry of Defence to identify the scale and location of potential future opportunities.

**Question 4: Do you agree with the description of issues regarding regeneration and the local economy set out in paragraphs 4.15 to 4.26 above? What other issues are there to consider?**

**Question 5: What options do you think the Council should follow in the new Local Plan? Are there any other options we should be considering?**

## The City Centre and Other Retail Centres

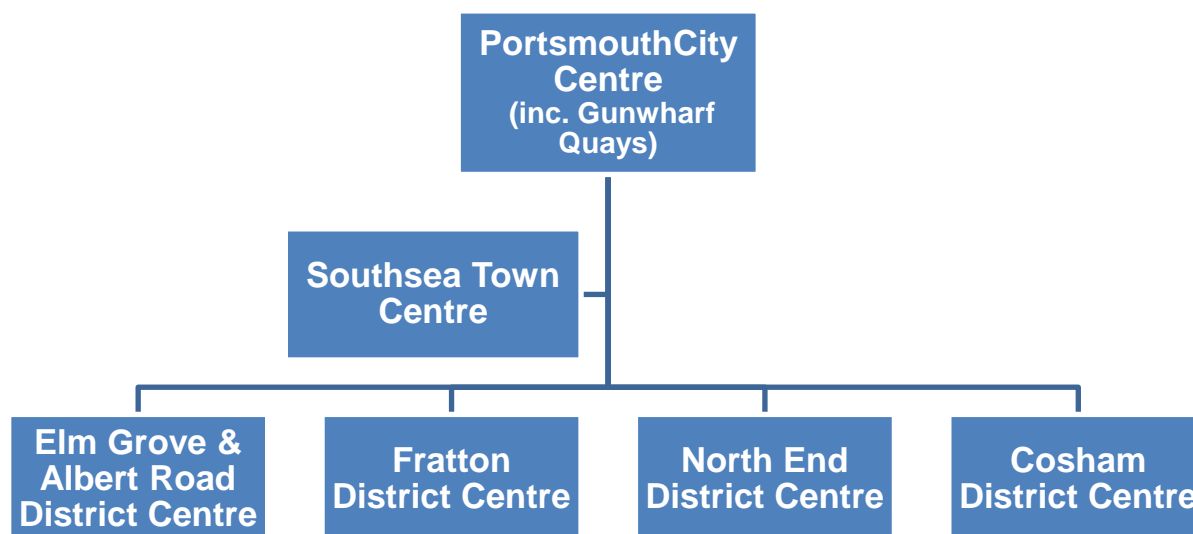
### National and Local Policy

- 4.27 The Local Plan needs to define the role and function of retail centres, the relationship between them and the capacity of existing centres to accommodate new town centre development.
- 4.28 The PUSH position statement identifies Portsmouth as a regional City Centre and Southsea as a medium town centre. District and local centres are left to be defined through local plans. It seeks to maintain the current hierarchy of city and town centres and seeks to focus development principally in the existing centres. Enhancement of retail centres is sought, through improving their character, public realm and also access through sustainable transport facilities.

### Local Issues

- 4.29 Existing retail policy in the Portsmouth Core Strategy (2012) sets out the 'retail hierarchy' of centres in the city according to their scale and function, shown in Figure 3 below:

**Figure 3 - Portsmouth Retail Hierarchy**



- 4.30 The City, Town and District Centres are supplemented by a larger number of local centres at Allaway Avenue, Castle Road, Copnor Road North and South, Eastney Road, Fawcett Road, Havant Road, Drayton, Kingston Road, Leith Avenue, Locksway Road, London Road North and South, Portsmouth Road, St James" Road, Tangier Road, Tregaron Avenue, Port Solent (The Boardwalk) and Winter Road. The planned local centres at Tipner and Grosvenor Street will be added once completed.
- 4.31 The existing policies set thresholds to retain the focus of the centres primarily as shopping destinations (A1 use class) and/ or limit the concentrations of



other uses, such as restaurants and cafés (A3), drinking establishments (A4) and hot food takeaways (A5).

4.32 Currently the higher level Portsmouth retail centres include 'primary frontages' that provide the focus for retail (A1) uses, and in some cases 'secondary frontages' to allow for a wider mix of town centre uses. A review of these frontage boundaries and their thresholds could help to ensure the on-going vitality and viability of Portsmouth's retail centres.

4.33 The new Local Plan should consider whether:

- The current retail hierarchy of district and local centres should be maintained; and
- The centres should maintain their current roles and frontages.

### **The City Centre and Gunwharf Quays**

4.34 The Retail Study (2015) identifies Gunwharf Quays as a specialist destination for shopping particularly clothing and footwear and for leisure and entertainment facilities. It attracts trade from a wide area outside the city. The City Centre itself attracts a high proportion of shoppers from Portsmouth but its influence beyond that is more limited. The city centre's leisure and entertainment offer is seen as limited, with relatively few dining out options in an environment which requires further improvement. The Portsmouth Core Strategy (2012) combines the city centre and Gunwharf Quays together to form Portsmouth City Centre.

### **Southsea Town Centre**

4.35 Southsea town centre is focused on Palmerston Road, with the southern part of Palmerston Road, Osbourne Road and Clarence Road forming the secondary area. It has a mix of independent shops with some national high street retail chains, two department stores, a range of independent restaurants and cafes, bars and a Waitrose supermarket. The Retail Study identifies Southsea as a successful centre mainly used by local people, with key retailers and an attractive environment close to the seafront. The centre has a strong restaurant offer and in the longer term is likely to increasingly rely on its convenience and restaurant offer as comparison goods further concentrates in larger centres such as Gunwharf Quays and the City Centre as well as the internet.

### **District Centres**

4.36 Fratton is a long linear centre with a primary shopping frontage at its southern end. The Retail Study considered the centre too linear for convenient use, with a lack of interaction between Asda and the rest of the centre. The centre has been identified as an Area of Opportunity for increased residential, employment and service uses which would help to diversify the centre to support its long term viability.

4.37 Elm Grove/Albert Road has two distinct parts. Elm Grove provides opportunities for independent stores and local goods and services and Albert

Road is a location for a number of independent stores and a mix of food and other shopping and the Kings Theatre. Both centres provide opportunities, an eclectic mix of stores and an evening economy that the other district centres currently do not offer.

- 4.38 The North End retail centre primarily serves local needs, and is busy and well used at its northern end. Its concentration on independent traders gives it some resilience. This centre has been identified as an Area of Opportunity, particularly for residential use, which will help to support the retail function of the local centre in the long term.
- 4.39 Cosham is a compact district centre, partly pedestrianised. The centre is rated as having a reasonable degree of vitality and viability. However, with a prevalence of national high street chains, the centre is seen as vulnerable in the long term due to competition with online shopping. An Area of Opportunity has been identified adjoining the district centre. Significant potential exists for residential development and this will help to support the long term vitality of this centre.

### **Potential new local centres**

- 4.40 A small scale retail hub named 'Central Square' has developed at Lakeside North Harbour Business Park, serving the day to day needs of the employees. This is not currently recognised in the retail hierarchy. Also, the existing plan proposes to add the local centres at Tipner and Grosvenor Street once completed.

### **Retail and City Centre Summary**

- 4.41 To inform this consultation, we have identified a number of options which could be taken in the new Local Plan regarding retail issues. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

#### **Retail Options:**

- **R1.** Maintain the structure and/ or centres in the existing retail hierarchy.
- **R2a.** Relax existing policy on city, town, district centres to provide greater diversity in secondary frontages including residential, employment, cultural and leisure activities and review centre boundaries; or
- **R2b.** Keep current boundaries for city, town, district and local centres and retain existing primary and secondary retail frontages.

**Question 6: Do you agree with the description of issues regarding retail and the city centre set out in paragraphs 4.27 to 4.41 above? What other issues are there to consider?**

**Question 7: What options do you think the Council should follow in the new Local Plan? Are there any other options we should be considering?**

## **Promoting Tourism and Culture**

4.42 In 2014, tourism provided around 9% of jobs in the City. Direct expenditure from tourism amounted to nearly £601.6m worth of income for local businesses.

4.43 Portsmouth has a number of tourist attractions, with key ones being:

- The Historic Dockyard drawing visitors from across the region and beyond with a range of Naval attractions including HMS Victory, the Mary Rose and HMS Warrior.
- Old Portsmouth has walks along the sea walls, the Hotwalls Studios and various pubs on the harbour side. The Square Tower overlooking the approaches to the harbour was built in the 15th century and regularly holds markets, live music and weddings. Domus Dei, Royal Garrison Church, is a 13th century church. The D-day Museum and the Overlord Embroidery commemorating the Battle of Normandy in 1944 is situated near Southsea Castle. Southsea Seafront is a Victorian promenade along which people walk and cycle and has views to the Isle of Wight.
- Clarence Pier has one of the largest amusement parks on the south coast. South Parade Pier is a Grade II Listed Building that reopened in April 2017. Other attractions are the Blue Reef Aquarium and Canoe Lake with the Rose Garden nearby.
- The Bandstand and Southsea Common host concerts and festivals and events such as the Kite Festival and the three day long Victorious Festival as well as picnics and barbecues.
- Gunwharf Quays is a popular destination for leisure shopping and tourists.

4.44 Other attractions include the Charles Dickens Birthplace Museum, Cumberland House Natural History Museum, Portsmouth Museum, Eastney Beam Engine House, Farlington Marshes wildlife reserve and Portsdown Hill with stunning views over the Solent. The hill also has a variety of forts built to defend the city from invading armies as well as the Nelson Monument.

4.45 The Portsmouth Visitor Marketing Strategy identifies that the visitor economy in England is growing at a rate not seen since 2007. The Council seeks to increase overall visitor numbers and increase the number of overnight stays. There is a lack of hotels in the city (although a new hotel opposite the Dockyard was granted Planning permission in 2017), together with a lack of conference and event facilities and a need for more attractions on the seafront.

## Tourism Summary

- 4.46 To inform this consultation, we have identified a preferred approach to be taken in the new Local Plan regarding tourism and city culture. It has been appraised for its sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The preferred option is as follows:

### **Tourism Options:**

- **T1.** Retain current approach to enhance the tourist and cultural sector.

**Question 8: Do you agree with the description of tourism and cultural issues set out in paragraphs 4.42 to 4.46 above? What other issues are there to consider?**

**Question 9: Do you agree with the proposed preferred option for the new Local Plan? Are there any other options we should be considering?**

## Health, Wellbeing and Open Space

### National and Local Policy

- 4.47 In April 2013 the Health and Social Care Act (2012) introduced a duty for unitary authorities to improve the health of the people in their area, including encouraging healthier lifestyles and addressing health inequalities. This transfer of responsibilities was intended to shift the emphasis from treatment towards a more preventative agenda which tackles the wider social determinants of health such as the environment, housing education and employment. The NPPF requires Local Plans to contain a clear strategy for enhancing the natural, built and historic environment to take into account the promotion of a healthy lifestyle and the needs of the local population e.g. through sports, recreation and community facilities. Local Plans should identify land where facilities can be provided or where development of such facilities would be inappropriate. The PUSH Position Statement seeks the enhancement of green infrastructure and the provision of leisure, recreation, cultural facilities and public space and facilities in line with needs of the community.
- 4.48 In Portsmouth, nearly 24% of the population are categorised as suffering deprivation, higher than the UK average. For overall deprivation, Portsmouth is ranked 84th of 324 local authority areas and 22% of dependent children are living in poverty. The percentage eligible and claiming a free school meal is high, reflecting low incomes in the city. The most deprived ward in Portsmouth is Charles Dickens ward with unemployment around 9%, of which 7% are long term sick or disabled. A key challenge for the Local Plan is to create an environment that encourages a more active and healthy lifestyle and tackling ongoing generational issues of deprivation.

- 4.49 Health in some sectors of the population in Portsmouth is worse than the UK average. The amount of obese children aged 10-11 is 20.3%, higher than the UK average of 19.1% and the amount of obese adults is 25.1%, higher than the English average of 23.0%. The percentage of physically active adults is 51.1%, lower than the English average of 56%. Compared to England, Portsmouth has significantly higher rates of death from lung cancer and higher alcohol mortality rates. The city has a significantly higher rate of alcohol-attributable recorded crimes and violent crimes compared to England and the South East region.
- 4.50 The causes of deprivation and poor health are complex. However, maintaining open spaces (seafront, parks, green spaces, playing pitches etc.), better urban infrastructure (safe and attractive walking/cycling routes, street lighting, transport routes etc.), children's centres and adventure playgrounds and community allotments, all offer opportunities for an active, healthy population.

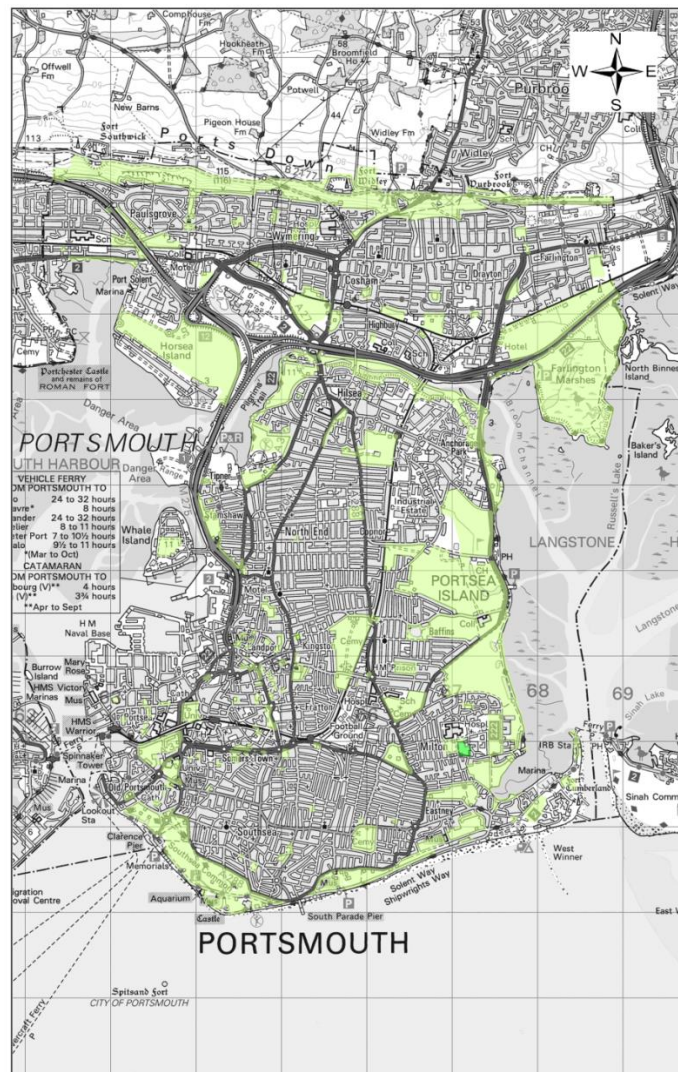
### **Local Issues**

- 4.51 Fratton Park, the home of Portsmouth Football Club is in an accessible location close to Fratton railway station, the district centre and is surrounded by residential and employment areas. There has been a history of exploring the redevelopment of the Fratton Park area and the football club has considered options to increase stadium capacity or relocation to another part of the city. The current adopted Plan includes an allocation at Fratton for a new or improved football stadium with enhanced facilities. At the present time, it is intended for this approach to be followed in the emerging Plan. The Council will continue to work with the football club to achieve a solution to the aspirations of the club for an improved stadium. Any update to the position will be reflected in the subsequent stages of the new Portsmouth Local Plan.
- 4.52 An indoor sports study, playing pitch and open space strategies are being prepared. Early work highlights the pressures to accommodate demands from a growing population. Opportunities to extend greenspace are limited. A greater diversity of green space may be offered through the potential for green roofs or other types of green infrastructure. The approach will therefore seek to maximise existing green space in terms of its value, quality and multi-functional nature.
- 4.53 Playing fields and other open spaces across the city provide important areas for Brent Geese to feed. Sites of importance for Nature Conservation are located throughout the city and provide habitats for plants and animals in a distinctly urban environment.
- 4.54 Ensuring a good quality of life in the city requires a good provision of sports facilities and open space, but with limited space there have to compete with the demands of other uses such as housing and employment. Sites are therefore under pressure to meet other needs. The challenge is to provide a range of sports, recreation and leisure facilities and plan for increasing provision where needed to meet the needs of a growing population. The key

challenge is therefore protecting greenspace when there is an increasing demand for development, together with the scarcity of land within the city.

- 4.55 Portsmouth has relatively few area of open undeveloped land. Areas such as Milton Common, Southsea Common, Farlington Marshes and the new countryside park at Horsea are often protected through a range of nature conservation and other designations, but are of great value in their own right and provide a necessary respite from urban areas and play a huge role in helping Portsmouth to be a liveable city.
- 4.56 Portsdown Hill provides a natural green space which links the city to the countryside beyond. Along the top of the hill are a range of buildings, often defence related. Previous plans for Portsmouth and neighbouring authorities have sought to retain the impressive views and sense of place that the hill provides and any further development proposals will need to be considered carefully.

**Figure 4 - Current Identified Open Space**



## Health, Well-being and Open Space Summary

4.57 To inform this consultation, we have identified a number of options. A preferred option has been selected for Health and Well-being, and a number of options identified regarding open space, sports and playing pitches which could be taken in the new Local Plan. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

### Health and Wellbeing Option:

- **HW1.** Seek to enhance health and well-being through new development in Portsmouth.

### Open Space, Sports and Playing Pitches Options:

- **OA1a.** Retain current approach in the Local Plan to retain green infrastructure, including the Fratton Park/southern Rodney Road for use as a football stadium; or
- **OS1b.** Seek to extend the green infrastructure network.
- **OS2.** Provide additional capacity for built sports facilities in the city.

**Question 10: Do you agree with the description of issues regarding health, wellbeing and open space set out in paragraphs 4.47 to 4.57 above? What other issues are there to consider?**

**Question 11: What options do you think the Council should follow in the new Local Plan? Are there any other options we should be considering?**

## Heritage, Design and the Built Environment

### National and Local Policy

4.58 The NPPF identifies the conservation of the historic environment as a strategic priority for local plans. Heritage assets should contribute to quality of life and be conserved in proportion to their significance.

4.59 The PUSH Position Statement seeks to create good quality places for people to live and work in. A key part of this is maintaining and enhancing local character through the sensitive treatment and protection of historic buildings, spaces and landscape. Creating high quality well designed places includes providing homes, jobs, services, cultural facilities and public space and high quality greenspace. The Statement seeks to protect the natural environment by minimising harm to areas designated for nature conservation, support and protect wildlife and important biodiversity and geological resources.



## Local Issues

### Heritage

- 4.60 Portsmouth has a rich and diverse historic built environment, shaped principally by its maritime heritage and relationship with the Royal Navy. The sea, port and large areas of Edwardian and Victorian terraced housing are linked to the city's sense of place. Awareness of the city's maritime and military heritage is high. It is especially evident in the imposing (scheduled) fortifications which ring the city and the Palmerston Forts in the Solent, and the exceptional legacy of heritage assets in the historic dockyard.
- 4.61 Of particular note are the historic core around Old Portsmouth, the wealth of listed gothic villas in the elegant satellite resort of Southsea (and the picturesque townscape associated with them), the city's stock of protected Victorian and Edwardian terraced houses, its listed neoclassical/rebuilt Guildhall, and its principal theatres and religious buildings. In addition the seafront promenade and the pleasure grounds of Southsea Common are also protected as conservation areas and registered historic parks.
- 4.62 The stock of heritage assets in the city includes:

#### *Designated assets:*

- 18 Scheduled Ancient Monuments (SAMs):
- 450 Statutorily listed buildings (13 Grade I, 33 Grade II\*, c.400 grade II)
- 25 Conservation Areas (covering 410 hectares of the city)
- Registered Historic Parks

#### *Undesignated assets:*

- 420 'Locally listed' buildings
  - Historic Ships (including HMS Victory, HMS Warrior, and the Mary Rose)
- 4.63 These assets have intrinsic historic, architectural and communal value and their environmental, social and economic importance to residents and visitors is very high. The city's built heritage creates a local sense of place and the wider identity and image of the city. It plays an important role in attracting tourists to the city. A key challenge is ensuring that new development does not have a detrimental impact on the quality of the city's historic and natural environment.

### Design of Development

- 4.64 Too often in the past new developments have created areas which are not easily understood and not easy to get around, particularly by foot or on bicycle. This can have the effect of discouraging travel by sustainable means and making the city a less attractive place to live and invest. This plan



provides the opportunity to improve the way in which the city is laid out, in particular in the areas of change such as the Strategic Sites and the city centre.

### **Density of development**

- 4.65 The city has historically high levels of housing density, and faces an increasing demand for accommodation throughout the plan period. The NPPF encourages Councils both to respond to local character, and to optimise the potential of sites to accommodate development. In light of these factors existing Portsmouth Plan encourages higher density housing (a minimum of 100 dwellings per hectare (DPH) in areas of high sustainability (proximity to public transport and local facilities), that have been identified for intensification.

### **Sustainable Design**

- 4.66 The Housing Standards Review (2015) (reflected in Planning Practice Guidance), simplifies the technical standards for new housing. The revised approach means that equivalent standards are now dealt with through Building Regulations. Therefore, the Council will not set policy standards for the Code for Sustainable Homes. However, policy does still allow Councils to choose to apply a local standard for access, water and space standards.
- 4.67 Work is being undertaken with other local authorities in South Hampshire to update the Integrated Water Management Study. It will identify actions required to support further housing growth in Portsmouth both to supply water and to deal with waste water to ensure water quality in Portsmouth Harbour and Chichester and Langstone Harbour. Current indications are that the issue is not likely to constrain future housing growth in the city, but the outcomes of this technical work will inform the plan as it progresses.

### **Space and Environmental Standards**

- 4.68 This Council, along with many others, has been seeking to negotiate high quality development through the operation of local standards, for instance we have sought new developments to meet local minimum space requirements. The planning system has now moved away from local standards, but does allow Councils to seek enhanced standards for internal floorspace, accessibility for wheelchairs and water efficiency providing it can be justified through the new local plan. We will need to balance the desirability of these enhanced standards against any other considerations, such as impacts upon housing density and the viability of development.

### **Heritage, Design and the Built Environment Summary**

- 4.69 To inform this consultation, we have identified a number of options. A preferred option has been selected for heritage issues and the density of development, and a number of options identified regarding space and environmental standards which could be taken forward in the new Local Plan. They have been appraised for their sustainability and the results are in the

Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

**Heritage Option:**

- **H1.** No change to the approach to conserve and where possible enhance the city's heritage assets.

**Density of Development Option:**

- **DD1.** Follow NPPF and seek higher residential densities in areas of high accessibility.

**Space and Environmental Standards Options:**

- **SES1.** Pursue nationally prescribed minimum internal space standards.
- **SES2.** Seek to deliver a significant proportion of homes which can be adapted to meet different accessibility standards.
- **SES3.** Seek higher standards for water efficiency than the minimum building regulation requirements.

**Question 12: Do you agree with the description of issues regarding heritage, design and the built environment set out in paragraphs 4.58 to 4.69 above? What other issues are there to consider?**

**Question 13: What options do you think the council should follow in the new Local Plan? Are there any other options we should be considering?**

## **Tall Buildings**

- 4.70 For the purposes of the current Local Plan, the council considers tall buildings to be those above 5 storeys or 20 metres or more in height. Tall buildings are currently encouraged to locate in preferred locations, the areas of opportunity - The Hard, City Centre/Dockyard/Ferryport, Kingston Crescent/Estella Road, Fratton, Tipner, Port Solent/Horsea Island, Cosham and Western Road/Southampton Road. They play an important role in the character of Portsmouth but can detract from character of an area if poorly sited and designed.
- 4.71 Given the need for further housing and employment growth, these types of buildings continue to have a role. We need to consider if having a preferred area for tall buildings is the correct approach or if we should actively encourage tall buildings throughout the city, given the potential they have to help meet housing and other development needs. The issue of safety in tall buildings is to be examined in a public inquiry and an independent expert advisory panel. The Council will work closely with national government and local partners to ensure that any relevant findings are fully reflected in the new Local Plan.

## Tall Buildings Summary

- 4.72 To inform this consultation, we have identified two options for tall buildings which could be taken forward in the new Local Plan. They have been appraised for their sustainability and the results are in the interim Sustainability Appraisal document accompanying this consultation. The identified options are as follows:

### **Tall Buildings Options:**

- **TB1a.** Continue the current approach to discourage tall buildings outside of defined locations; or
- **TB1b.** Actively encourage tall buildings in new locations across the city.

**Question 14: Do you agree with the description of issues regarding tall buildings set out in paragraphs 4.70 to 4.72 above? What other issues are there to consider?**

**Question 15: What options do you think the Council should follow in the new Local Plan? Are there any other options we should be considering?**

## Natural Environment

- 4.73 Portsmouth has a rich natural environment; bound to the north by Portsdown Hill and surrounded by the Solent to the south and Langstone and Portsmouth Harbours to the east and west. These habitats support a wide variety of important plant and animal species. In addition, 900 hectares of green space provide for recreation uses.
- 4.74 Portsmouth being a coastal city has a rich diversity of flora and fauna. There are many protected areas including those of European importance. Diverse habitats include Portsdown Hill to the north of the city to European protected mudflats in the Solent Maritime Special Area of Conservation (Langstone Harbour). Other internationally important sites include Portsmouth Harbour Special Protection Area, Chichester and Langstone Harbour Special Protection Area (both of which are Ramsar sites and Sites of Special Scientific Interest). The Council collects contributions from new development in the city to fund mitigation to offset the impact from new development on the European protected sites. The challenge for the Local Plan is protecting the rich biodiversity and habitats in the city whilst providing proposed levels of development, and responding to the challenge of climate change.
- 4.75 A Brent Goose Strategy (2010) was carried out to identify the issues relating to the protection of the feeding grounds outside by identifying sites most used by the Brent Geese. This study has been updated and will be finalised during 2017.

## Natural Environment Summary

- 4.76 To inform this consultation, we have identified a preferred approach to be taken in the new Local Plan regarding the natural environment. It has been appraised for its sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The preferred option is as follows:

### **Natural Environment Option:**

- **NE1.** Define the different levels of protection that will be given to spaces depending on their importance for biodiversity.

**Question 16: Do you agree with the description of natural environment issues set out in paragraphs 4.73 to 4.76 above? What other issues are there to consider?**

**Question 17: Do you agree with the proposed preferred option for the new Local Plan? Are there any other options we should be considering?**

## Moving Around the City

### National and Local Policy

- 4.77 The NPPF identifies the provision of transport infrastructure and utilities such as telecoms and water supply as strategic priorities for Local Plans and states that councils need to plan positively for their provision. The PUSH Position statement identifies key transport hubs and routes in and around Portsmouth with one of the key assets being the Port of Portsmouth. The importance of the northern links to the rest of the UK, the east and west routes along the south coast, the ferry links to the Isle of Wight and the routes leading into the city and the key employment centres are also acknowledged. SSPS T1 seeks a modal shift towards more sustainable transport with measures including locating development where it can be well served by public transport, investing in Bus Rapid Transit (BRT) on key corridors; enhancement of rail services, investment in walking and cycling routes and integrating housing, employment development and transport infrastructure.

### Local Issues

- 4.78 Portsmouth has a high quality natural environment but faces a challenging urban environment in parts of the city, particularly those dominated by traffic and corresponding high levels of air and noise pollution. The challenge is to protect the most important environmental features whilst accommodating significant levels of new development.
- 4.79 Portsmouth is a vibrant city with an average density of 5,000 people per km<sup>2</sup>; the most densely populated city in the UK outside of London.<sup>7</sup> The city has

<sup>7</sup> <https://www.portsmouth.gov.uk/ext/documents-external/pln-portsmouth-plan-post-adoption.pdf>

constrained island geography with only four road and rail links to the mainland and significant targets for housing and employment growth by 2034. There is a high degree (64%) of self-containment within Portsmouth with a large number of short commuter trips (<3km), predominantly undertaken by car. Over 40,000 people commute daily into the city for work.

- 4.80 Portsmouth was the first city in the UK to implement city-wide 20mph on the majority of its residential streets, and now 94% of the city's roads are covered by a 20mph limit.
- 4.81 Car ownership levels in the city have steadily increased with the average family in Portsmouth now having access to 1.42 cars. However there is still low ownership in many areas and 34% of people in the city do not have access to a car. Electric vehicle ownership levels are low with 0.07% of cars registered in Portsmouth electric, and 6.81% hybrid vehicles.
- 4.82 The city has a good public transport network with five rail stations, 8.29km of bus lanes and water services to Gosport and the Isle of Wight and international destinations.
- 4.83 Portsmouth's public transport system is currently used by 6.8% (2.2% train and 4.6% bus) of commuters working in the city, lower than comparable cities such as Oxford.<sup>8</sup> A Park and Ride facility opened in April 2014 at Tipner.
- 4.84 Portsmouth is well suited to walking and cycling due to its dense urban network, flat topography and temperate climate. Just over 7% of residents cycle to work and 16.1% travel by foot. There is around 76km of cycle lanes (including shared facilities) in Portsmouth.
- 4.85 The average distance to primary school (0.77km) and secondary school (1.38kms) are short. 2011 is the latest census data available for travel to school and it showed more children walk to school in Portsmouth than the English average.

#### **Percentage of children walking to primary school**

England	59.5%
Portsmouth	79.9%

#### **Percentage of children walking to secondary school**

England	42.0%
Portsmouth	71.8:

- 4.86 With 20% more primary school children walking and 30% more secondary it suggests an active, healthy population. However obesity levels in children from 2012 - 2013 statistics shows that 23.9% of Portsmouth children were

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<sup>8</sup> Census 2011

overweight/ obese on joining primary school compared to 22.2% nationally and this increased to 35.28% on leaving primary school compared to 33.3% nationally.

- 4.87 Portsmouth has a high number of pedestrian casualties in the city. From 2014 to 2016 there was an average of 97 casualties per year. 77% of these occurred on the main 30mph road network.
- 4.88 In addition to the local transport links, Portsmouth is an international gateway with Portsmouth International Port providing passenger services to eight destinations across France, Spain and the Channel Islands. It also offers around 30 European cruises a year as well as a large number of freight movements.
- 4.89 Portsmouth has five Air Quality Management Areas (AQMAs) within the city; with traffic-related emissions (mainly nitrogen dioxide) being the main contributing factor for their poor air quality. Four of the five AQMAs are located along the western corridor. This corridor comprises the M275 and tributary routes - and carries the majority of traffic to the city. Though there have been significant improvements, localised air quality issues are still an issue. Work is currently being carried out to investigate the impact of air quality on the sensitive ecology of nature conservation sites surrounding the city, and the potential to impact upon human health. The reduction of traffic emissions is important to reduce the environmental impact of transport on city residents and reduce carbon emissions. Focusing further development in the city will increase pressure on the road network and encouragement is needed for other forms of transport to take a larger share of daily journeys. The challenge is to reduce reliance on the car and encourage other modes of transport around the city and ensure suitable infrastructure is provided in conjunction with development.

## Transport Summary

- 4.90 To inform this consultation, we have identified a number of options which could be taken in the new Local Plan regarding transport issues. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

### Transport Options:

- **TR1a.** Transport Infrastructure provision. Seek transport schemes to support the development planned to take place. Including:
  - South East Hampshire Bus Rapid Transit future phases, including: Fareham to Queen Alexandra Hospital (QAH) in Portsmouth (three routes), Clanfield/ Waterloo to Portsmouth/ Southsea (two routes) and Havant to Portsmouth (three routes);
  - Links between Tipner and Horsea Island allowing buses, cyclists and pedestrians access between Tipner West and Horsea Island East, the new country park, Port Solent and beyond. Car access would be

limited to the business space created in Horsea Island East.

- City centre road improvements to improve capacity.
- Park and ride expansion to create additional capacity.
- Improved rail service to London.
- Improved rail journey time between Portsmouth and Southampton.
- Smart Motorways to improve the M27 links to Southampton and intermediate towns.

• **TR1b.** Supplement transport infrastructure with transport congestion measures. Including:

- A comprehensive electric vehicle charging network across the city for residents, businesses and visitors.
- Marketing and behaviour change activity to support infrastructure schemes and generate mode shift.
- Public realm improvements to improve the environment and quality of place for those travelling through areas giving priority to pedestrians and cyclists over motorised vehicles.
- Road safety education and enforcement campaigns and activities at targeted modes and groups.
- Working with stakeholders to identify the best solutions and for collaborative delivery where appropriate.
- A network of continuous cycle infrastructure throughout the city for both strategic and local journeys, confident and beginner cyclists.
- Redevelopment of Portsmouth and Southsea, and the Harbour Stations.

**Question 18: Do you agree with the description of issues regarding transport set out in paragraphs 4.77 to 4.90 above? What other issues are there to consider?**

**Question 19: What options do you think the Council should follow in the new Local Plan? Are there any other options we should be considering?**

## **Other Issues for the Local Plan**

### **Achieving Sustainable Development**

4.91 The NPPF contains a presumption in favour of sustainable development. Sustainable development covers a range of economic, social and environmental measures, including making a transition to a low carbon future, taking full account of flood risk and coastal damage, encouraging the reuse of existing resources and conserving and enhancing the natural environment.

4.92 The PUSH Position Statement seeks to achieve sustainable development. Statement SP1 seeks higher employment densities in areas of high public transport accessibility, well designed and maintained sustainable buildings and public spaces. G1 protects green infrastructure and recognises that it has a role

in diverting recreational pressures away from sensitive European sites. ENV1 seeks to protect the natural environment and manage flood risk. Long term investment to manage coastal flood risk is needed to facilitate major growth in Portsmouth and the shoreline management plan sets out the approach for this.

### **Delivering New Infrastructure**

- 4.93 All infrastructure requirements to support development in the city will be identified in an updated Infrastructure Delivery Plan (IDP), to be produced alongside the Local Plan. Infrastructure requirements associated with bringing forward Strategic Sites will form part of the planning policy for each allocated site. This is the current approach and it is not considered that there is a reasonable alternative.
- 4.94 The Infrastructure Delivery Plan (IDP) 2011 sets out the key infrastructure improvements needed across the city to support the development set out in the Portsmouth Plan 2012. Particular infrastructure requirements included flood defences, surface water and foul water separation. An update of the IDP will be prepared alongside the development of the Local Plan, covering transport, flood defences, green infrastructure, utilities, education, health, emergency services, community and cultural facilities, waste and affordable and supported housing.

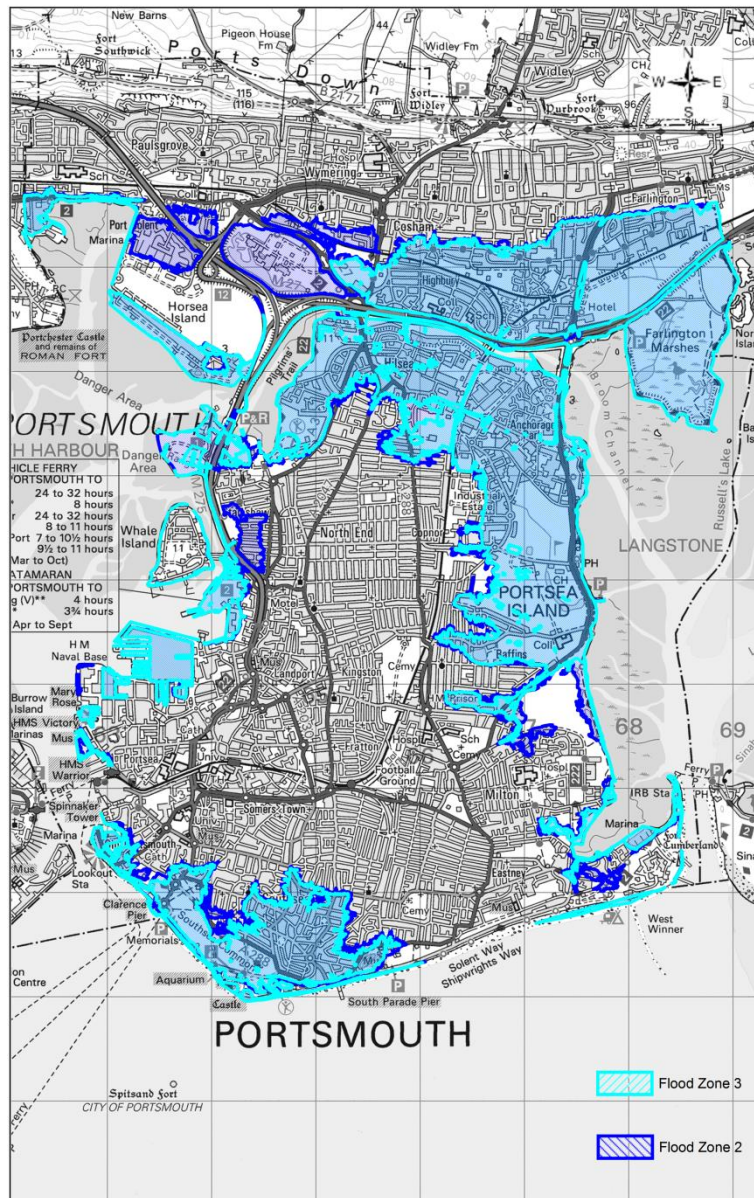
### **Flooding**

- 4.95 Portsmouth has a shoreline of 32 km around Portsea Island and 11.5 km on the mainland. It also has 3 km of drainage channels. Portsmouth, being a coastal city, has a higher flood risk than many areas and mitigation through flood defences is needed. Approximately 47% of the city's land area is within Flood Zones 2 and 3 (the areas of highest risk). The coastal frontages of Portsmouth are almost entirely defended from either wave overtopping or tidal flooding by some form of coastal defence and further flood defences are planned. The city is vulnerable from rising sea levels, extreme weather events and consequent flooding from the sea and groundwater. However, flood risk also occurs through surface water and management of this is also needed to reduce future flood risk.
- 4.96 Portsmouth City Council's Local Flood Risk Management Strategy considers all forms of flooding across the city, which can occur in many forms including surface water and groundwater but the city is vulnerable particularly to tidal flooding. The impact of the flooding can vary in seriousness varying in scale, duration and the velocity, volume and type of water. The city has sea defences but is still at high risk from tidal flooding especially in extreme weather events.
- 4.97 PUSH updated the Strategic Flood Risk Assessment in 2016 and this identifies the areas of the city at most risk from flooding. Portsmouth is divided into Flood Zone 1 (1 in 1000 years annual probability of sea flooding), Zone 2 (between 1 in 200 and 1 in 1000 years annual risk of sea flooding) and Zone 3 (greater than 1 in 200 years annual risk of sea flooding). Of Portsmouth's total land area, 18% is in Flood Zone 2 and 29% is in Flood Zone 3 (see Figure 5).



- 4.98 The Portsea Island Coastal Strategy provides a long term strategic approach to the coastline of Portsea Island. It identified Southsea and North Portsea Island as primary frontages where improved sea defences are required to reduce the risk to the city's population, businesses and key infrastructure. The Portchester Castle to Emsworth Coastal Strategy provides a similar long term strategic approach to the city's mainland coastline.
- 4.99 New defences identified in the Portsea Island Coastal Strategy have begun to be put in place. The works between Port Creek Railway Bridge and the Eastern Road Bridge has been completed as have works between the Eastern Road Bridge and Kendalls Wharf. Works commenced in spring 2017 on sea defences at Tipner Lake which will significantly reduce the risk of flooding. Sea defences for Southsea are also planned from the Long Curtain Moat to the former Royal Marines Barracks to reduce the risk of flooding from the sea, high tides and winter storms. Works are dependent upon the availability of funding.

**Figure 5 - Flood Zones in Portsmouth**



## Adaptation to Climate Change

4.100 Achieving sustainable development and responding to climate change can be tackled through, for example:

- Locating housing close to jobs and services to minimise the need to travel.
- Providing good access by public transport, cycling and walking to reduce the need to travel by car.
- Improving the energy efficiency of new and existing buildings.
- Promoting the development and use of decentralised renewable and low carbon energy.

4.101 Whilst reducing greenhouse gases, is considered important in tackling climate change, it is also recognised to be important for new development to be

designed to be resilient to the effects of climate change. It is anticipated that the UK will experience warmer, wetter winters, hotter, drier summers and see an increased incidence of extreme weather. It is intended to encourage all new building development including conversions, refurbishments and extensions to incorporate climate change design and adaptation. Where practicable, means to combat higher temperatures and intense rainfall will be encouraged. This can include measures such as planting and shading to reduce solar heating gain in the summer and flood resilience measures such as raising floor levels. Other factors will need to be taken into account in considering such measures including development viability and the impact on the historic environment.

- 4.102 The Government has set a target of 15% of the UK's energy to come from renewable sources by 2020. Portsmouth could contribute to this through renewable and low carbon energy schemes.

### **Minerals and Waste**

- 4.103 Portsmouth City Council works in partnership with Hampshire County Council, Southampton City Council, New Forest National Park Authority and the South Downs National Park Authority ('the Hampshire Authorities') on minerals and waste matters in the County. Together the Hampshire Authorities produced the *Hampshire Minerals and Waste Plan* (HWMP) (2013) which aims to enable the delivery of sustainable minerals and waste development up to 2030. The HMWP, in-line with national planning policy, encourages the reduction, beneficial reuse or recycling of waste. A similar approach is taken on exploiting mineral resources, where the use of substitute or secondary and recycled materials and mineral wastes should be considered before extraction of primary mineral resources from the land or sea.
- 4.104 This approach safeguards minerals and waste processing sites to prevent the loss of their capacity to alternative development, and/or encroachment on operations from nearby incompatible uses. There are eight existing safeguarded waste sites within the Portsmouth City Council area, as well as a safeguarded area at the HM Naval Base and commercial docks for potential minerals and/ or waste importation wharf. The potential use of the Naval base as a wharf may need to be balanced with the Local Plan's aspirations to utilise land for employment uses, should any land be released from military or port uses. There also are two concrete batching sites in Portsmouth where Mineral Infrastructure Safeguarding applies.
- 4.105 Specific minerals resources of local and national importance are also safeguarded to prevent the unnecessary sterilisation of resources from overlying development. Portsmouth contains some safeguarded reserves of Brick Clay, Superficial Sand and Gravel and Soft Sand. These deposits are largely focused in constrained areas where future development would be very unlikely, including Southsea Common and land within the on-shore areas off Langstone Harbour and Portsea. However, there are brickclay reserves present around proposed Tipner Strategic Development Site which should be considered as part of any master planning of the site.

## **Other Issues summary**

4.106 The issues set out in paragraphs 4.89 to 4.103 above outline the Council's understanding of a range of issues which are relevant to the Local Plan. Specific options have not been identified for this consultation but that does not mean that these issues are not important to the Council or to the Local Plan - they will be critical to deliver a sustainable future for the city. It is thought appropriate to seek views on the description of the issues above and to use the points raised to guide the work on the new plan as it progresses.

**Question 20: Do you agree with the description of issues set out in paragraphs 4.91 to 4.106 above? What other issues are there to consider?**

**Question 21: Regarding these issues, what options do you think the Council should follow in the new Local Plan?**

## **Further identified work**

4.107 Working through the key issues for Portsmouth will require a range of technical work which will be produced over the coming months. Where studies are underway or have already been identified they are set out in the relevant section in this chapter. The list of further technical work includes (but is not limited to):

- Further work on the levels of need for new housing, including specialist housing;
- Assessment of infrastructure requirements, funding and delivery
- Further work on transport issues, aligned to the production of the Council's new Local Transport Plan;
- Further work to identify sites to deliver development;
- An open space study to consider the quantity and quality of open spaces across the city;
- Technical work on air quality impacts across the city;
- A viability assessment, to ensure that the costs placed on development do not prevent the strategy in the Local Plan being delivered
- Further Sustainability Appraisal and Habitats Regulations Assessment work.
- Further project work to confirm the deliverability of the Strategic Sites and assessment of the capacity of the Opportunity Areas to deliver development in the longer term.

**Question 22: Have we identified all the technical work which needs to be done? What other plans, policies and programmes should be take into account when preparing the new local plan?**

# 5 The Strategic Options for Growth

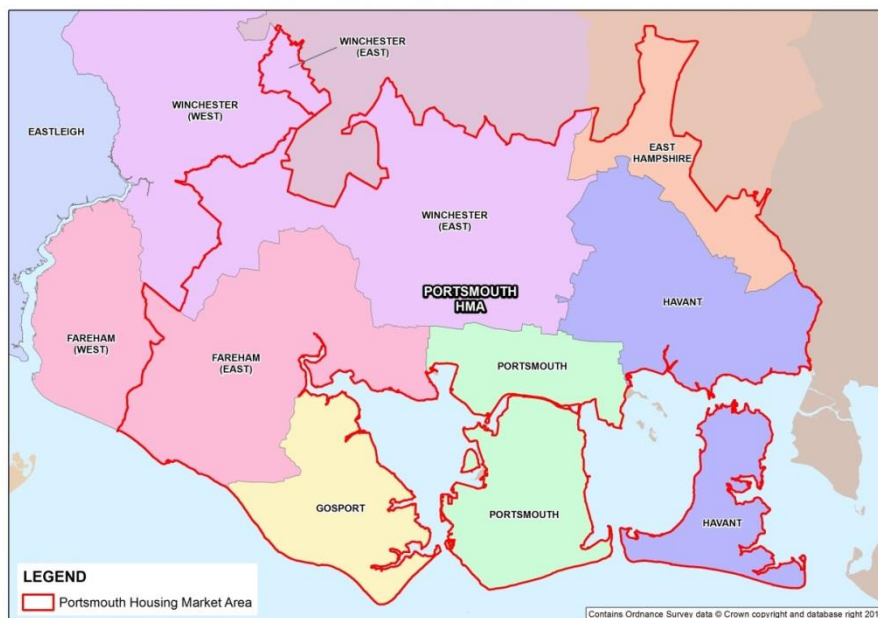
## Development Requirements

- 5.1 The National Planning Policy Framework makes it clear that the starting point for Local Plans is the presumption in favour of sustainable development. The framework confirms that for plan-making, this means that local planning authorities should positively seek opportunities to meet the development needs of their area; and Local Plans should meet objectively assessed needs, unless there are special circumstances which indicate that development should be restricted.
- 5.2 Therefore, the starting point in preparing a new Local Plan for Portsmouth is an assessment of the level of development required in the city. This section focuses on the evidence of need for future development. The section which follows it then considers some of the options and potential locations for delivering it.

## Housing Requirements

- 5.3 Housing markets are not restricted by local authority boundaries and consideration needs to be given to the area within which people move home and travel to work and plan accordingly. The city is within a wider Portsmouth Housing Market Area which is shown in Figure 6 below.

**Figure 6 - The Portsmouth Housing Market Area (HMA)**



- 5.4 The PUSH Spatial Strategy Position Statement identifies a need for an additional 45,000 homes in the whole Portsmouth housing market area by 2034. The share for Portsmouth city itself is a need for 17,020 dwellings. At the time the position statement was prepared, in light of the high levels of

housing need, the identified capacity for the city was 14,560 dwellings. The Position Statement therefore shows a target of 14,560 dwellings for Portsmouth, but this Council along with the others in this housing market area has undertaken to actively seek to identify additional potential for housing to address the shortfall against the objectively assessed need through the local plan process.

- 5.5 The housing requirement will need to be continually considered as the plan is produced over the coming months. New demographic information, changes in national planning policy and guidance and the scope of neighbouring authorities to meet housing needs will all impact upon the assessment of housing need in this area and what can be done to meet it. However, it is certain at this point that the Council will need to demonstrate, through the plan process, that it has made every effort to meet the need for housing and looked at all available sources.
- 5.6 When considering the capacity of Portsmouth to deliver new housing, the PUSH Position Statement notes that a significant proportion of these homes will be delivered in higher density schemes in the City Centres, central areas, district centres and other accessible locations.
- 5.7 There are high projected levels of need for affordable housing and the city has a significant level of homelessness. The challenge is to balance the need to find sufficient sites to accommodate the high level and range of different needs in the city and the need to provide for other land uses to support the population, within the significant constraints that exist. Further information on how the need for housing is calculated and options have been produced is set out in the Background Paper on *Housing Needs and Housing Targets*.

### **Housing Requirements Summary**

- 5.8 To inform this consultation, given the levels of need currently identified, and the directive in the national planning policy framework, we have identified two options at this stage for the overall level of housing to deliver in this plan during the period 2011 to 2034. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

#### **Housing Requirements Options:**

- **HT1a** PUSH Spatial Strategy: Position Statement to 2034 - capacity for 14,560 new dwellings currently identified with work continuing to address the shortfall to meet assessed needs;
- **HT1b.** Objectively Assessed Housing need to 2034 - 17,020 new dwellings.

**Question 23: What level of housing do you think we should seek to deliver in this Plan?**



## Employment Requirements

- 5.9 The PUSH Position Statement identifies Portsmouth and Southampton as the largest employment centres in the Solent area, which between them accommodate 40% of total employment. The Solent's economy is expected to grow by 2.7% per annum over the period to 2030, with an increase of 97,700 jobs in this time period. The strategy seeks to prioritise employment growth in the two cities, particularly the City Centres. Portsmouth's target is to plan for 92,000 square metres of office floorspace and 28,000 of mixed B-Class floorspace (which includes offices, research and development, industry, storage and distribution) over the Plan period.
- 5.10 Strategic employment locations are identified in the PUSH position statement at Portsmouth City Centre, Lakeside North Business Park and Tipner and Horsea Island. The statement seeks to protect these areas for B class employment use (though in Portsmouth City Centre this will be part of mixed use development). To support the maritime role of Portsmouth, four sites are identified as Waterfront sites of sub regional significance. These are - BAR Racing - The Camber, Port Solent Quay, Trafalgar Wharf and Tipner West. Portsmouth International Port is also identified as a key waterfront employment site critical to the marine role and function of the sub region.
- 5.11 The challenge is to respond to the differing needs of the many businesses and commercial activities in the city and to provide a range of commercial accommodation across the city. The Local Plan needs to ensure opportunities exist to provide sufficient employment land to meet those future needs. Given the shortage of land available in the city, it is also important to ensure that sufficient employment land is protected from being redeveloped to other uses.
- 5.12 The city is a nationally important naval base and commercial port and has a growing university and their future needs should be taken into account. Also, as a city with a maritime heritage, there is on-going demand for employment land with access to the waterside but this has to compete with housing provision for which there is a premium paid for proximity to water, together with consideration of any potential conflicts with internationally protected habitats. The number of sites with suitable waterside access to deep waters and not unduly affected by tides is limited.

## Employment Requirements Summary

- 5.13 To inform this consultation, we have identified two options at this stage for the approach to employment land during the period 2011 to 2034. They have been appraised for their sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The identified options are as follows:

### Employment Requirements Options:

- **ET1a.** PUSH Spatial Strategy: Position Statement to 2034 - 120,000 sq m of new employment floorspace; or
- **ET1b.** Selective release of employment sites for residential development -

100,000sqm of new employment floorspace overall.

**Question 24: What amount of employment land do you think we should be seeking to deliver in this Plan? What do you think is the correct approach to employment land?**

## **Retail Development**

- 5.14 The PUSH Position Statement R1 identifies Portsmouth as a Regional City Centre and along with the other city, town and district centres in the sub region, a town centre first approach is supported for the development of new retail, offices and leisure. It recognises at the local level, that it may be appropriate for the provision of new district or local centres as part of new strategic development locations.
- 5.15 In Portsmouth, the range of retail centres each provide a significant number of jobs and are an important part of the local economy. However, retail sector trends have been acting against the district centres and national indications are that these types of centre are unlikely to attract substantial retail investment in the future. The challenges as the plan progresses are to review their respective roles in supporting a wider range of uses and to support them from competing out of centre proposals.
- 5.16 The Retail Study 2015 identifies that one of the impacts of the increasing presence of on-line retailing is for bricks and mortar retailers to reduce store networks and seek to concentrate in larger units in the biggest centres. It concludes that town centres will need to look beyond the retail sector to support future growth and redevelopment, with mixed uses being likely to most succeed, including leisure, residential, tourism and culture and further education possible sectors.
- 5.17 The Retail Study indicates that there is no requirement to provide additional convenience goods floorspace in the city to 2031 but that future provision should not necessarily be resisted particularly in the district centres. For comparison shopping requirements, the Study advises that this should be concentrated in the City Centre. The amount identified to 2031 is 77,000sqm.

## **Retail Requirements Summary**

- 5.18 To inform this consultation, we have identified a preferred approach to be taken in the new Local Plan regarding retail needs. It has been appraised for its sustainability and the results are in the Sustainability Appraisal document which accompanies this consultation. The preferred option is as follows:

### **Retail Requirements Option:**

- **RT1.** Locate retail comparison floorspace requirement in Portsmouth City Centre



**Question 25: Do you have any views on the need we have identified for new retail floorspace? Do you agree that Portsmouth City Centre is the correct location for new retail floorspace?**

# 6 The Strategic Development Sites and Opportunity Areas for Growth

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## Introduction

- 6.1 The previous sections have looked at the planning issues for the city and the evidence we have to date on the need for further development. This section sets out where we might be able to locate new development, and the issues we would need to address in doing so.
- 6.2 Potential development sites in the city have been identified through a 'call for sites', undeveloped allocations in the current Portsmouth Core Strategy and other sites considered to have development potential. A full summary is set out in the Council's *Strategic Land Availability Assessment*. There is a constant stream of development proposals in the city, ranging from changes of use, small schemes for one or two dwellings, up to larger proposals such as redevelopments for flats. In addition to those individual sites, we have identified a number of Strategic Sites and Opportunity Areas which will be crucial for the future of the city (see Figure 7).

## Strategic Sites

- 6.3 Potential strategic site allocations in the existing Portsmouth Local Plan are defined as those expected to accommodate more than 250 dwellings or significant new employment floorspace. Six Strategic Sites have been identified to meet the city's future development needs. These are Tipner West, Tipner East, Tipner Firing Range, Port Solent and Horsea Island, St James' Hospital in Milton and Lakeside Business Park.
- 6.4 Four of these sites are included in the existing Portsmouth Core Strategy. St James' Hospital is an additional proposed Strategic Site, first identified in the previous Portsmouth City Local Plan (2006). In addition, the Tipner Firing Range is land that the MOD have historically seen as land that had an operational need, as part of the City Deal this land will now transfer to PCC with the re-provision of the Firing Range at Longmoor in east Hampshire.

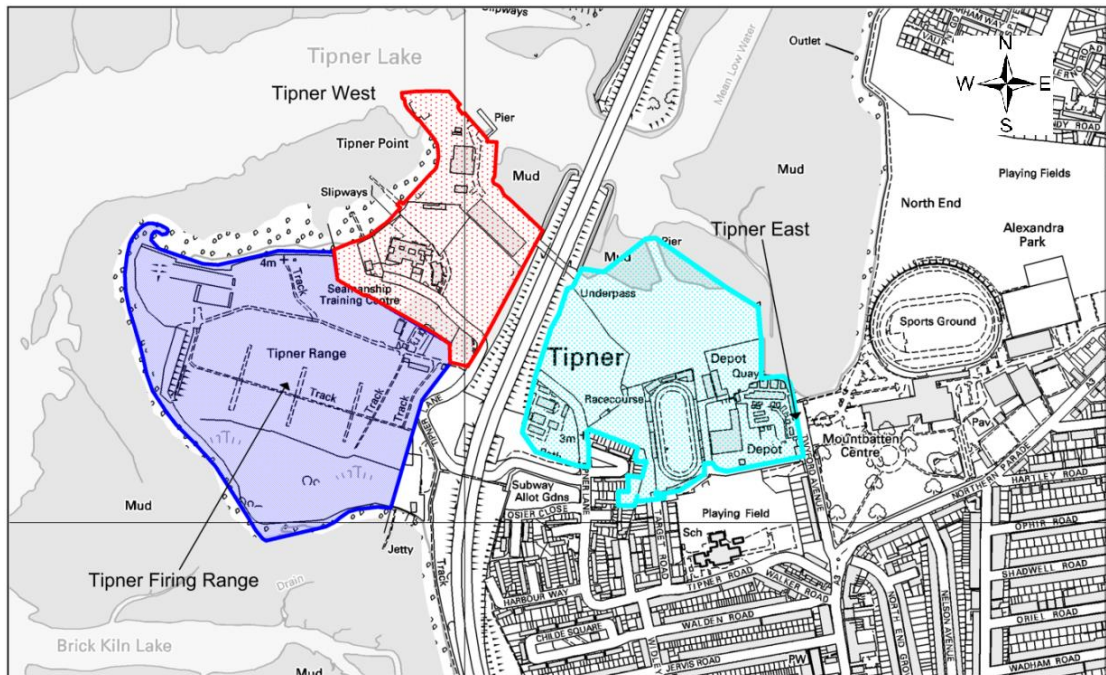
**PORTSMOUTH**

**Legend:**

- Potential Strategic Sites (Green outline)
- Strategic Sites (Red outline)
- Opportunity Areas (Blue outline)



## Proposed Strategic Site Allocation 1 - Tipner



- 6.5 The three Strategic Sites of Tipner West, Tipner East and Tipner Firing Range have their own characteristics, opportunities and potential. Each is described in turn below.

### Tipner West

- 6.6 This site is approximately 6.5 hectares. To the north lies Tipner Lake, part of Portsmouth Harbour (a protected Site of Special Scientific Interest, (SSSI) Special Protection Area (SPA) for birds and a Ramsar site). To the south is the area used by the MoD as a firing range. Most of the site is currently in use for a variety of uses including a scrap and breakers yard and a processing plant with a concrete quay, together with areas of cleared scrubland. The Harbour School and the National Seamanship Training Centre are located in the southern part of the site. Two Grade II listed former powder magazines dating from the late 18<sup>th</sup> century are located within the scrap yard/breakers yard. The overall capacity of the site is estimated at 650 dwellings.
- 6.7 The site is allocated in the adopted Core Strategy 2012. It has City Deal status and associated funding. A range of background work to support a planning application is currently being undertaken. Significant infrastructure is required to deliver this site including flood defence works, remediation of site contamination and new highway infrastructure. The new motorway junction on the M275 gives the site good access to the strategic road network.
- 6.8 The Council is committed to enabling this site to come forward and funding has been secured through City Deal. However, the site has complex

landownerships and these need to be resolved before the site can move forward. The future of the existing uses on the site needs to be confirmed.

### **Tipner East**

- 6.9 This part of the Tipner regeneration area is close to Alexandra Park Sports Ground and the Mountbatten Centre and the residential areas of Tipner and Stamshaw. To the west of the site is the city park and ride facility. The previous uses included a chemical works, timber yard, brick works, clay extraction and landfill, distillation of coal tars, coal/coke storage, vehicle maintenance, scrap yard and marine salvage. These left areas of the nine hectare site heavily contaminated. Remediation of the most contaminated part of the site has taken place and large areas of the site have been cleared for re-development.
- 6.10 The site will significantly contribute to the delivery of the city's housing supply and regeneration of Portsmouth. It already benefits from the new Park and Ride facility, the M275 motorway junction and planning permissions for development. Tipner Regeneration Company and the Homes and Communities Agency are promoting the land within their ownership and planning permission has been granted for residential development on most of the site. The permitted capacity of the site is 626 dwellings.

### **Tipner Firing Range**

- 6.11 This part of the Tipner site is bounded on three sides by Tipner/Portchester Lake which forms part of Portsmouth Harbour (a protected Site of Special Scientific Interest, Special Protection Area for birds and Ramsar site). The current use on site is a rifle firing range which the MoD is relocating to a site in Surrey. The site is nearly 15.5 hectares, largely flat and open, with some limited buildings associated with the rifle range. Whilst this site has not previously been allocated for development as part of the City Deal bid the capacity of the site was identified as being 600 dwellings.
- 6.12 The Council has secured funding through City Deal to contribute to the provision of the associated infrastructure required to bring it forward. Background work to support a planning application is currently being undertaken. Additional infrastructure such as a new bridge, flood defences plus the remediation work is required to bring the site forward.

## Sustainability Appraisal of Proposed Strategic Site Allocation

6.13 The interim assessment of the whole site is summarised below:

<p><b>Tipner</b></p>	<p>Overall the site provides the potential to deliver a number of positive effects for the economy, the vitality of retail centres and delivering quality housing. However, significant uncertainties remain depending upon the manner in which the site is delivered.</p> <p>There is an opportunity for the strategic scale of housing to encourage further sustainable transport links (e.g. bus services) to the site and create links to the proposed Country Park at Horsea Island which would contribute to promoting healthy communities. While the impact on the historic environment is unknown at this stage, there is the potential to consider the enhancement or reuse of the Listed assets on site. The site is in prominent location and in the preferred area for tall buildings. The site is in a mineral consultation area for brick clay but the resources could be affected by contamination and/ or the need for the remediation of the site.</p> <p>There are potential negative impacts on the natural environment as the site includes an area identified as uncertain for feeding by Brent Geese and Waders. Any adverse impacts would need to be satisfactorily mitigated. The impact on air quality from the scale of the proposed development needs further investigation.</p>
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6.14 Issues to be considered addressed through the Plan include the following points:

- The capacity of infrastructure, including roads, utilities, and community infrastructure such as schools, to support development in this location;
- The impact and mitigation of noise, primarily from the M275;
- Public open space and access to the waterfront;
- Potential relocation of the existing Harbour School;
- The need for improved flood defences, and any opportunities arising from their delivery;
- The delivery of key identified infrastructure, including a new sewer, water supply; electricity substation, flood defences and highways infrastructure linking to the M275 and the relationship between Tipner East to Tipner West;
- The need for new walking any cycling links throughout the area and to the surrounding areas and key destinations;
- Impact upon on Portsmouth Harbour SSSI; and
- Links to new country park at Horsea

**Question 26: Do you agree that Tipner should remain a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?**

[illegible]

## Port Solent

6.17 Port Solent was identified in the adopted Portsmouth Plan as having capacity of 500 dwellings and 3.4 ha for marina related operations. That capacity was based on the redevelopment of the existing boardwalk and car park, with the retention of the existing open space to the south.

6.18 Horsea Island has been used by the MoD since the 1880s and continues to be the home of the 'Defence Diving School', the UK's centre of excellence for military diving training.

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Park. Key was the provision of a new all vehicles bridge adjacent to the existing M275 and link road to Port Solent (with measures to prevent a through route for private motor vehicles off of Portsea Island). As part of City Deal the site has been identified as employment land rather than housing

- 6.20 The Employment Land Review (2016) identifies Horsea Island, in conjunction with the development of Tipner West, as a key potential site for approximately 25,000sq m of new employment floorspace. Given the site's deep water access there is potential to extent the marine and maritime related cluster found at Port Solent.

## **Sustainability Appraisal of Proposed Strategic Site Allocation**

- 6.21 The interim assessment of the whole site is summarised below:

<b>Port Solent and Horsea Island</b>	Together, Port Solent and Horsea Island have the potential to significantly contribute to the economy via the provision of new employment floorspace, which is likely to support the sub-regional marine and maritime sector. The proposed location offers the potential to accommodate a full range of housing types and sizes in a sustainable location with access to local facilities and services. The additional population will help to support new services including public transport services on Southampton Road.
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## **Port Solent and Horsea Island Site Issues**

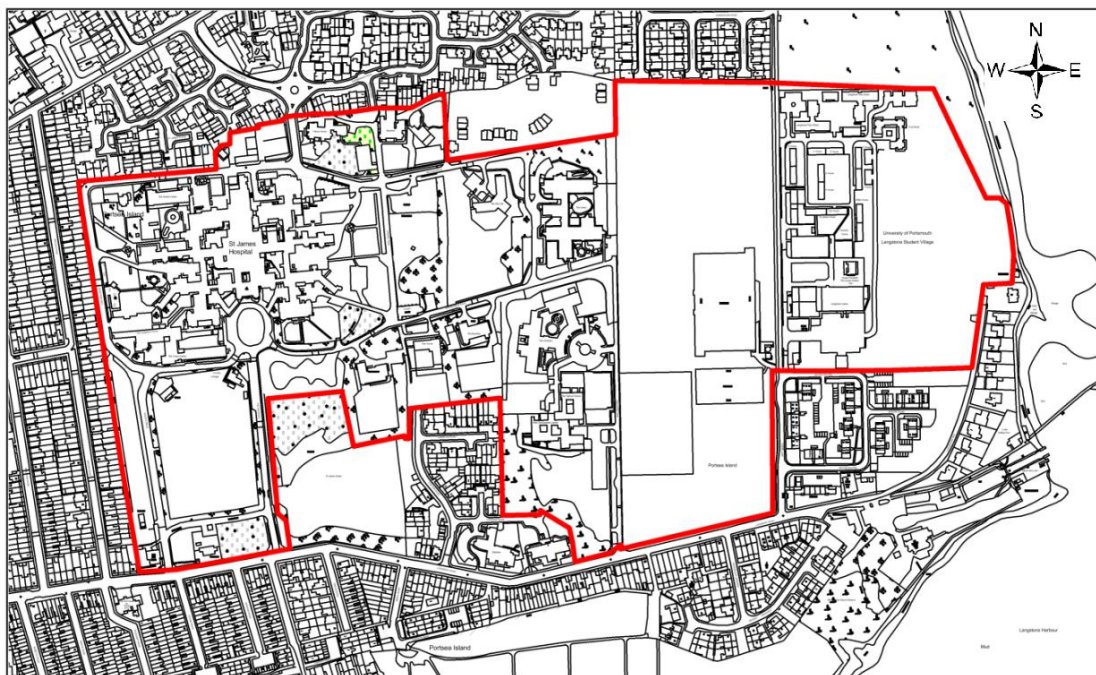
- 6.22 Issues to be considered addressed through the Plan include the following points -

- The capacity of infrastructure, including roads, utilities, and community infrastructure such as schools, to support development in this location;
- Known serious contamination issues on site and remedial work necessary before development could proceed;
- The impact and mitigation of noise, primarily from the M275;
- Ensuring adequate access is provided for all uses including the existing Household Waste Recycling Centre;
- Enhancing public access to new Horsea Island Country Park;
- The potential provision of a new bus and walking and cycling bridge link form Tipner, and links to Cosham and the wider area;
- Impacts upon ecologically sensitive Portsmouth Harbour and Brent Goose feeding sites;
- Any visual impact of development from key viewpoints, Portchester Castle and the wider Portsmouth Harbour

**Question 27: Do you agree that Port Solent and Horsea Island should remain a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?**



### Proposed Strategic Site Allocation 3 - St James' Hospital and Langstone Campus



- 6.23 The site is located in Milton, a suburban area popular with families. The site consists of three areas, St James' Hospital (owned by the NHS); a group of buildings consisting of the Beeches, Yew House, Fair Oak House, The Child Development Centre and the Harbour School (owned by the Homes and Communities Agency (HCA)); and the Langstone Campus (owned by the University of Portsmouth) including university student halls of residence with adjoining playing fields.
- 6.24 The site has significant open space including the Cricket Pitch and St James' green off Solent Drive, the large area of university playing pitches adjoining Langstone and Chichester Harbour. The playing pitches are attractive to Brent Geese who feed in the adjoining harbour. The site to the west of the Langstone Campus has a number of significant mature trees and an attractive parkland character.
- 6.25 The St James' Hospital building and adjoining land is being actively promoted by the NHS and HCA through the development of a high level framework document. The University are promoting their part of the site through the call for sites. The whole area was the subject of a consultation in 2014 for its suitability for significant new housing development<sup>9</sup> with a number of issues identified through the public consultation, including traffic impacts, capacity of infrastructure, flooding, and loss of open space.

<sup>9</sup> Further proposed site allocations - July 2014, available at <https://www.portsmouth.gov.uk/ext/documents-external/dev-consultation-doc-2014-milton-sites.pdf> and subsequent Council report, available at: <http://democracy.portsmouth.gov.uk/ieListDocuments.aspx?CId=158&MId=3243>

## Sustainability Appraisal of Proposed Strategic Site Allocation

6.26 The interim assessment of the whole site is summarised below:-

<b>St James" and Langstone Campus</b>	<p>St James' Hospital and Langstone Campus offer potential to contribute the delivery of new homes, contributing to the vitality of local shops, including on Milton Road and Eastney Road. The site is well located for services and open space which could encourage walking and cycling. Sustainable transport options to other parts of the city could be improved. There is potential to enhance and increase access to the historic environment through the reuse of St James' Hospital and Hospital Chapel (Grade II listed). There is an opportunity to create a locally distinctive scheme that respects the existing heritage assets.</p> <p>There is the potential for significant negative effects on the environment with the woodland setting of St James' and proximity to the Portsmouth Harbour Special Protection Area and Ramsar site. This needs to be addressed and satisfactorily mitigated. Parts of the site lie in Flood Zones 2 and Flood Cell 3 so flooding risks and mitigation needs to be considered. At this stage, the scale of effect on the objectives related to the natural resources and climate change is unknown.</p>
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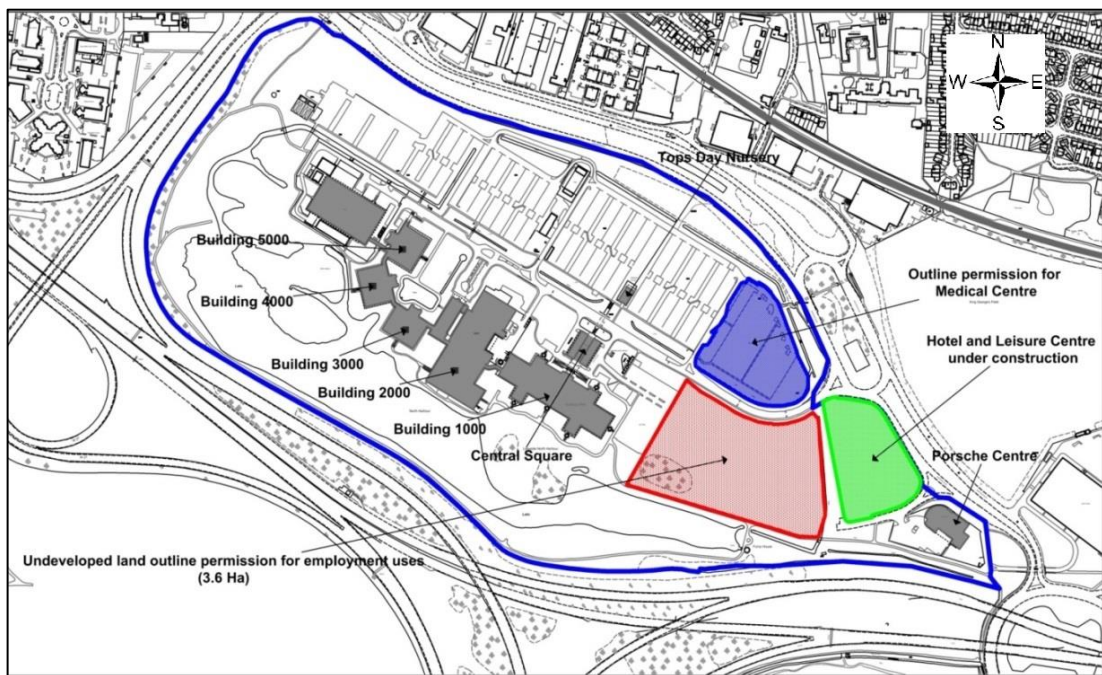
### St James' Hospital and Langstone Campus Site Issues

6.27 Issues to be considered addressed through the Plan include the following -

- The capacity of infrastructure, including roads, utilities, and community infrastructure such as schools and community facilities to support development in this location;
- Future provision of private open space which is currently accessed and used by local people and access to the waterfront;
- Cycle and pedestrian links with the wider area and the deliverability of local highway improvements;
- The need to ensure playing field provision;
- Any visual and ecological impact upon the coastline, including the sensitive Brent geese feeding sites;
- Protection of the listed buildings and their setting (St James' Hospital and the adjoining chapel);
- Improvements to flood defences;
- Protection of viewpoints, and
- A mixture of dwellings including a significant proportion of family housing.

**Question 28: Do you agree that St James' Hospital and Langstone Campus should be a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?**

## Proposed Strategic Site Allocation 4 - Lakeside North Harbour



- 6.28 Lakeside Business Park is an attractive, high quality, part-developed office campus set within landscaped grounds, originally developed by IBM for their UK Headquarters. It is a unique business location within Portsmouth and has been identified as strategic employment location of sub-regional importance with further development potential (PUSH Spatial Position Statement E3). The site is bound by the strategic road network: the M27 to the south, A27 to the east and north and the M275 to the west. Beyond these immediate boundaries lie the King George Playing Field (east) and further industrial/retail estates (west and north) and a number of sites identified for potential further development: Lynx House offices, Horsea Island and a Strategic Site allocation for 500 homes and new country park (south) adjoining the Port Solent Marina.
- 6.29 Today it is available as high quality, flexible office floorspace to let. There are currently five linked but distinct buildings for B1 class uses, named as Buildings 1000 - 5000. There are no distinct employment clusters; major occupiers include Handelsbanken (banking), Capita (business processes management), Lead Forensics (software), Coffin Mew (solicitors), Babcock (engineering and technical training services) and Wiggle (online sports retailer) amongst others. The site also includes other supporting uses including a small scale retail hub known as 'Central Square' (comprising Co-Op, hairdresser, a florist, Starbucks, Subway), a Porsche car showroom (sui generis), crèche facilities (Tops Day Nursery, D1) and significant surface car parking.
- 6.30 Lakeside was allocated in the existing Portsmouth Plan as an office campus to provide a total of 69,000sqm of B1a floorspace and this floorspace potential still remains, as does the associated outline permission for B1a uses. The 3.6ha area of undeveloped land is being actively marketed by North Harbour Unit Trust for office development.

- 6.31 Construction began on an Urban Village Hotel (C1) and Leisure Centre (D2) in September 2016 and there is an extant outline planning permission for a private medical care centre in an area currently utilised for car parking. In terms of infrastructure, planning permission was granted in 2016 for the formation of a secondary access and through road, including a junction onto Western Road (A27) with the provision of a footway and cycleway lanes.
- 6.32 Lakeside is vital to meeting Portsmouth's employment floorspace requirements over the plan period and is recognised as a significant site in the sub-region. It is proposed that the allocation for B1a uses for the whole site should be retained with the identification of the 3.6ha development potential within the western half of the site.

### **Sustainability Appraisal of Proposed Strategic Site Allocation**

- 6.33 The interim assessment of the whole site is summarised below:

<b>Lakeside North Harbour</b>	<p>Allocating Lakeside North Harbour as a Strategic Site for B1a employment uses with the provision of 69,000m<sup>2</sup> additional employment floorspace has the potential to have a significantly positive impact on building a strong, competitive economy in Portsmouth.</p> <p>There are some overall positive effects for a number of other sustainability objectives, including sustainable transport, healthy communities and the natural environment, with potential for further enhancement if the next stage of the Local Plan can address the issues and suggestions raised. These include creating or strengthening sustainable transport links between the site and surrounding retail centres, proposed strategic development sites (Tipner, Port Solent), the City Centre, Gunwharf and the anticipated Horsea Island Country Park.</p> <p>At this stage, the scale of effect on the objectives related to the natural resources, climate change and flood management is unknown and will depend on the inclusion of Development Management policies on these topics and the standards to be implemented.</p>
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### **Lakeside Business Park Site Issues**

- 6.34 Issues to be considered through the production of the Plan include the following points:
- The capacity of infrastructure, including roads and utilities, and community infrastructure support development in this location;
  - The deliverability and likely market interest for additional employment floorspace in this location;



- Highway and access improvements - including the permitted secondary access works to be undertaken; improvements to the Portsbridge roundabout and the Marriott Hotel / Raymarine building junction.
- Sustainable transport links to Cosham centre and the rail station;
- Sustainable transport links to the City Centre, Gunwharf Quays and the Horsea Island County Park;
- Retention of a high quality environment in terms of design, layout and materials, and
- Any necessary flooding and sewage infrastructure

**Question 29: Do you agree that Lakeside should remain a strategic site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?**

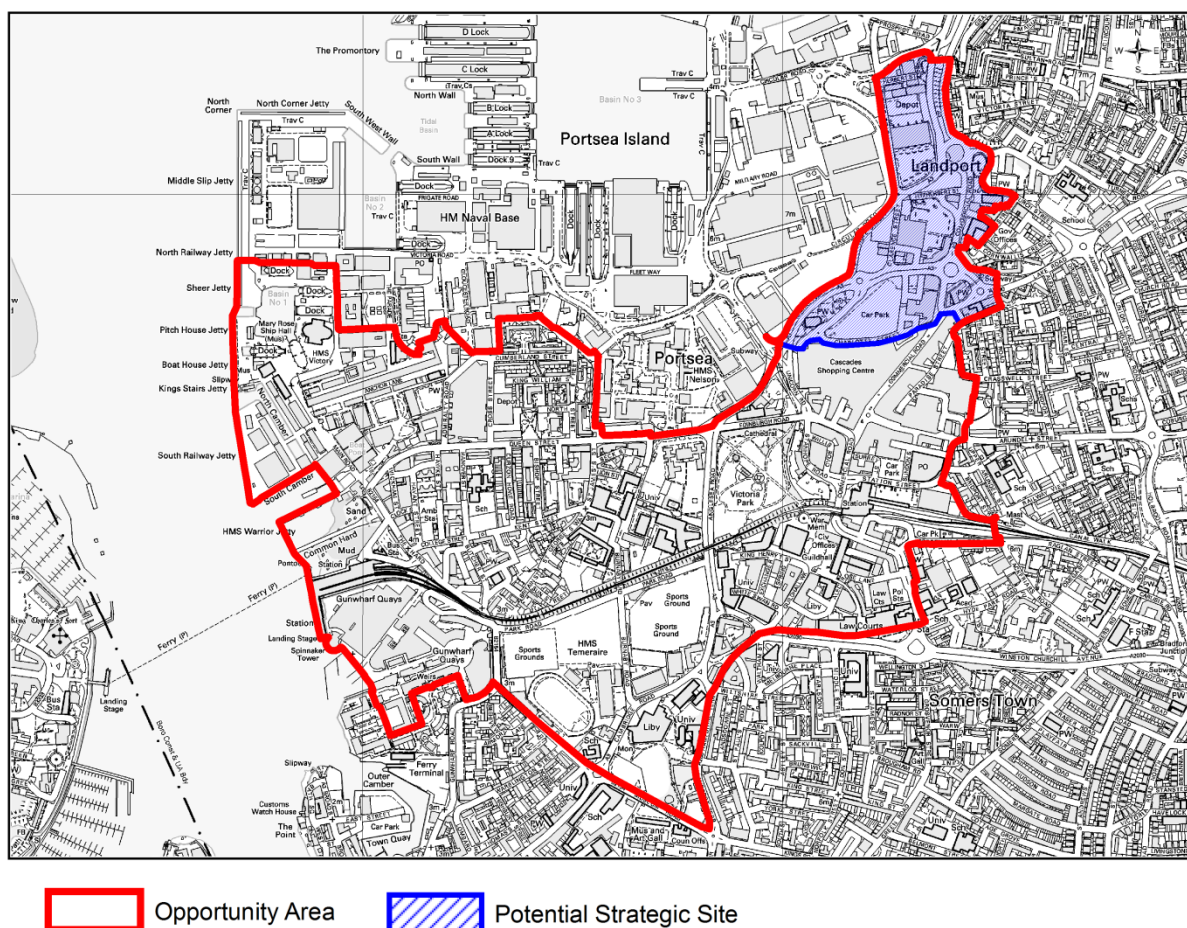
## Opportunity Areas

### Introduction

- 6.35 In addition to the proposed Strategic Sites, a number of 'Opportunity Areas' have been identified for their potential to accommodate further residential, employment and retail needs of the city over the plan period to 2034. These areas are considered to have the potential to deliver additional development over the medium to long term i.e. 6-15 years.
- 6.36 A number of specific sites within the Opportunity Areas have been already been identified for development potential. Further redevelopment opportunities also are considered to exist in these areas over the long term and these will be explored in further assessment work.
- 6.37 While additional development opportunities will arise across the whole city during the plan period, the Council considers that the Opportunity Areas shown below appear to offer the greatest development potential. The sites are:
1. Portsmouth City Centre
  2. Cosham
  3. North End
  4. Fratton
  5. Somerstown
  6. The Seafront
- 6.38 Southsea Town Centre and Albert Road and Elm Grove District Centre have been considered as Opportunity Areas for future development. However, there is not currently considered to be significant development opportunities in these locations to warrant their identification as particular areas of change.

6.39 In addition to the identified Opportunity Areas, existing allocations such as at Fratton Park and South of Rodney Road will be retained in the new plan providing they remain relevant.

### Opportunity Area 1 - Portsmouth City Centre



6.40 Portsmouth City Centre is recognised as a centre of importance in the sub region for additional housing, retail and employment. The proposed area of opportunity covers a broad area, from the southern end of the M275, through Commercial Road shopping centre and Gunwharf and the historic dockyard. The area includes significant administrative, commercial and retail areas and significant public sector landholdings by the university, the royal navy and Portsmouth City Council.

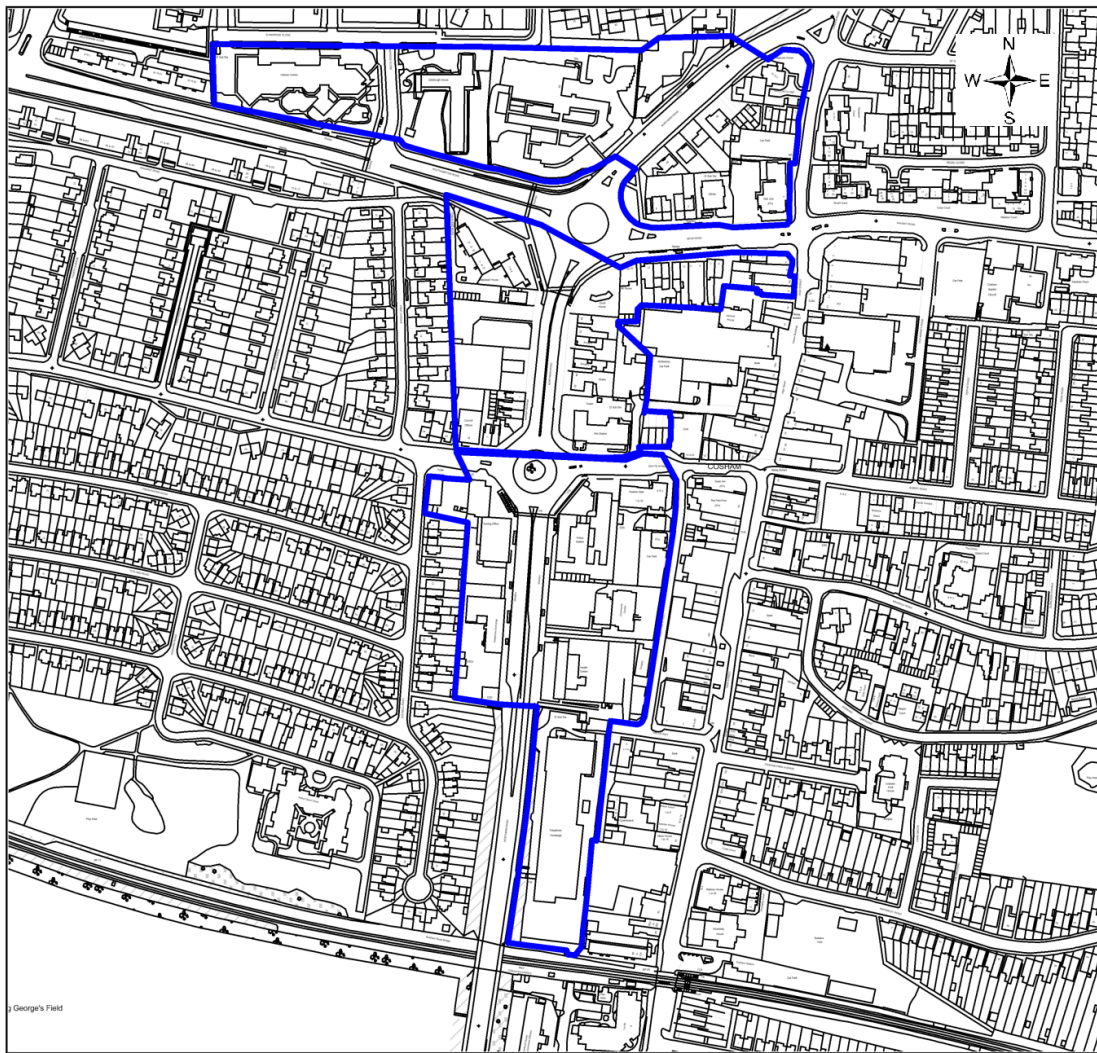
6.41 The city centre area has potential to achieve significant levels of residential and office development to help meet the development needs of the city. The northern end of the city centre area, adjoining Commercial Road, has strategic level potential for new mixed use development to include housing, retail, leisure and entertainment and employment uses. The development of this key site will be initiated by changes to the highway network which will free up additional land. Any new road scheme should provide good provision public transport to encourage modal shift.

- 6.42 The city centre environment has declined in recent years. Its position in the UK Retail Rankings has fallen behind centres in the wider area such as Southampton and Chichester. There is no recognisable Central Business District (CBD) area for office development and it has not attracted high profile employers. There is also a notable lack of leisure facilities or quality dining options to rival or complement the facilities at Gunwharf Quays. The Plan must seek to create the conditions for investment such as improving the image of the city centre and the quality of its environment. Some public realm improvements have been undertaken in Commercial Road during 2017.
- 6.43 A City Centre Masterplan for the development of key sites was published in 2013; whilst a number of sites have been developed, others remain undeveloped and further development opportunities may yet arise. Major development for student accommodation has or is taking place at Greetham Street and Stanhope Road. There has been further significant interest in the centre for student accommodation, university facilities and hotel development.
- 6.44 The Council is committed to the regeneration of the city centre. There is a need for a refreshed development strategy for the city centre that addresses its challenges, provides certainty for traders and potential investors including opportunities for high quality office accommodation. Further work is also being undertaken to understand the full development contribution that the northern end of the city centre could provide. For that reason the northern part has been identified as a potential Strategic Site. The intention is for us to consult on proposals as part of this Local Plan process - we want views on what people want and what we need to consider.

**Question 30: What do you think about the future of the city centre? What are the issues we need to address and what do you think the Plan should try to achieve?**



## Opportunity Area 2 - Cosham



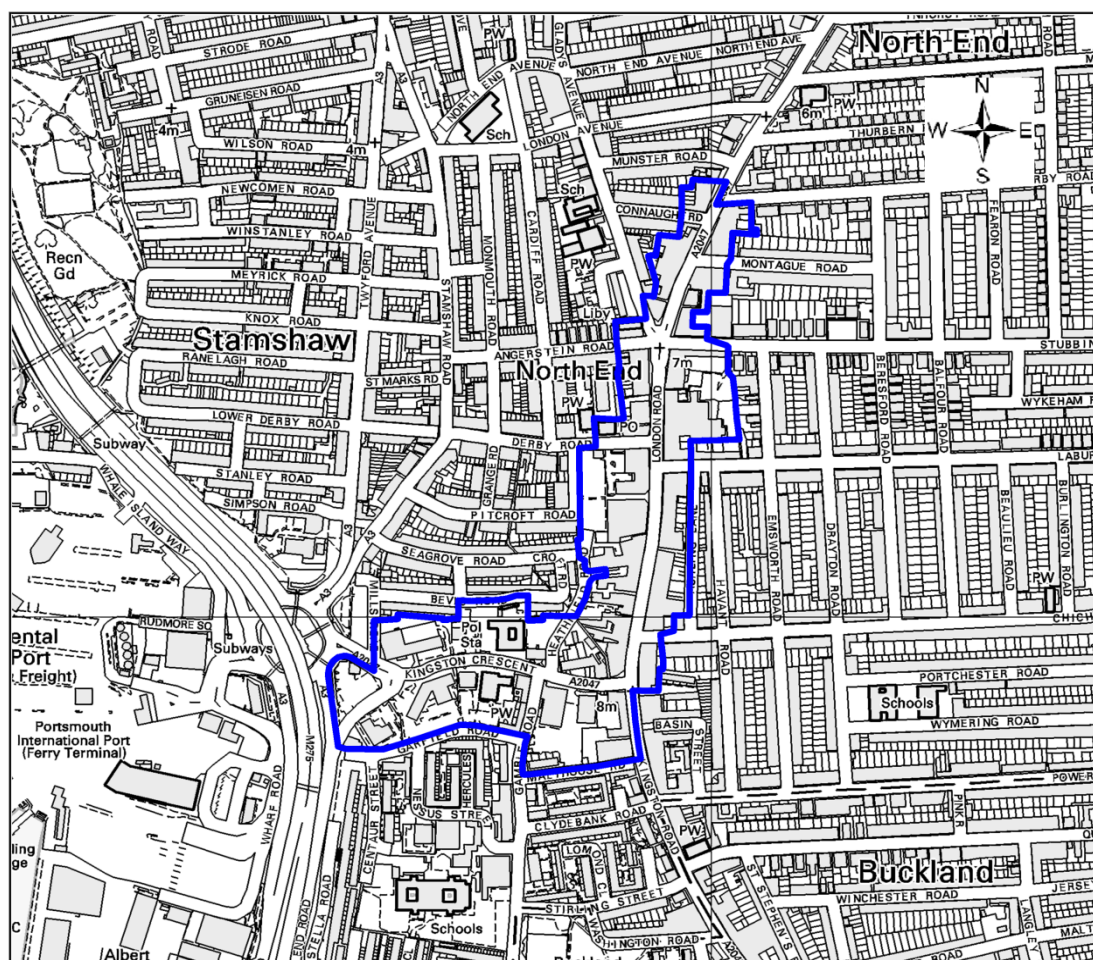
- 6.45 The Opportunity Area lies to the west of Cosham District Centre High Street and partly within the secondary retail area. The Cosham District Centre is a successful retail centre, part pedestrianised at the northern end of the High Street with a selection of national chain and local shops. The identified area of opportunity lies over Northern Road (A397) north of the railway line and an area north of Southamton Road.
- 6.46 The Opportunity Area is in a sustainable location with many key facilities in easy walking distance and good rail and bus connections into Portsmouth. The adjoining retail centre, dominated by high street chain stores, could be vulnerable in the long term due to competition from online shopping and other retail areas. Significant new residential development, supported by other uses, could therefore help to ensure the long term vitality of the area. An increase in traffic movements may require the crossings on Spur Road roundabout to be upgraded. The Opportunity Area may also benefit by being the closest district centre to Lakeside North Harbour Business Park, which runs a shuttle bus between the site and Cosham Train Station at peak times for employees.



- 6.47 There are a number of buildings with longer term potential for significant residential development, some of which are on land owned by the Council or other public sector bodies. Council owned properties include Portsmouth Craft and Manufacturing Industries (PCMI) and Edinburgh House on Southampton Road and along Northern Road there is the Fire Station and Police Station, the Community Centre and Health Centre and telephone exchange buildings. There is considered to be further development potential within the area, particularly along Northern Road. However, any development at the southern end of the Opportunity Area would need to take account of long term flood risks.
- 6.48 Though there are no current plans for the redevelopment of the Fire Station or Police Station, further potential may come forward over the period to 2034. The Cosham primary retail area itself has been excluded from the area of opportunity; there is considered to be limited current potential for significant further development following the construction of a number of residential developments along the southern part of Cosham High Street.

**Question 31: What do you think about development in the Cosham area? Are there any specific sites we should consider or specific issues we need to address?**

## Opportunity Area 3 - North End

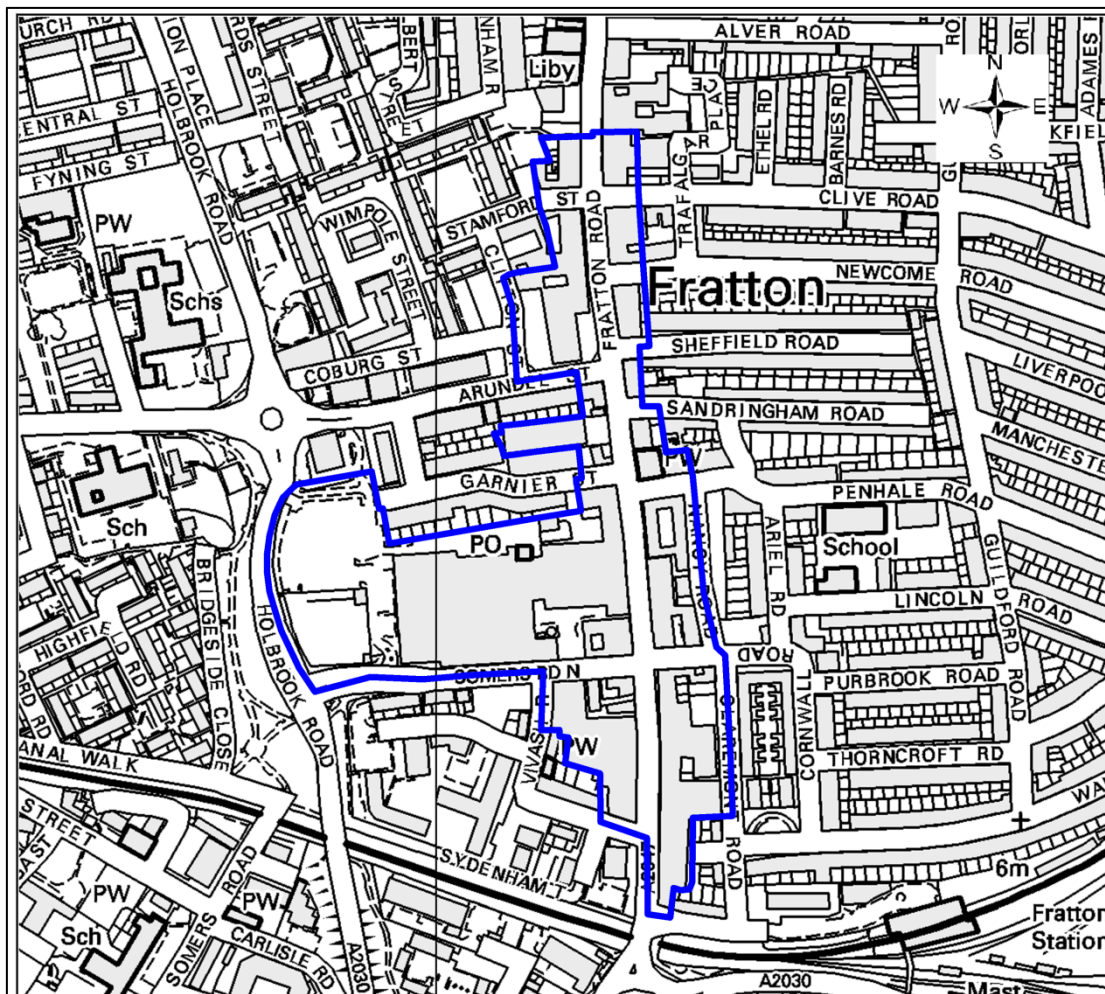


- 6.49 The North End Opportunity Area covers the existing district centre area along London Road, together with a westerly section of Kingston Crescent and its surrounds. The centre is part of a long line of retail areas along a key north-south route through Portsea Island. Kingston Crescent, located at the southern end of the Opportunity Area, has a broader mix of uses including offices, larger retail units, medical facilities and a hotel.
- 6.50 The North End shopping centre primarily serves local needs. The concentration of independent traders should offer some resilience for the centre. An increase in the residential population plus greater diversity in the types of development in the area, including employment uses, would help further support the existing retail centre and the vitality of the area.
- 6.51 It is considered that redevelopment potential exists above shops along London Road, as well as other locations including on Stubbington Avenue/Montague Road, Heathfield Road, the Old Cinema site south of Stubbington Avenue and along Kingston Crescent.
- 6.52 However, the area falls within an existing Air Quality Management Zone and there is a notable lack of local access to green space. Further assessment will

be undertaken to understand the impacts of increasing development in the city on air quality. Some local road improvements are already identified, including the potential for more one-way residential roads in the locality. The A2047 is the highest cycle casualty route in the city.

**Question 32: What do you think about development in the North End area? Are there any specific sites we should consider or specific issues we need to address?**

#### Opportunity Area 4 - Fratton District Centre



- 6.53 The Opportunity Area covers the existing Fratton District Centre at the southern end of London Road as well as Fratton Train Station area to the south-east. It provides a mix of shops and services serving the local population. The centre is currently dominated by the Asda supermarket located in the Bridge Centre which forms the heart of the shopping area.
- 6.54 The Opportunity Area is highly accessible with public transport links, a cycle route and existing community facilities within walking distance. However, there is poor local access to green space and noise and air quality would be a key

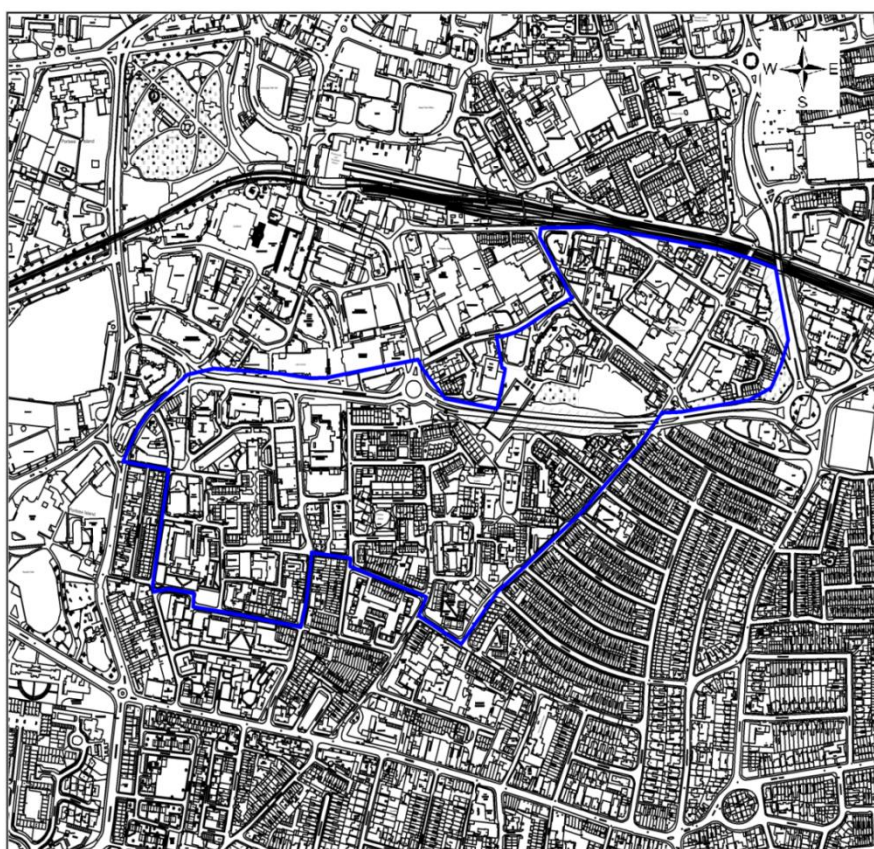


consideration for new development, particularly in proximity to the railway line. The nearby Fratton bridge roundabout requires improvement for cycle access and safety.

- 6.55 The Fratton retail centre is considered too linear for convenient use, with a lack of interaction between the major supermarket development and the rest of the centre. Identifying the area for increased residential, employment and communities uses may encourage diversification to support the centres' long term viability.
- 6.56 There is development potential above existing shop units and in the areas to the rear of the centre area, particularly in the adjoining Claremont Road and Nancy Road. The existing secondary retail area, north of Garnier Street, also offers opportunities for a greater range of uses, including residential.

**Question 33: What do you think about development in the Fratton area? Are there any specific sites we should consider or specific issues we need to address?**

### Opportunity Area 5 - Somerstown



- 6.57 The Somerstown Opportunity Area replicates the regeneration area identified in the existing Somertown and North Southsea Area Action Plan (AAP) (2012). It is located immediately to the east and south of the City Centre Opportunity

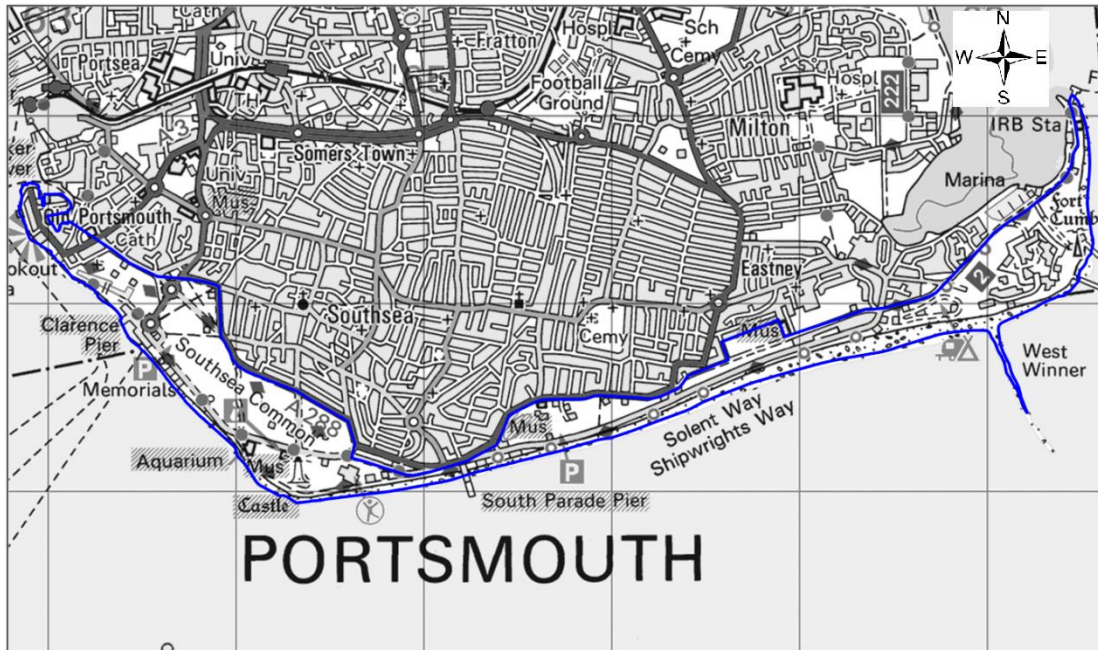
Area, divided by Winston Churchill Avenue (A238). The area is characterised by a large number of high and low rise flats built after the Second World War.

- 6.58 Its proximity to the city centre makes the Opportunity Area a relatively sustainable location with good access to local services and public transport links. There are small areas of greenspace within the area and new development should consider opportunities for enhancing access. Sustainable transport could be encouraged through pedestrianisation, access to residents permit schemes and new bus lanes.
- 6.59 The Somerstown AAP set out proposals for the location of new and improved housing areas, new community facilities, new open space and revised street layouts. This approach is to ensure that development that takes place in a planned way that is consistent with the overall priorities for the regeneration of the area. It is considered that this overall approach is still relevant.
- 6.60 Since the AAP was produced, some redevelopment has taken place including 22 dwellings at Wellington Street car park, 7 social housing units at Henrietta Place, 35 bed and 124 bed student halls on Middle Street, two retail units on Winston Churchill Avenue/Grosvenor Street, 25 dwellings at St James' Road and a new community hub centre. A number of developments have planning permission including a further 66 bed student hall on Middle Street and 60 flats and houses at Arthur Pope House.
- 6.61 The scale of redevelopment to date has been relatively small scale. However, given the longer timescales for large scale regeneration, it is considered that there are still further opportunities for regeneration and redevelopment over the plan period.

**Question 34: What do you think about development in the Somerstown area? Are there any specific sites we should consider or specific issues we need to address?**

## Opportunity Area 6 - The Seafront

- 6.62 The Seafront area is a key attraction to Portsmouth, with its visitor attractions, maritime heritage, cultural events, leisure facilities, open spaces and uninterrupted views across the Solent. The area of opportunity has been broadly applied across the seafront area, from Old Portsmouth on the west of Portsea Island across to the tip of Eastney.



- 6.66 The Seafront Masterplan Supplementary Planning Document (SPD) for the seafront was adopted in 2013. It set the following objectives for all development proposals:
- introducing a vibrant mix of leisure and tourism uses to the area, including small scale cafes and restaurants, that will attract people to the Seafront all year round;
  - ensuring that the design of new attractions and public spaces is distinctive and of a high quality, and that it is sensitive to, and enhances, the character of the area;
  - conserving and enhancing the Seafront's historic environment and heritage assets;
  - strengthening routes between Old Portsmouth and Eastney Beach, and to other parts of the city;
  - protecting the open nature of Southsea Common and other public spaces, and the valuable wildlife habitat at Eastney Beach, and
  - ensuring that new sea defences integrate sensitively with the local environment and provide opportunities to improve the Seafront.

- 6.67 The Opportunity Area falls within two of Portsmouth's Flood Cells. Flood Cell 1: Southsea is a priority area for flood defence; work on improving the defences will begin in 2018 and continue until 2024/25. Development falling within Flood Cell 2 Fraser Battery would be expected to provide or contribute towards flood defences. Accessibility by public transport links could be improved to make the Opportunity Area more sustainable and to reduce vehicle pressures on the environment.
- 6.68 The seafront area is expected to remain focused on leisure, visitor attractions and heritage to continue to support Portsmouth's tourism economy. However, there may be some alternative development potential in Eastney, with potential sites identified at the former QinetiQ Fraser Battery site and Eastney Caravan Park. Any new development would need to take account of the issues set out in the SPD objectives and address flood risk.

**Question 35: What do you think about the future of the seafront? What are the issues we need to address and what do you think the Plan should try to achieve?**

### **Other Potential**

- 6.69 There are other areas which might be able to accommodate additional development but it is not yet clear what the potential capacity is. For instance, the section above outlines the approach to development in Somerstown and what has happened to date. Other parts of the city, and in particular the areas of Buckland and Paulsgrove, contain significant amounts of Council-owned land. However, at this stage further work will be needed to say whether there is significant potential for new development. The Council will however need to demonstrate through this Plan that the Council has considered the potential of *all* areas for development.

**Question 36: Have we identified all the potential Strategic Sites and Areas of Opportunity? What others should we be looking at?**

**Question 37: Do you have any other comments or suggestions on matters not covered by the consultation questions?**



## 7 Guiding New Development

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- 7.1 The new Local Plan for Portsmouth will contain Development Management (DM) policies to guide new development towards meeting our aspirations for Portsmouth. The DM policies will set out criteria to help the City Council determine planning applications for development proposals.
- 7.2 One of the Plan's key objectives is to drive improvements in the quality of the city's built environment and respond sympathetically to Portsmouth's extensive and diverse historic environment. This will be reflected in policies on design and heritage that seek development outcomes of the highest possible standards. Other policies will address the Council's approach to the siting and design of tall buildings and protection of residential amenity.
- 7.3 In order to meet the diverse housing needs of a growing city, DM policies will be considered on standards for internal space, the density of development and the mix of dwellings types. There will be policies on meeting specific needs such as starter homes, self-build, housing for older persons and supported housing and provision for the travelling community. Policies on housing will also consider thresholds for concentration of Houses in Multiple Occupation (HMOs) as well as provision for affordable housing and adaptable housing.
- 7.4 To address the challenges of climate change, standards of sustainable design will be considered. This may include energy and water efficiency measures, Sustainable Drainage Systems (SUDS), climate change adaptation or mitigation measures and the use of renewable or low carbon energy. The sustainable use of natural resources will be facilitated by seeking the reuse of mineral resources and the reduction, reuse and recycling of waste where practicable.
- 7.5 Development proposals will need to take account of the city's internationally recognised habitats and the Plan's policies will therefore seek to define their different levels of protection according to their importance for biodiversity. The city's environmental quality is also affected by the legacy of industrial, military and landfill activities and will require a policy approach to the investigation and remediation of contaminated land.
- 7.6 The DM policies will also cover the key priorities for developer contributions on major development. This could include open space provision, green infrastructure, transport infrastructure and community facilities.

### **Supplementary Planning Documents**

- 7.7 There are a number of Supplementary Planning Documents (SPD) which provide additional guidance to policies in the existing Local Plan. A full list of SPDs is shown in Appendix 1. The SPDs relate to currently adopted policies and a review of SPDs will take place once the new Portsmouth Local Plan is adopted in 2019.



## Glossary

**Accessibility Standards** - ensuring access to buildings is available to all

**Affordable dwellings** - housing which is socially rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

**AQMA** - Air Quality Management Area - areas where the national air quality objectives are not met due to pollution

**Bus Rapid Transport** - a bus-based public transport system designed to improve capacity and reliability relative to a conventional bus system.

**Biodiversity** - the variety of plant, animal and insect life in a particular place.

**Brent Geese** - a protected species of bird from Siberia that spends winter in the Portsmouth area

**Brownfield land** - also known as Previously Developed Land, it is land which has already been used for building

**Call for Sites** - when planners ask landowners to promote land or buildings for development

**City Deal** - an agreement between Government and a city, giving Portsmouth certain powers to facilitate development at Tipner

**Code for Sustainable Homes** - an assessment method for rating and certifying the environmental performance of new homes

**CHP - Combined Heat and Power** - where a power station generates electricity and heat at the same time

**Convenience shopping** - selling groceries, snack foods, confectionery and drinks

**Comparison shopping** - the price of goods or services provided by different shops or companies are compared before making a purchase

**Developer contributions** - money negotiated from development for local infrastructure needed to accompany any new development

**Eastern Solent Coastal Partnership** - the team of coastal officers and engineers who manage coastal flood and erosion risk across the Solent coastline

**Energy Efficient Buildings** - buildings with high standards of insulation that use less energy to keep warm and even generate their own power (using solar, CHP or wind)

**English Heritage** - a registered charity that manages over 400 of England's historic buildings, monuments and sites

**Environment Agency** - an organisation with responsibilities relating to the protection and enhancement of the environment and flooding in England

**European Sites** - a wildlife conservation description covering protected landscapes such as Special Protection Areas

**5 year supply of housing** - a Government target to ensure Councils can deliver sufficient new homes

**Flood Zone** - Flood Maps produced by the Environment Agency; Flood Zone 1 is unlikely to Flood, Flood Zones 2 and 3 are at risk areas

**Greenhouse Gases** - gases such as water vapour, methane and carbon dioxide

**Green Infrastructure** - a network of green spaces which support wildlife and can be accessed for recreational use or aesthetic purposes

**GVA** - Gross value added is the measure of the value of goods and services produced in an area.

**Habitats Regulations Assessment** - assessment on the impacts on European designated sites for conservation

**Heritage at Risk Register** - a register maintained by English Heritage of Listed buildings, places of worship, monuments, parks and gardens, conservation areas, battlefields and wreck sites that are at risk of damage

**HELAA** - Housing and Economic Land Availability Assessment - considers the availability, suitability and achievability of land.

**Historic England** - organisation protecting the historic environment of England by preserving and listing historic buildings and ancient monuments

**Hold the Line** - maintaining or improvement of flood defences around the city

**Housing Market Area** - this refers to the supply and demand for houses, usually in a particular region or area.

**Hybrid Vehicles** - one that uses two or more distinct types of power, such as internal combustion engines plus electric motors

**HCA** - Homes and Community Agency - the Government housing and regeneration organisation

**Indices of Deprivation** - The Index of Multiple Deprivation is a UK government index based on Income, Employment, Health deprivation and Disability, Education Skills and Training, Barriers to Housing and Services, Crime and Living Environment

**Infrastructure Delivery Plan** - identifies all types of infrastructure (such as roads and schools) needed to support new homes and businesses

**Integrated transport** - the idea that whatever types of public transport all operate together with one ticket

**Knowledge driven economy** - the move away from agricultural and labour intensive economies to generate economic wealth

**Land remediation** - deals with the removal of pollution from the soil

**LEP** - Local Economic Partnership - the Solent LEP is a key organisation for economic development in the Solent.

**Lifetime Homes** - a series of sixteen design criteria intended to make homes more easily adaptable for lifetime use at minimal cost

**Listed** - a building, object, structure or land that has been judged to be of national importance in terms of architectural or historic interest and included on a special register, called the List of Buildings of Special Architectural or Historic Interest

**Local Strategic Partnership** - representatives from the local statutory, voluntary, community and private sectors working to address local problems, allocate funding, and discuss strategies and initiatives

**MoD** - the Ministry of Defence - the Government department responsible for defence and the various organisations such as the Royal Navy

**Multi-Functional** - somewhere able to perform many functions or uses, such as an area of value for biodiversity, casual recreation and formal sport

**Neighbourhood Plan** - a document produced by local people (usually a Ward in Portsmouth) to set out their vision for development locally

**NPPF** - The National Planning Policy Framework - published in March 2012.

**OAN - Objectively Assessed Housing Need** - a calculation based on a number of variables (such as population projections and population movement) to arrive at the need for market and affordable housing

**Planning Practice Guidance** - supplements the NPPF on a wide range of planning issues from housing, employment, flood risk and the environment

**Portsea Island Coastal Strategy** - this strategy (with the Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy) completes the long-term strategic approach to Portsmouth's entire coastline

**Portsmouth Core Strategy** - known as the Portsmouth Plan, it was prepared under the old Local Development Plan system

**Primary Frontage** - the main shopping area in a city or town centre

**Public Realm** - streets and places of in urban areas

**PUSH** - the Partnership for Urban South Hampshire, a group of 12 Councils working together on strategic planning functions

**Quantitative and Qualitative Need** - Quantitative defines the amount and Qualitative defines the type and identifies 'gaps' in provision

**RAMSAR** - an international treaty for the conservation and sustainable use of wetlands

**Register of Historic Parks and Gardens of special historic interest in England** - a register maintained by Historic England of gardens, grounds and other planned open spaces such as town squares

**Renewable and Low Carbon Energy** - renewable energy is from a source that is not finite, such as wind or solar power. Low carbon comes from processes or technologies that produce power with lower amounts of carbon dioxide emissions than using fossil fuels

**Retail Hierarchy** - the ranking of retail centres in terms of importance

**Retail Study** - a study carried out to assess the overall 'health' and future prospects of shopping in a city or town centre

**Scheduled Ancient Monuments** - an historic building or site included in the Schedule of Monuments kept by the Secretary of State for Culture, Media and Sport

**Secondary Frontage** - mixed use retail areas

**SHMA** - The Strategic Housing Market Assessment - part of the background work on a Local Plan to identify the housing an area needs

**Shoreline Management Plan** - a report assessing the risks associated with coastal activity

**SMEs** - Small and Medium Sized Enterprises

**Special Protection Areas** - Areas of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries

**SSPS** - Spatial Strategy Position Statement - The document produced by PUSH setting out development needs in South Hampshire to 2034

**Strategic Development Sites** - large scale areas of housing or mixed use (usually 250 houses or more)

**SUDS - Sustainable Drainage Systems** - designed to stop flooding and replicate the drainage patterns of natural drainage systems

**Sustainability Appraisal** - assessment of development proposals looking at economic, environmental, and social effects

**Sustainable Development** - development that is conducted without depletion of natural resources

**Transport Hub** - a place where passengers and/or cargo move between vehicles or between transport types

**Site of Special Scientific Interest** - or SSSI - a protected area of conservation value

**Smart Motorways** - a section of motorway that uses traffic techniques to increase capacity by use of changing speed limits and hard shoulder use at busy times.

**Starter Home** - homes to enable people to help them onto the housing market 'ladder.'

**Strategic Sectors Clusters** - these work to drive growth in key growth sectors of the economy such as marine and maritime, plus advanced manufacturing and engineering

**Tall Buildings** - buildings above 5 storeys in height (i.e. 6 storeys or more in height) or any building of 20 metres or more in height

**Tipner Regeneration Company** - is a company that has been set up to redevelop land within its ownership at Tipner

**Water Stress** - when the demand for water exceeds availability

## **Consultation Questions**

### **Vison and Objectives**

Question 1: Do you agree with the Vision and Objectives? If not, how should they be changed?

### **Housing**

Question 2: Do you agree with the description of housing issues? What other issues are there to consider?

Question 3: What options do you think the Council should follow in the new local Plan? Are there any other options we should be considering?

### **Regeneration and the Local Economy**

Question 4: Do you agree with the description of issues regarding regeneration and the local economy? What other issues are there to consider?

Question 5: What options do you think the Council should follow in the new local Plan? Are there any other options we should be considering?

### **Retail and City Centre**

Question 6: Do you agree with the description of issues regarding retail and the city centre? What other issues are there to consider?

Question 7: What options do you think the council should follow in the new local Plan? Are there any other options we should be considering?

### **Tourism and Culture**

Question 8: Do you agree with the description of tourism and cultural issues? What other issues are there to consider?

Question 9: Do you agree with the proposed preferred option for the new Local Plan? Are there any other options we should be considering?

### **Health, well-being and open space**

Question 10: Do you agree with the description of issues regarding health, wellbeing and open space? What other issues are there to consider?

Question 11: What options do you think the Council should follow in the new local Plan? Are there any other options we should be considering?

### **Heritage, Design and the Built Environment?**

Question 12: Do you agree with the description of issues regarding heritage, design and the built environment? What other issues are there to consider?

Question 13: What options do you think the Council should follow in the new local Plan? Are there any other options we should be considering?

## **Tall Buildings**

- Question 14: Do you agree with the description of issues regarding tall buildings? What other issues are there to consider?
- Question 15: What options do you think the Council should follow in the new local Plan? Are there any other options we should be considering?

## **Natural Environment**

- Question 16: Do you agree with the description of natural environment issues? What other issues are there to consider?
- Question 17: Do you agree with the proposed preferred option for the new Local Plan? Are there any other options we should be considering?

## **Transport**

- Question 18: Do you agree with the description of issues regarding transport? What other issues are there to consider?
- Question 19: What options do you think the Council should follow in the new local Plan? Are there any other options we should be considering?

## **Other Planning Issues**

- Question 20: Do you agree with the description of other planning issues? What additional issues are there to consider?
- Question 21: Regarding these issues, what options do you think the Council should follow in the new local Plan?

## **Identified Work**

- Question 22: Have we identified all the technical work which needs to be done? What other plans, policies and programmes should be taken into account when preparing the new local plan?

## **Housing Requirements**

- Question 23: What level of housing do you think we should be seeking to deliver in this Plan?

## **Employment Requirements**

- Question 24: What amount of employment land do you think we should be seeking to deliver in this plan? What do you think is the correct approach to employment land?



## **Retail Requirements**

Question 25: Do you have any views on the need we have identified for new retail floorspace? Do you agree that Portsmouth City Centre is the correct location for new retail floorspace?

## **Tipner**

Question 26: Do you agree that Tipner should remain a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?

## **Port Solent and Horsea Island**

Question 27: Do you agree that Port Solent and Horsea Island should remain a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?

## **St James' Hospital and Langstone Campus**

Question 28: Do you agree that St James' Hospital and Langstone Campus should be a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?

## **Lakeside**

Question 29: Do you agree that Lakeside should remain a Strategic Site for development in the new Plan? Do you agree with the description of the site, the opportunity it presents and the issues to be addressed?

## **City Centre**

Question 30: What do you think about the future of the city centre? What are the issues we need to address and what do you think the Plan should try to achieve?

## **Cosham**

Question 31: What do you think about development in the Cosham area? Are there any specific sites we should consider or specific issues we need to address?

### **North End**

Question 32: What do you think about development in the North End area? Are there any specific sites we should consider or specific issues we need to address?

### **Fratton**

Question 33: What do you think about development in the Fratton area? Are there any specific sites we should consider or specific issues we need to address?

### **Somerstown**

Question 34: What do you think about development in the Somerstown area? Are there any specific sites we should consider or specific issues we need to address?

### **Seafront**

Question 35: What do you think about the future of the seafront? What are the issues we need to address and what do you think the Plan should try to achieve?

### **Other Strategic Sites and Areas of Opportunity**

Question 36: Have we identified all the potential Strategic Sites and Areas of Opportunity? What others should we be looking at?

Question 37: Do you have any other comments or suggestions on matters not covered by the consultation questions?

## **Appendix 1 - Supplementary Planning Documents**

The Council currently has the following adopted supplementary planning documents. These will remain in force at the present time and will be reviewed as the plan progresses.

- Housing Standards
- Parking Standards and Transport Assessments
- Student Halls of Residence
- City Centre Masterplan
- Houses in Multiple Occupation
- Achieving Employment and Skills Plans
- Solent Special Protection Areas
- Reducing Crime through Design
- Developing Contaminated land
- Tall Buildings
- The Hard
- Portsmouth City Centre Masterplan
- Air Quality and Pollution
- Food and Drink Uses on Albert Road
- The Seafront Masterplan
- Eastney Beach

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