

[parts in small text in square brackets are asked for references and are not to read out]

[Introduction] I am reading a written statement by Claire Willcox

I speaking you on behalf of myself and also hundreds of Portsmouth residents who are concerned, angry and distraught about the proposed current route of the Aquind Interconnect project

The Aquind Interconnect Project with its current proposed route will have huge physical, mental and financial impact in the short, medium and long-term of ALL Portsmouth residents across the ENTIRE ISLAND, NOT just those who live along the proposed unconfirmed route of the interconnector, or users of the facilities along it.

It will do lasting damage to the health of vulnerable people, including children, in terms of congestion, poor air quality, and deterioration in mental health. I will attempt to explain in the short time permitted why.

[Densely populated – lack of green space] Portsmouth is unique. It is the UK's only island city and is a tiny 15.54 sq miles. However, in spite of its small size it is the most densely populated city in the UK. ^{[147][148][149][150]}

It has a population density of 5,100 per square kilometre ^{[147][151]} - with eleven times the regional average of 440 per square kilometre – and more than London, (4,900 people per square kilometre).

However, unlike London, there are very few green spaces and no integrated public transport system. Portsmouth instead has row upon row of narrow streets choked with cars, air pollution, and back to back, narrow, terraced housing.

The proposed interconnector route will have a devastating impact of access to one of only two large green communal spaces Portsmouth has [see map 3 [The Portsmouth Plan page 28](#)] – the three, interlinked nature reserves Farlington Marshes, Langston Harbour and Milton Common - along the eastern shore of the island along Eastern Rd.

These areas are much loved and valued by Portsmouth residents, not only for their beauty, but because they provide much needed respite from heavy urbanisation and are regularly used by hundreds of people. They provide vital local, free opportunity for all to exercise and access nature. In a city so developed and populated this green space is at scarce premium and is a priceless and irreplaceable commodity to Portsmouth residents.

The areas are used by those not able to travel further afield such as those suffering financial hardship, disabled cyclists and those with mental health illnesses for activities such as walking, jogging, cycling, fishing, bird watching and water sports. Portsmouth residents need access to these areas and for them to remain unspoilt to retain residents' mental and physical health and quality of life.

[Poverty] Portsmouth is not a wealthy city. Some areas are very deprived many people are struggling. They do not have the option to move away from the chaos the interconnector project will bring them

Child poverty in some parts of the city is 44.2%. With nearly a quarter (22.3%) of all children defined as living in poverty. This is above both the England and South East averages of 18.6% and 13.6%.^[Portsmouth City Council , Tackling Poverty Strategy 2015-2020]

Not everyone has a car and can afford to drive out of the city to access nature. People need free, open access to areas to be able to exercise and be away from literally miles, street-upon-street of terraced housing and concrete.

Poverty also causes obesity, which is prevalence, is highest amongst the most deprived groups in society [footnote 3]. Children in the most deprived areas are more than twice as likely to be obese as their peers living in the richest areas [footnote 4], sowing the seed of adult diseases and health inequalities in early childhood.

[Obesity] The link between physical exercise and physical and mental health and wellbeing is well known.

In July 2020 The Gov announced a policy paper to tackle obesity to empower adults and children to live healthier lives.

Obesity is associated with reduced life expectancy. It is a risk factor for a range of chronic diseases, including cardiovascular disease, type 2 diabetes, at least 12 kinds of cancer, liver and respiratory disease[footnote 5], and obesity can impact on mental health [footnote 6]. Being overweight or living with obesity also puts you at greater risk of dying from COVID-19 [footnote 10]. [<https://www.gov.uk/government/publications/tackling-obesity-government-strategy/tackling-obesity-empowering-adults-and-children-to-live-healthier-lives#fn:>]

Obesity is a particular problem in Portsmouth – Public Health statistics report in March 2020 states over a third (36.6%) of children aged 10 and 11 in Portsmouth are overweight or obese, while over a quarter (26.5%) of children starting primary school are bigger than the national benchmark

[The News Portsmouth 4th March 2020 <https://www.portsmouth.co.uk/health/one-three-portsmouth-pupils-are-overweight-or-obese-time-they-finish-primary-school-2063613>]

The Gov says that tackling obesity is not just about an individual's effort, it is also about the environment you live in, and so is encouraging the whole nation to kick start its health and get active [<https://www.gov.uk/government/publications/tackling-obesity-government-strategy/tackling-obesity-empowering-adults-and-children-to-live-healthier-lives>]

Allowing the Aquind project to proceed on its current route is totally contra-indicatory to achieving the government's own obesity reduction objective. It is deprives Portsmouth inhabitants, particularly those who are in poverty, access to already limited open spaces and sports fields where we can get active and adopt exercise regimes to tackle the obesity crisis in our city.

[Mental health] Portsmouth residents need access to these open spaces more than most and not just for physical exercise to tackle obesity. The city has a high incidence of mental health illness. The state of the city's mental health is frightening.

There are 52,879 people experiencing a mental health problem each year in Portsmouth, with half of all adult mental health problems present by the time the person is fourteen years old. There are 205,400 Portsmouth residents [2011 census]. So, a huge percentage (25.7%) - over a quarter of Portsmouth residents - have a mental health issue! [Improving Mental Health and Wellbeing in Portsmouth 2016 to 2021, Portsmouth City Council] The figure is probably a lot higher as many only seek help when things reach crisis.

Portsmouth's suicide rate has been higher than the regional average for the past three years - around 13 per 100,000 population. While, Public Health England data shows the suicide rate is seven times higher than the average across the South East

[68 cases of suicide in Portsmouth between 2017 and 2019 compared to 9.6 suicides per 100,000. The News Portsmouth Sept 2020 <https://www.portsmouth.co.uk/health/portsmouth-suicide-rate-has-been-higher-regional-average-last-three-years-2964622>]

Increased wait times of a year to access therapy services at St Marys Hospital mean people need to be responsible for managing their own mental health conditions for longer until they can access therapy.

Solent Mind, Solent Recovery College, Talking Change - all stress to clients the importance of looking after your own mental and physical health through simple, exercise such as walking, cycling daily

Being able to cycle and walk locally away from busy streets, choked with pollution and gridlocked with traffic in safe green spaces away back to back terraced housing is vital to the city's mental and physical health. Many do not have the financial means to move out of the area into a greener one or to run a car. We rely on these areas for our physical and mental health – you have received hundreds of objections that attest to this.

With mental health illnesses on the rise due to pressures of Covid, uncertainty of Brexit, and climate change, now is not the time to be removing access to people's green spaces.

[Congestion/traffic] I have lived in many major cities in areas of congestion and pollution – in central London for ten years also in central Melbourne, Brisbane and Sydney and I have never lived anywhere with as poor air quality or as bad a congestion problem as the island of Portsmouth.

You need to live here to truly understand how bad the traffic issues are and how little it takes to disrupt its flow. As the city is on a tiny island, traffic is restricted in ways it can bypass obstructions.

There are only three roads on/off the island – only two are dual carriageway ([M275 motorway](#) and [A2030 Eastern Rd](#)). One is single carriage for local traffic (A3). There two additional single carriage roads that run north-south but these are 30 mile limited with lots of traffic lights through built up residential areas. This means there are only two main and three minor roads to deal with a denser population and traffic flow than London

Traffic flow is so delicately balanced throughout the city, that if it so much as rains, or one set of traffic lights goes down or there is an accident, it has a HUGE knock on affect across the entire island and traffic grinds to a halt. It is not just about traffic in the local area.

Even without any incidences, traffic is often at a standstill from daily things such as commuting, school runs and people trying to access the shopping areas or Southsea. We also have Fratton park football matches which also cause grid lock with traffic pouring into the city along the Eastern Rd and Copnor Road.

As one of only three main arterial, roads onto, and off, the island, any works along Eastern Road will cause gridlock and untold stress and misery to ALL Portsmouth inhabitants businesses and visitors.

[Pollution / air quality] However, this is not just about a short term, traffic- based inconvenience. This is long and short term danger to Portsmouth residents' health.

Air pollution is a global public health risk, more harmful than passive smoking. Everyone who lives, works or visits the city of Portsmouth has a legal right to breathe air that will not damage their health. [<https://travel.portsmouth.gov.uk/schemes/charging-clean-air-zone-consultation/?fbclid=IwAR2Ly1XiHIEN1p3bqTTLonX9-UkuQIYF5x3ol0V5DBxzeuIOpcZswmLdSkM>]

The link between poor air quality and long term poor health outcomes is well established. It affects the lungs and causes or triggers respiratory conditions such as asthma, emphysema chronic bronchitis, and lung cancer. It blocks the arteries, increasing the danger of stroke, along with heart disease and heart attacks. Particles can reach the brain so researchers are investigating the potential effects on conditions such as dementia

[[<https://www.bbc.co.uk/news/science-environment-47777103>]]

Air pollution proportionally affects the most vulnerable in society, such as children, the older people and those with pre-existing medical conditions. Moreover, poor air quality worsens the effects of Covid-19 for those who catch it. [[<https://www.bbc.co.uk/news/science-environment-47777103>]]

King's College London research states children born in a more polluted environment have bodies which are less able to cope with challenges with effects lasting for a lifetime, and have on average a 5% smaller lung capacity than those in cleaner areas - a limitation that cannot be reversed. [[<https://www.bbc.co.uk/news/science-environment-47777103>]]

However, this is not just a long term issue. King's College London's Environmental Research Group in Oct 2019 discovered air pollution can contribute to a wide range of fatal short-term health effects. Days with above average pollution see extra cardiac arrests, additional hospital admissions for stroke and asthma

[[<https://www.bbc.co.uk/news/science-environment-47777103>]]

NHS England boss, Simon Stevens, said this points to significant short-term health risks caused by air pollution, on top of contributing to almost 500,000 premature deaths in Europe every year. [[<https://www.bbc.co.uk/news/science-environment-47777103>]]

There are a number of locations across Portsmouth which currently exceed EU set safe air quality of 40 micrgrams p/m3.

There are also further multiple sites where the nitrogen dioxide concentrations are high but not technically in exceedance known as 'near exceedance' locations. One of these sites of near exceedance is at the top of Eastern Road – the same road Aquind plan to have long-term works on. (See Map 1 and table 1 sent with this deputation from Portsmouth City Council Clean Air Zone Policy Document.)

One thing that each of the exceedance and near exceedance locations have in common is that emissions from road traffic are the major contributor to the levels of nitrogen dioxide recorded. Therefore, these locations are very sensitive to increases in traffic volumes or queuing traffic.

There is concern Portsmouth residents and the Council that the use of traffic management measures along the length of Eastern Road during the Aquind works will lead to queuing traffic in this location. This will have a detrimental impact on air pollution concentrations at the 'near exceedance' location along Eastern Road - pushing this site into exceedance.

Equally, there is concern that traffic delays along Eastern Road could also result in traffic rerouting via the London-Kingston-Fratton Rd, along the length of the A3 and the M275 – as well as along the A2020 all of which are already in exceedance [see Map 4 -CAZ Map areas of exceedance-correct at 10.11.20.PDF]]

This issue will continue, not just for time period of the works – estimated to be 1.5-2 years – but frequently as the cable needs to be maintained and accessed (as is attested by fact Aquind have applied for access rights for the next seven years and, in some instances, lifetime access). This means once this cable is laid it then the disruption will continue periodically for the lifetime of the Interconnector. This is not a shorty term disruption and the

health effects of air pollution on the children of Portsmouth are irreversible and long term. The proposed route for the Aquind Interconnector will be an air quality public health disaster for Portsmouth

Air quality levels caused by congestion are already so poor in Portsmouth that DEFRA have insisted PCC bring down pollution levels back into safe levels by 2022 to protect residents from its affects, As such DEFRA have made it mandatory for Portsmouth to have a Clean Air Zone by the end of 2021 with Autumn 2022 the target date for compliance of pollution hotspots. [PCC website [<https://travel.portsmouth.gov.uk/schemes/charging-clean-air-zone-consultation/?fbclid=IwAR2Ly1XiHIEN1p3bqTTL0NX9-UkuQIYF5x3ol0V5DBxzeulOpcZswmLdSkM>]

This clean air objective cannot be met if the Aquind Interconnect project is given the go ahead on its current route through the city of Portsmouth as it will exacerbate the air quality and congestion issues – not only in the immediate area, but across the island of Portsmouth.

These problems of air pollution and congestion will get worse as Portsmouth has a target of 863 homes per annum 2016-2036 as massive rise of 17,260 homes in the next 20 years [<https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-housing-needs-and-housing-targets.pdf>]

More homes, more inhabitants, more cars, more traffic being funnelled through already congested roads with dangerous to human health levels of air pollution, further restricted by works on a major access road for years is a recipe for a public health air quality disaster.

[Class B Clean Air Zone] There is another layer of complexity as when the the M275 and London Rd becomes a Clean Air Zone (CAZ), then it is likely vehicles liable will try to divert to Eastern Rd to avoid the daily charge, especially as many are recovering from the financial effects of lockdown.

The Eastern Road, not being in the CAZ, could haven taken this traffic. However, if the AQUIND works go ahead, traffic is at high risk of becoming gridlocked, so will divert to the ONLY two other north-south roads – Copnor- Milton Road on the centre/east side of the island, and London-Kingston-Fratton Road on the west of the island. These roads are not at all suitable for heavy traffic flow as they are residential, with schools, multiple traffic lights, a 30 mph limit and are single lane. So, these will also grind to a halt.

The result will be chaos and grid lock island-wide with the resulting dangerous rise in air pollution in residential areas and an island wide lowering of air quality Also, London-Kingston- Fratton Road is the main arterial bus route into and out of the city and Copnor-Milton Rd is the secondary one, buses will also be gridlocked.

[Gridlock affecting keyworkers, hospital access and GP patient care] This gridlock will result in delays for essential workers trying to get to work at St Marys Hospital (located by start of Eastern Rd on Milton Rd) and QA hospital (at the end of the London Rd) either by car or by bus.

There is a risk ambulances to and from QA Hospital will get caught in the congestion as these roads are single carriageway and there is no easy way to pull in the let them pass. Also, taxi collecting patients discharged from both hospitals will be affected, causing potential delays to discharge times and stress for sick people.

There are also numerous GPs working at DRs surgeries in the local area who will be impacted by any disruption – Copnor Road Surgery, Kirkland Surgery on Copnor Rd, and Baffins Surgery on Hayling Ave (which directly joins Eastern Road) to name a few.

GPs at these surgeries need to get onto work and also conduct home visits for patients. Any disruption will prevent GPs being able to easily get to patients. This will affect not only home visits, but also availability of appointments for the rest of the patients at the practice because of home visits taking longer and requiring more GP resource, leaving less time for other patients. All of this is potentially putting lives at risk and negatively impacting on patient care

[Effect on business/poverty] This grid lock will also discourage business investment and visitors to the area, as well as have a negative effect on retail in an already struggling city centre shopping districts. Few will want to live/work on a grid locked island or pay to access it. This will put the city, already struggling with poverty, into further economic decline, risking jobs and incomes.

[Summary read this if running out of time] No amount of mitigation and financial compensation can counter the huge day-to-day misery of the disruption, lowering of air quality to lethal health levels and subsequent risk to short and long-term public health that the Interconnector on this proposed route project will cause.

The rise in mental health issues and obesity due to the loss of access to nature, open spaces and free exercise and sporting facilities these areas provide will be significant. Plus, the detrimental effects to loss of business in a city already economically deprived will be irreversible and long-term.

This project on its proposed route contravenes Government own legally enforceable targets on improving air quality, obesity, poverty and mental health in Portsmouth. The Planning inspectorate has a legally enforceable duty of care to protect vulnerable residents from these effects which cannot be mitigated against.

It is not a case of Not In My Back Yard. We are not anti Aquind or this project in principal, We object to this being forced upon a city without understanding the true impact of this proposed route. It is entirely unsuitable. The city does not have the capacity to absorb or mitigate the impacts in the short term (when cable laid), or long term (during lifetime access for maintenance).

There is no need to run the cable through the island at all. There are two harbours the cable could run through with minimal disruption. Why not run it through Portsmouth harbour to junction of Southampton Road and Port Solent? There is a green strip running adjacent to M275 to Portsdown Hill, from which there is farmland to Clanfield.

This current planned route is totally unacceptable to the residents of Portsmouth. We implore you to not grant permission for Aquind to go ahead on the proposed route, but move it somewhere where it will not destroy quality of life, public health and access to vital irreplaceable green space

WORD COUNT 3150

[Quotes from concerned Portsmouth Residents not to be read but for info]

Laura Collinson, Portsmouth resident and user of Eastney Rd cycle path (see pic)



"As a [REDACTED] cyclist, I use this area regularly for exercise and to get up to Ocean Park shops. I have [REDACTED] and find this area much less busy and stressful than the cycle lanes along the seafront. I would be heartbroken to lose it."

As Debbie Vidler a Portsmouth resident and opponent of this project says

"There is very little green space and a large section of what there is, is along the eastern edge.... This is next to an area of harbour habitat considered to be very special due to the flora and fauna living there. The area has thus become a haven and much needed recreation area for joggers, cyclists, walkers, dog walkers, bird watchers, etc. for many residents."

Catherine Michelle Juchau

Portsmouth has little room for walking and enjoying open spaces. Removing vital leisure space in such an area is ludicrous and would have a massive negative impact on the mental health of the community.

Jonathan Walker, resident of [REDACTED] Southsea

"I am a regular cyclist and one of hundreds of residents using the cycle path alongside Eastern Road every day for work, leisure and health reasons. The current cycle path (also shared with walkers, joggers and wheelchair users) will surely be affected by the rolling road closures and contraflow proposed by Aquind to facilitate laying the cable along the eastern side of the island through to Farlington playing fields and beyond.

At the very least, cyclists and other path users will be exposed to additional pollution from the Aquind construction traffic and knock-on effects to Portsmouth's extremely fragile traffic flow.

Disrupting the path will expose users to significantly greater danger as they will be forced to cross over four exceptionally busy lanes of cars, lorries and buses. Removing or blocking the path altogether would be madness and could lead to fatal injuries.

Overall the Planning Inspectorate simply must recognise that this route is a lifeline for the non-motorised citizens of Portsmouth to safely access Farlington Marshes and the wider South Downs area to enjoy the natural environment and have the mental and physical health benefits of cycling, walking or wheelchair use.

When you take into account the sailing club and other water activities based along Eastern Road, the football pitches and heavy use of the walking and cycle path, blocking or disrupting this area will have a significant effect on our health and wellbeing, for what benefit to Portsmouth?

Rachel Norris

"I have walked on Milton Common almost every day for the past ten years. It is where I walk my own dogs and ... where I go to decompress and to say hello to dogs I've loved and who are scattered there. It's where I go to sit quietly when I need to ground myself. It's where I go to be in a green, wild space with wildlife around me, to lift my spirits and bolster my mental and physical health without leaving the city. Milton Common, along with our other green spaces are the much needed lungs of this city. To see it destroyed or disrupted, in whole or in part, would be utterly devastating to me personally and to the mental and physical health of residents as well as biodiversity in the area."

Sophie Gunner

"I'm already moving off the island due to the congestion and air pollution. The fact that these works are going to cause even more congestion without any a consideration how they will be managed is crazy. I personally could not see myself bringing up children in Portsmouth because of the air pollution and the risk it has on children. The fact that we are in a climate crisis and the government has acknowledged this but is still letting this work go ahead in Portsmouth which will destroy our natural areas (which we have very little of) and create more distribution and problems to our roads shows that they don't take it very seriously and are not concerned by our welfare one bit, which is disappointing but not surprising"

Sophie Gunner

Milton Common is used so regularly by runners, dog walkers, cyclists etc. It's a peaceful spot full of nature and wildlife. People gather there to sit at the war memorial or to walk along the beach in the summer. It has had so much work done to it for it to become more accessible to all! The whole stretch along the Eastern road is used by people cycling into the city. The common was our life saver in lockdown as it meant we could get away into some green space and really helped with our mental health. I think everyone has realised how important our green spaces are in Portsmouth and how little green space we actually have.

Sheila Waller

Please please please don't destroy/disrupt these very precious Green Spaces. Portsmouth is a concrete jungle and without these valuable places for it's residents would just be heartbreaking. The preservation of Wildlife, the Social aspect, these are our last little havens we have left. Once you start tampering with any of it, it just doesn't recover. We have so little of it left... Leave it alone!....DON'T rip the heart out of what Beauty we have left!....When it's gone...it's gone forever.

Jane Carter

The Aquind cable will have a huge detrimental impact on the environment and the lives of the citizens of Portsmouth, and its economy.... Should it go ahead it will take years...Pollution levels in our city would soar when the work is carried out, as the city's road network grinds to a halt during road closures. Traffic jams would prevent visitors

coming to our already impoverished city, especially now, due to the Covi-19 pandemic. More livelihoods will be lost."

Lynn Bishopp

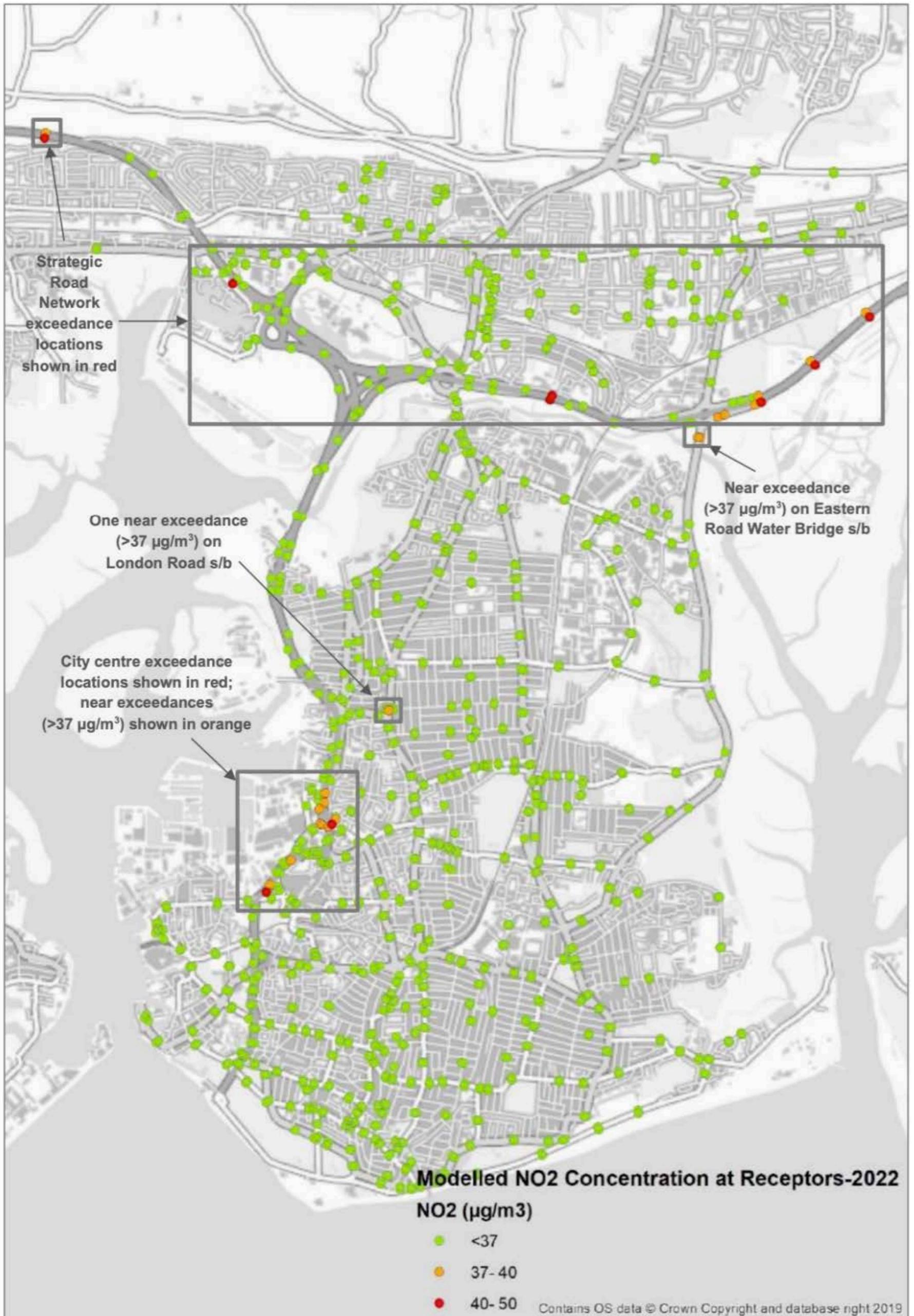
We have very few local flat flexible open spaces that can be used for a variety of things such as local sports groups, dog walking, exercise (Portsdown hill is lovely but not when you have mobility problems). To lose this space would be devastating to our local community and the environment.

Denise Callender Walker

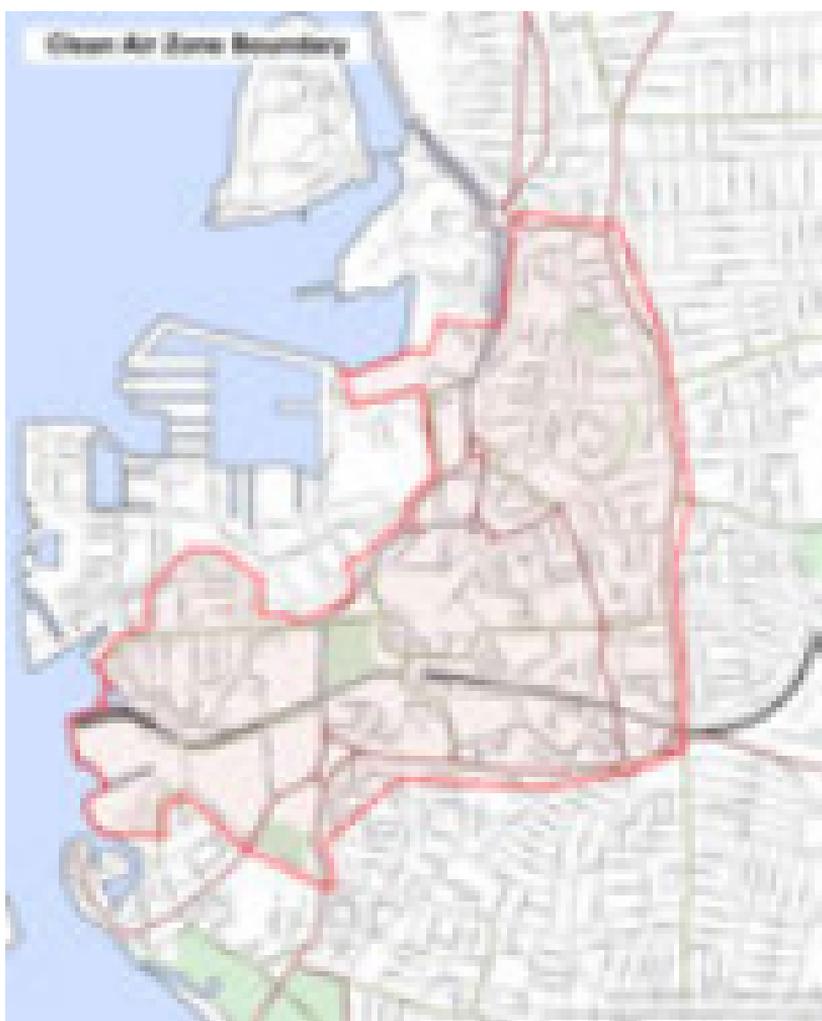
Green spaces help with physical exercise and mental wellbeing/depression in people within the urban environment. They are also vital habitats for wildlife and ecosystems of nature, creating peaceful and healthy environments. The Land Trust also highlight the economic benefits of green spaces regarding house values and local businesses. <https://thelandtrust.org.uk/the-land-trust.../thebenefits/>.

Figure 3-1 Location of roadside receptor sites with modelled exceedances in 2022 baseline (EFT v1.9b)

a) All receptors



Clean Air Zone Boundary



PORTSMOUTH CITY COUNCIL

Table 3-1 Roadside receptor sites with modelled exceedances (and near exceedances) in 2022 baseline (Based on Emissions Factor Toolkit v9.1b)

Receptor ID	Road Name	Modelled NO ₂ (µg/m ³) – 2022 baseline	Modelled Road-NOx (µg/m ³) – 2022 baseline	% Road NOx reduction to meet EU limit ^a	Year compliance would be achieved, assuming no intervention
Road sections on the local network modelled as exceeding the EU limit (40 µg/m³) in 2022					
573	A3 Alfred Road (Unicorn Rd to Queen St, s/b)	41.7	47.3	-6.7%	2023
546	A3 Commercial Road (south of Church St Rbt, s/b)	41.1	39.6	-3.8%	2023
Road sections on the local network not exceeding the EU limit, but still above 37 µg/m³ in 2022					
526	Church Street (east of Church St Rbt, n/b)	40.4	37.6	(+0.6%)] % increase in Road NOx that would results in EU limit being exceeded.
526	Church Street (sensitivity test) – described below	38.7	33.4	(+1.0%)	
536	A3 Hope Street (south of Church St R'bout, s/b)	38.9	34.9	(+11.0%)	
824	A2030 Eastern Road Water Bridge (s/b)	38.8	43.9	(+9.5%)	
648	A2047 London Road (Stubbington Ave to Kingston Crescent, s/b)	38.5	33.1	(+14.3%)	
520	Mile End Road (north of Church St R'bout, s/b)	37.6	30.9	(+22.2%)	
557	A3 Marketway (Hope St Rbt to Unicorn Rd)	37.4	38.5	(+19.8%)	
Road sections on the Strategic Road Network exceeding the EU limit (40 µg/m³) in 2022					
986	A27 (north of Portsea Island, w/b)	48.5	68.6	-29.5%	2026
1089	A27 (east of Portsea Island, w/b)	46.1	65.3	-21.3%	2025
11	M27 (west of Portsea Island, w/b)	45.3	68.0	-17.9%	2025
968	A27 (north of Portsea Island, e/b)	43.7	59.9	-14.7%	2024
834	A27 (east of Portsea Island, w/b)	41.1	49.0	-3.0%	2023

Nitrogen oxides or NO_x is the term that applies to a combination of nitric oxide (NO) and NO₂. NO_x gases are emitted from vehicles but as NO is considered to be harmless to health, the EU Limit Value is based on NO₂ concentrations. Air quality modelling is conducted for NO_x emissions from the road and then this is converted to NO₂ taking into account the non-linear relationship between the two and the contribution from background concentrations. Therefore, the level of road NO_x reduction is calculated to consider the level of traffic emission reductions required to achieve the NO₂ limit value.

Some road links have more than one receptor exceeding the EU limit, but only the highest receptor is listed in the table above.

Note a: % reduction required to achieve a NO₂ concentration of 40.49 µg/m³.

Portsmouth's Clean Air Zone Consultation 2020

HAVE
YOUR
SAY

cleaner
PORTSMOUTH
air

To have your say visit portsmouth.gov.uk/cleanairzone

 If you don't have access to the internet, call **023 9268 8955** to request a paper survey and return envelope.

 If you can't complete a paper survey call **023 9261 6708** to take part in the Clean Air Zone consultation over the phone.

 Please complete paper surveys and return to
Cleaner Air Portsmouth,
Portsmouth City Council,
Civic Offices,
Guildhall Square,
Portsmouth,
PO1 2BG.

The Clean Air Zone Consultation will close midnight on 26 August.

Make a difference today

The Clean Air Zone is not something we want in Portsmouth, as we believe there are far better ways of reducing air pollution. However, central government have said we must implement a zone that charges polluting HGV's, buses and coaches, taxis and private hire vehicles when they travel in an area to the south west of the city.

I want to encourage you to take part in this consultation because, if we have to do it, I want to make sure we do this in the right way for Portsmouth. Your views will tell us how to operate the zone in a way that works best for you, although we appreciate that at this time, for many people that have polluting vehicles they can ill afford additional costs.

Central Government have also suggested they may require light good vehicle owners to pay a charge to travel within the zone, and this could be devastating to small business owners that operate in the zone. We have made sure that these people can have their say in the survey by adding further questions into this consultation.

We will be requesting funding to support people to upgrade their polluting vehicles. However, early indications from the zones about to go live in other cities is there won't be enough funding to support everyone. So it is really important you share your views on this in the survey so we can do this fairly for all those that could be impacted. This includes van owners just in case central government makes van owners pay to travel in Portsmouth's zone.

I firmly believe the clean air zone is the wrong thing to do and I have written to central government asking for the clean air zone funding to be reallocated to addressing the issue of polluting cars. I wanted to see change that would help people leave their cars at home and travel differently. This included significant investment in a safe cycle network, polluting car scrappage scheme and subsidised bus travel. Central government refused and told us to implement the clean air zone.

To improve air quality, in more effective ways than introducing a CAZ, we all must think about the way we travel and the council will continue to make additional improvements so that it is easier for you to make greener safer journeys.



**Cllr Gerald Vernon-Jackson
Leader, Portsmouth City Council**

“If central government says a clean air zone is required, I want to make sure we do this in the right way for Portsmouth.”



Government has issued ministerial directions, requiring over 60 cities, to tackle air pollution in the shortest possible time.

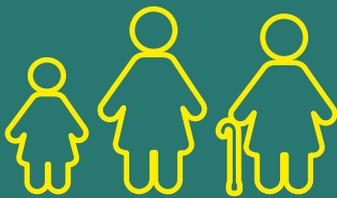
Air pollution in the UK



4th greatest threat to public health



28,000 people die each year across the UK



The impacts are felt throughout your lifetime

We must take action

Air pollution is a global public health risk; more harmful than passive smoking.

Long-term exposure is linked to reduced life expectancy, increased cardiovascular disease, poor lung function and mental health issues.

Reducing exposure to air pollution is now a major focus for cities across the world.

In the UK, Leeds and Birmingham are set to be the first cities to introduce a Clean Air Zone (CAZ). Others will follow as government has issued ministerial directions to over 60 cities requiring the development of plans to tackle air pollution in the shortest time possible.

Who does air pollution affect the most?



Pregnant women



Elderly



Children



People with heart and lung problems



Residents living near main roads

Air quality and coronavirus pandemic

Emerging evidence from around the world has reported links between air pollution and increased likelihood of catching the virus and increased severity of the resulting infection.

The Committee on the Medical Effects of Air Pollutants (COMEAP) has noted that, although this evidence is currently inconclusive, knowledge of the impacts of air pollution on health suggests that this is likely. Those who have had a serious coronavirus infection can develop scarring on the lungs which can cause permanent damage to lung function, making breathing polluted air even more dangerous. Much of the evidence on the effects of air pollution on people who have or have had coronavirus is still being developed.¹

Impact of lockdown on air quality

During government guidance to stay at home in response to the coronavirus outbreak, there was a reduction in the number of vehicles on Portsmouth roads and a significant increase in the number of people walking and cycling.

During this time, we witnessed a reduction in Nitrogen Dioxide alongside this change in travel behaviour. This shows the direct impact vehicles have on the air quality in our city. If we drive less and walk and cycle more we will have cleaner air.

But, it is not yet clear whether these changes in travel behaviour will continue as lockdown restrictions continue to be eased. It is also unclear what the impact of the lockdown will have on economic activity, including whether people are able to afford to replace their old polluting vehicles with newer ones.

With such uncertainty about the longer term impacts the lockdown will have on travel behaviour and the economy, we must continue with the plans to introduce a charging Clean Air Zone in Portsmouth to ensure that we achieve legal limits for nitrogen dioxide by the end of 2022.

For everyone's health, we must achieve legal limits for nitrogen dioxide by end of 2022.

1. Source: Committee on the Medical Effects of Air Pollution (COMEAP).

Tackling air pollution in Portsmouth

We have secured funding from government to support those most impacted by the CAZ charges



Portsmouth City Council is addressing the challenge of climate change head on. That's why a climate emergency was declared in March 2019, and why investments are being made into schemes and projects, large and small, that can make a difference to our city and our planet.

In support of addressing the specific challenge of air pollution in Portsmouth, the draft Local Transport Plan focuses on changes we can make within the city to create cleaner, greener safer travel in Portsmouth. This is supported by the draft Local Cycling and Walking Infrastructure Plan that aims to create continuous cycling and walking routes that more people want to use for travelling around the city.

We are committed to actively seeking funding to support a wide range of other activities that will improve air quality by enabling people to travel more sustainably. These activities include improving cycling and walking routes, rapid transit that increases Portsmouth's connectivity with the rest of Hampshire via public transport, and encouraging young people to cycle, scoot and walk to school.

A wide variety of activities will contribute to cleaner air in Portsmouth and one of these will be the Clean Air Zone. This is government's preferred approach to addressing air pollution in the shortest possible time.

Portsmouth City Council was issued with a ministerial direction from the government on 4 October 2018. We were told to develop a plan to achieve compliance with legal limits for nitrogen dioxide concentrations in the shortest possible time. A total of 61 local authorities have been issued with ministerial directions from government, including Birmingham, Leeds, Sheffield, Bristol, Bath and Manchester who, like Portsmouth, have also been instructed by government to implement charging Clean Air Zones.

In Portsmouth the technical work undertaken shows that a package of non-charging measures, even with the natural reduction in polluting vehicles over time, will still not be enough to achieve the level of improvement in air quality and therefore government requires us to implement a Clean Air Zone. We have secured funding from government to support those most impacted by the CAZ charges and for the implementation of the zone.



Air pollution in Portsmouth

Over recent years air pollution has been monitored in many locations across the city to build a picture of what is actually happening.

Many air pollutants are invisible and are only revealed by scientific study. The data, for nitrogen dioxide (NO₂) and particulate matter (PM2.5 and PM10), is annually assessed to see whether the local air quality monitoring requirements set by government are met.

Travel in the city is a major contributor to air pollution and the type of transport we choose for our journeys can help to improve our air quality. The council is making transport improvements to the city including safer cycling routes and facilities to make it easier to choose this way of travelling, improving public transport connectivity with the wider region, and providing electric charging points for residents choosing greener vehicles. We are improving the options for travel in Portsmouth and together we can choose a greener, cleaner way of travelling for cleaner air in Portsmouth.

Despite the work that has been completed to reduce air pollution, data collected from previous years and modelling of future years has identified two locations in Portsmouth where levels of nitrogen dioxide are likely to continue to be above legal limits unless strong action is taken quickly.

Where do NO₂ and particulate matter come from?

The majority of NO₂ gets into the air when engines burn fuel, especially older polluting vehicles. Newer vehicle engines have been designed to produce less NO₂. Particulate matter comes from many sources such as brake and tyre wear, construction sites, sea salt and even sand blown in from the Sahara.

The journey to cleaner air



Many of us have experienced the cleaner air during lockdown. This has been achieved by most vehicles not being on the road, however we realise that keeping the low level of vehicle use is not realistic.

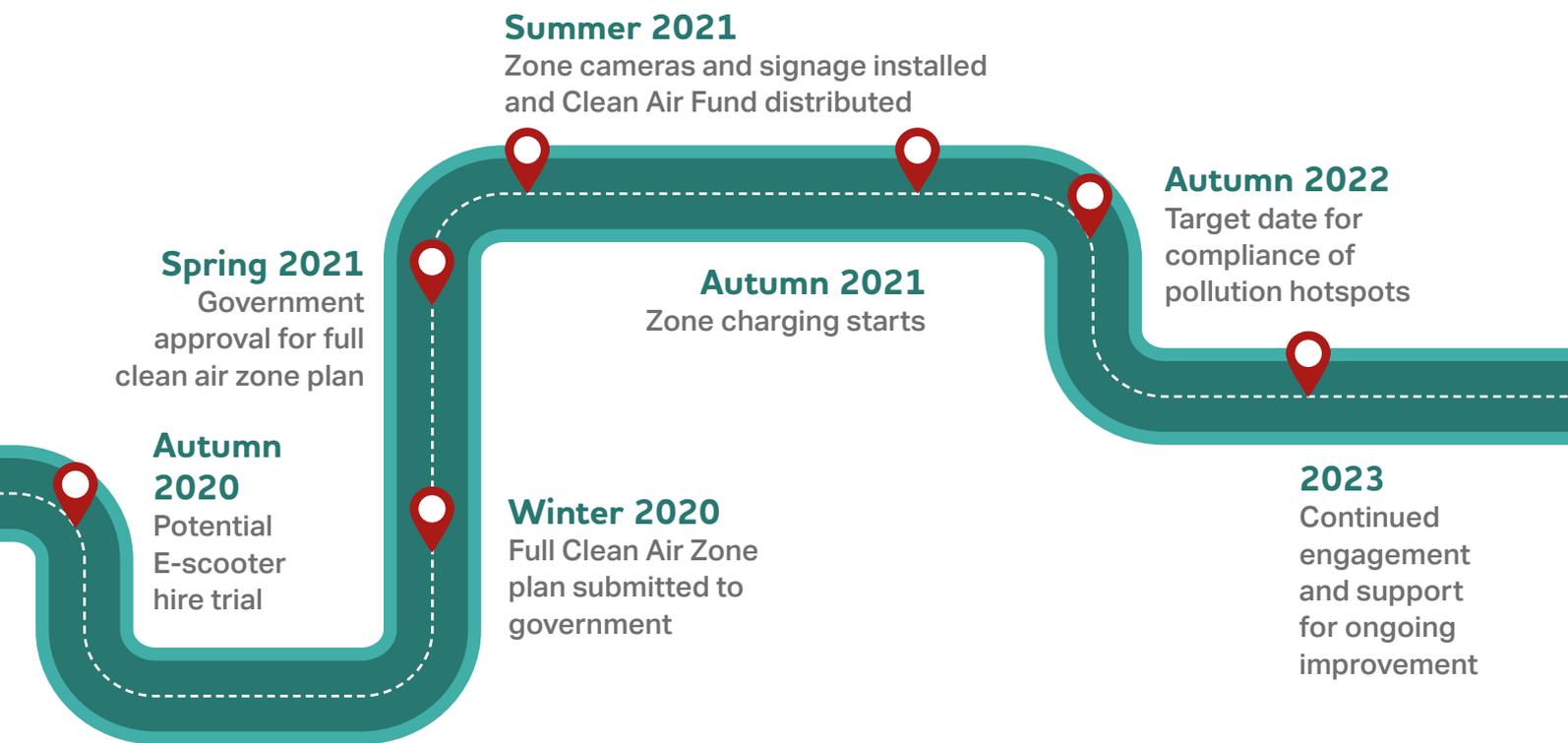
Change takes time, and due to our reliance on vehicles, creating cleaner air is no exception. However, if everyone makes even the smallest change we can get there sooner. The route map to cleaner air shows some of the things we are doing including key milestones for the Clean Air Zone. The exact timings are all dependent on Government guidance during the pandemic and funding being available for future plans.

Designing the Clean Air Zone

Consultants Atkins, Aecom, and Systra have carried out detailed modelling to refine the most appropriate approach for Portsmouth which was proposed to the government in 2019 and was approved in March 2020. Since then, activities to develop our plans for the Clean Air Zone have continued where possible, but some activities have been paused in line with government restrictions due to the coronavirus pandemic. However, the council still has a legal duty to comply with the requirements of the Ministerial Directions which have been issued to the council under Section 85(5) of the Environment Act 1995. Therefore we must make improvements to air pollution in the city in the shortest possible time or face legal action and possible multi-million pound fines.

The types of vehicles to be charged are categorised by government into classes (see page 11 for more information) and when identifying

At present there are no plans to charge private cars or vans from entering the CAZ. However, government has suggested vans could be added.



the appropriate class to implement, they require the class to achieve compliance with legal limits for nitrogen dioxide in the shortest possible time. A secondary consideration is delivering value for money and ensuring that particular groups of stakeholders will not be disproportionately affected. Modelling demonstrated that Classes B to D are all likely to achieve compliance with required air pollution levels in 2022. Therefore a Class B charging Clean Air Zone was recommended to government as it also impacts fewer groups of vehicle owners compared to a Class C or D. Government approved this approach in their latest ministerial direction issued to PCC in March 2020.

As well as the class of zone the council had to recommend the size of the zone, again working to achieve compliance as directed by government. This has been a complicated challenge to investigate as Portsmouth is unique, being an island city with busy shipping ports, only three routes into and out of the city, and one of only three ferry ports to the Isle of Wight. The detailed modelling resulted in the zone being refined from the whole of the city to the south west as this is likely to deliver the required improvements to air pollution whilst reducing the impact on some local businesses.

At present there are no plans to charge private cars or vans (light goods vehicles) from entering the CAZ. However, due to the uncertainties that the coronavirus pandemic has brought we want to be sure that we have sought views from all drivers. We will therefore be asking light goods vehicle owners some additional questions in the consultation so that we can understand how to help these drivers if government change their decision about the class of charging CAZ needed in Portsmouth. All feedback in the survey is essential to creating cleaner air.

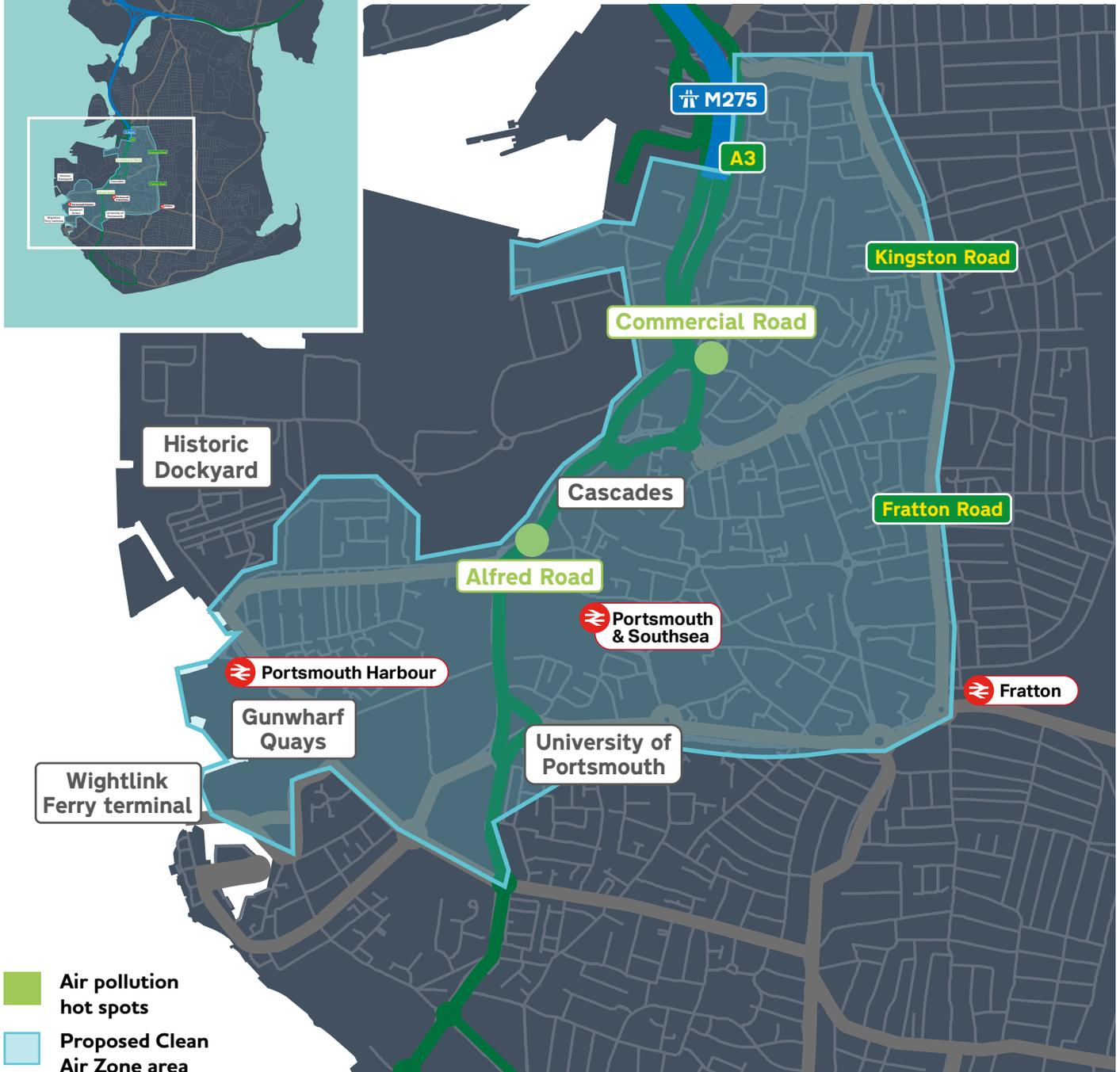
This consultation will give everyone an opportunity to have their say on how the zone operates and how we fairly support drivers with older polluting vehicles.



Portsmouth's Clean Air Zone



The charging Clean Air Zone will result in a daily charge being issued to the most polluting vehicles for driving in the zone – these vehicles are referred to as 'non-compliant' vehicles.



Once the zone is up and running, people will be able to go online, or call to pay for their non-compliant vehicle to travel within the area. Cameras will be located on roads to enforce the charge. The camera's only role is to check vehicles. Signage will also go up warning you the zone is ahead and when you have entered it. This will be similar to that used in London for the Low Emissions Zones.

For the Portsmouth charging CAZ, non-compliant vehicles are HGVs, buses and coaches, taxis and private hire vehicles that:

- Do not meet Euro 6 emissions standards (so are Euro 5 or older) if they are diesel
- Do not meet Euro 4 emissions standards (so are Euro 3 or older) if they are petrol

If you're not sure what Euro standard your vehicle is please check your vehicle log book or contact your vehicle manufacturer directly.

Charged vehicle details

Vehicle type	Euro Category / Type Approval	Euro standard
 Bus	<ul style="list-style-type: none"> • M3 (GVW over 5000 kg and more than 8 seats in addition to the driver) 	<i>Euro 6</i>
 Coach		
 HGV	<ul style="list-style-type: none"> • N2 (GVW over 3500 kg) • N3 (GVW over 5000kg) 	<i>Euro 6</i>
 Taxi and private hire	<ul style="list-style-type: none"> • Taxi / PHV vehicle • Minibus - M2 (GVW not exceeding 5000 kg, and more than 8 seats in addition to the driver) • Passenger vehicle with up to 8 seats in addition to the driver 	<i>Euro 6 (diesel)</i> <i>Euro 4 (petrol)</i>

*If you drive a motor caravan please look to your vehicle logbook to find your Euro Category (elsewhere referred to as 'type approval'), alternatively this information may be requested from the manufacturer of your vehicle. Please then use this information to identify under which vehicle type you will be charged in the table above, if appropriate. e.g. if Euro Category / Type Approval is identified as 'N2' a £50 charge will be applied.

*In some instances your vehicle may not have a Euro Category / Type Approval assigned by the manufacturer and in such cases your vehicle will be charged if it has similar characteristics to those which are due to be charge.

Tell us what you think...



Your feedback will inform specific aspects of the zone design, including the proposed charges, zone operating times, vehicle exclusions and support packages for those most negatively impacted, as well as how we can encourage more people to travel sustainably.

However, there are certain things that we are unable to change; these include the type of vehicles charged and the size of the zone. There is also a restriction on any changes that we implement; any changes to the zone cannot negatively impact the compliance date. We have set out below some further information to help you tell us what you think about the aspects of the zone we can change.

Operating times

Limiting the period of time we operate the zone each day may provide an opportunity for deliveries and collections to take place outside highly congested times, such as traditional peak morning and afternoon commuting hours and beginning and end of the school day.

Or, for example, this could mean taxis could take people out in the evening within the zone.

When answering the survey please consider whether a 24 hour zone would work best or a variation in the operating hours.

Financial support options

It is clear that a charge for driving into certain parts of the city may result in increased financial pressure for some individuals and businesses. To help those impacted, we have secured funding from government that can be used to contribute toward retrofit or upgrade costs of some non-compliant vehicles. However, there is not enough money to help everyone, so we are asking in the consultation how we can help those that need it the most in a fair way.

The charge

The charge needs to be a deterrent to those entering the zone with non-compliant vehicles. However, there is a balance to be struck which ensures businesses can continue to provide services to the area and travel through the zone to the Isle of Wight.

The charges for travelling within the zone will be issued automatically and you will only be charged once per day no matter how many trips into the zone you make.

	Non-compliant HGVs, buses and coaches	£50 per day
	Non-compliant taxis and private hire vehicles	£10 per day

Previous feedback suggested this level of charging is about right but we want to hear from those who will be impacted on the level of charge they would be prepared to pay.

Vehicle exemptions

There are some specialist vehicles that are very expensive to replace due to their specialist nature and therefore it may not be appropriate to charge them to travel in the zone. Some groups of specialist vehicles are already exempt as set out by government. These include (but are not limited to) disabled passenger vehicles registered with a disabled tax class, military vehicles and vehicles retrofitted to Euro 6 standard. The table on page 11 illustrates the charged vehicle categories. Please use this to help you decide which vehicles to suggest for exemption as they provide an essential service to the city.



Cleaner greener travel

We want to make it easier for more people to leave their car at home more often, and take the bus, catch the train, cycle and walk. All of these options are much healthier for us too.

Research has shown that those travelling in cars can breathe in more air pollution than when travelling in other ways. In the survey we would like to hear from you about what would make it easier for you to travel sustainably more often.

Together we make a difference

The charging CAZ is only one small part of the work we are undertaking to tackle air pollution and climate change in the city.

Since the Air Quality Strategy was created, the council has taken action to address the air quality issue in the city, seeking funding from a variety of sources to help you make cleaner green travel choices.



Over 70 electric vehicle charge points in residential streets by the end of 2021



105 of the most polluting buses retrofitted to reduce their emissions by end of 2020



Net zero carbon emission target for the city by 2030



Target to become one of the first zero emission ports in the UK by 2030



Over 1,200 school children have taken part in our 'Stomp for Stamps' sustainable travel challenge



Awarded the TRANStech award for e-mobility progress

Take action

We all have a part to play in improving the air quality in the city. The coronavirus lockdown has shown us that it is possible to reduce air pollution in Portsmouth by reducing the number of vehicles on our roads.

Here are some suggestions for changes that you could make to your daily habits to keep the air cleaner:



Think about whether you need to make the journey in a car

Lockdown has helped many of us to find the great walking and cycling routes that are available around the city to get you from A to B.



Avoid excessive idling of your car

Switch your engine off when you're stationary for a minute or so. The easiest place to do this is at traffic lights. Don't leave your vehicle idling outside your home or schools.



When you need to change your vehicle, think about a hybrid or electric car

You could start by taking one for a test drive. Check the EV charge point locations at www.portsmouth.gov.uk/evcharging

Change takes time, and due to our reliance on vehicles, creating cleaner air is no exception. However, if everyone makes even the smallest change we can get there sooner.

When you have read the consultation information please complete the survey online or request a paper copy.

To request a paper copy, call **023 9268 8955**.

Or if you would prefer please call, **023 9261 6708** to complete the survey over the phone.

To have your say visit
portsmouth.gov.uk/cleanairzone

Contact us

General cleaner air enquiries
cleanerair@portsmouthcc.gov.uk

Clean Air Zone enquiries
cazhelpdesk@portsmouthcc.gov.uk

Media enquiries
mediacom@portsmouthcc.gov.uk

For the latest news on cleaner air

Sign up for our email updates by visiting portsmouth.gov.uk/cleanerair

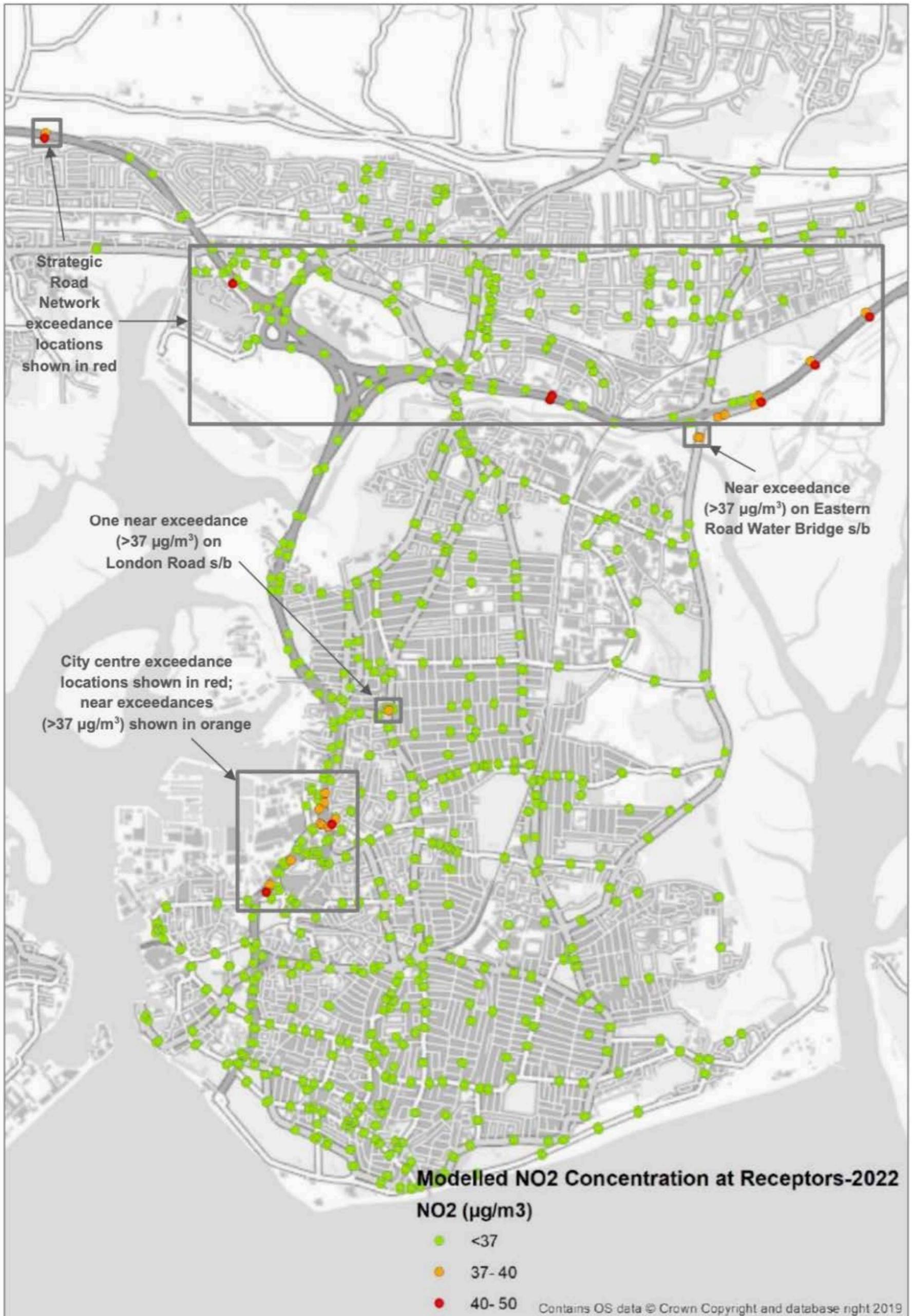
 [@cleanerairportsmouth](https://www.facebook.com/cleanerairportsmouth)



You can get this information in large print, Braille, audio or in another language by calling 023 9261 6708

Figure 3-1 Location of roadside receptor sites with modelled exceedances in 2022 baseline (EFT v1.9b)

a) All receptors



PORTSMOUTH CITY COUNCIL

Table 3-1 Roadside receptor sites with modelled exceedances (and near exceedances) in 2022 baseline (Based on Emissions Factor Toolkit v9.1b)

Receptor ID	Road Name	Modelled NO ₂ (µg/m ³) – 2022 baseline	Modelled Road-NOx (µg/m ³) – 2022 baseline	% Road NOx reduction to meet EU limit ^a	Year compliance would be achieved, assuming no intervention
Road sections on the local network modelled as exceeding the EU limit (40 µg/m³) in 2022					
573	A3 Alfred Road (Unicorn Rd to Queen St, s/b)	41.7	47.3	-6.7%	2023
546	A3 Commercial Road (south of Church St Rbt, s/b)	41.1	39.6	-3.8%	2023
Road sections on the local network not exceeding the EU limit, but still above 37 µg/m³ in 2022					
526	Church Street (east of Church St Rbt, n/b)	40.4	37.6	(+0.6%)] % increase in Road NOx that would results in EU limit being exceeded.
526	Church Street (sensitivity test) – described below	38.7	33.4	(+1.0%)	
536	A3 Hope Street (south of Church St R'bout, s/b)	38.9	34.9	(+11.0%)	
824	A2030 Eastern Road Water Bridge (s/b)	38.8	43.9	(+9.5%)	
648	A2047 London Road (Stubbington Ave to Kingston Crescent, s/b)	38.5	33.1	(+14.3%)	
520	Mile End Road (north of Church St R'bout, s/b)	37.6	30.9	(+22.2%)	
557	A3 Marketway (Hope St Rbt to Unicorn Rd)	37.4	38.5	(+19.8%)	
Road sections on the Strategic Road Network exceeding the EU limit (40 µg/m³) in 2022					
986	A27 (north of Portsea Island, w/b)	48.5	68.6	-29.5%	2026
1089	A27 (east of Portsea Island, w/b)	46.1	65.3	-21.3%	2025
11	M27 (west of Portsea Island, w/b)	45.3	68.0	-17.9%	2025
968	A27 (north of Portsea Island, e/b)	43.7	59.9	-14.7%	2024
834	A27 (east of Portsea Island, w/b)	41.1	49.0	-3.0%	2023

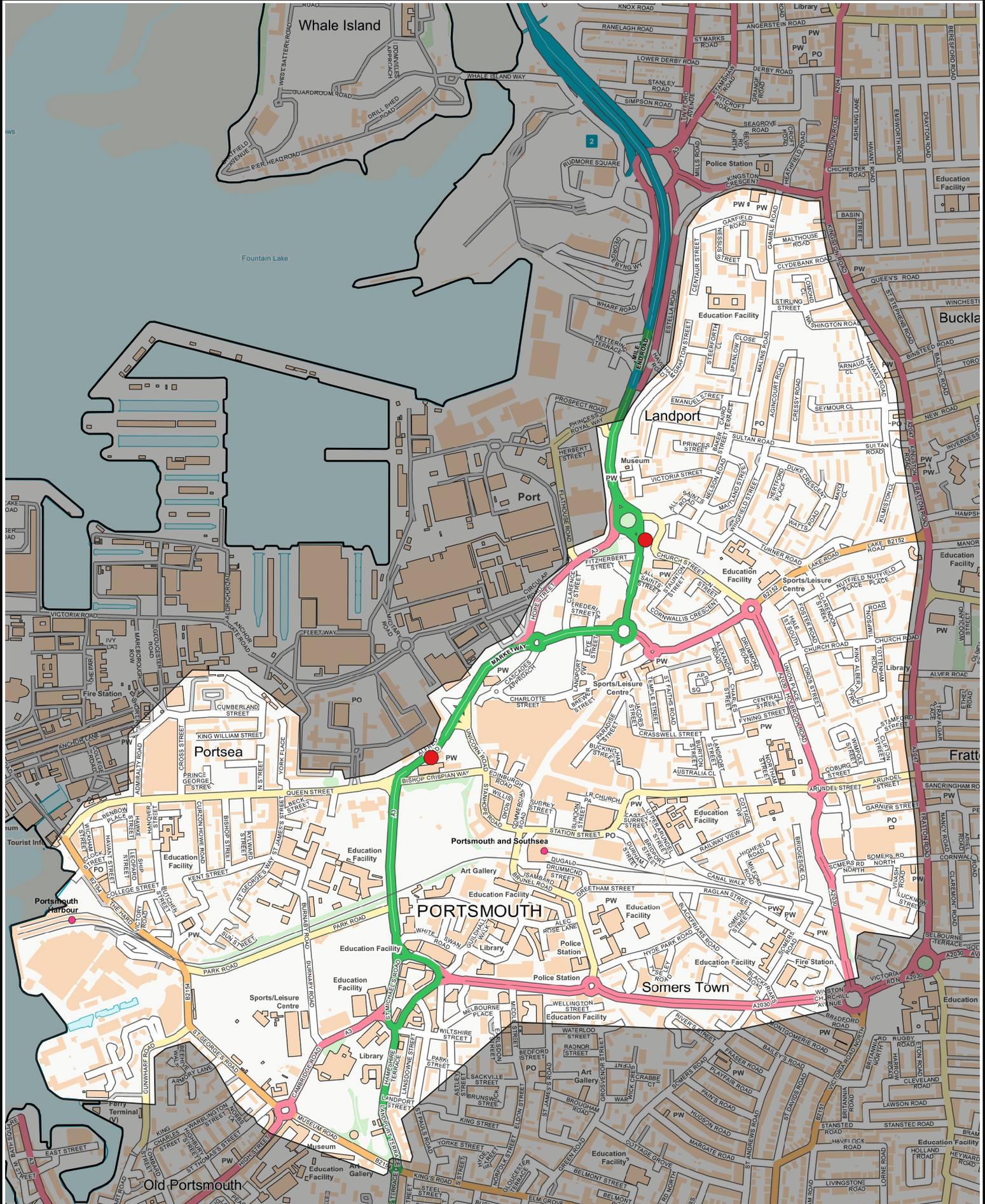
Nitrogen oxides or NO_x is the term that applies to a combination of nitric oxide (NO) and NO₂. NO_x gases are emitted from vehicles but as NO is considered to be harmless to health, the EU Limit Value is based on NO₂ concentrations. Air quality modelling is conducted for NO_x emissions from the road and then this is converted to NO₂ taking into account the non-linear relationship between the two and the contribution from background concentrations. Therefore, the level of road NO_x reduction is calculated to consider the level of traffic emission reductions required to achieve the NO₂ limit value.

Some road links have more than one receptor exceeding the EU limit, but only the highest receptor is listed in the table above.

Note a: % reduction required to achieve a NO₂ concentration of 40.49 µg/m³.



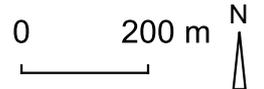
- Legend
- Orange square: Major development
 - Blue square: Low cost
 - Green square: Open space
 - Purple square: Employment
 - Pink square: Residential



Portsmouth
CITY COUNCIL

Portsmouth Clean Air Zone

● NO2 Exceedance Site



Shaping
the future



The Portsmouth Plan

Portsmouth's Core Strategy

www.portsmouth.gov.uk



A spatial plan for Portsmouth
The Portsmouth Plan (Portsmouth's Core Strategy)

Adopted 24 January 2012

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Portsmouth City Council
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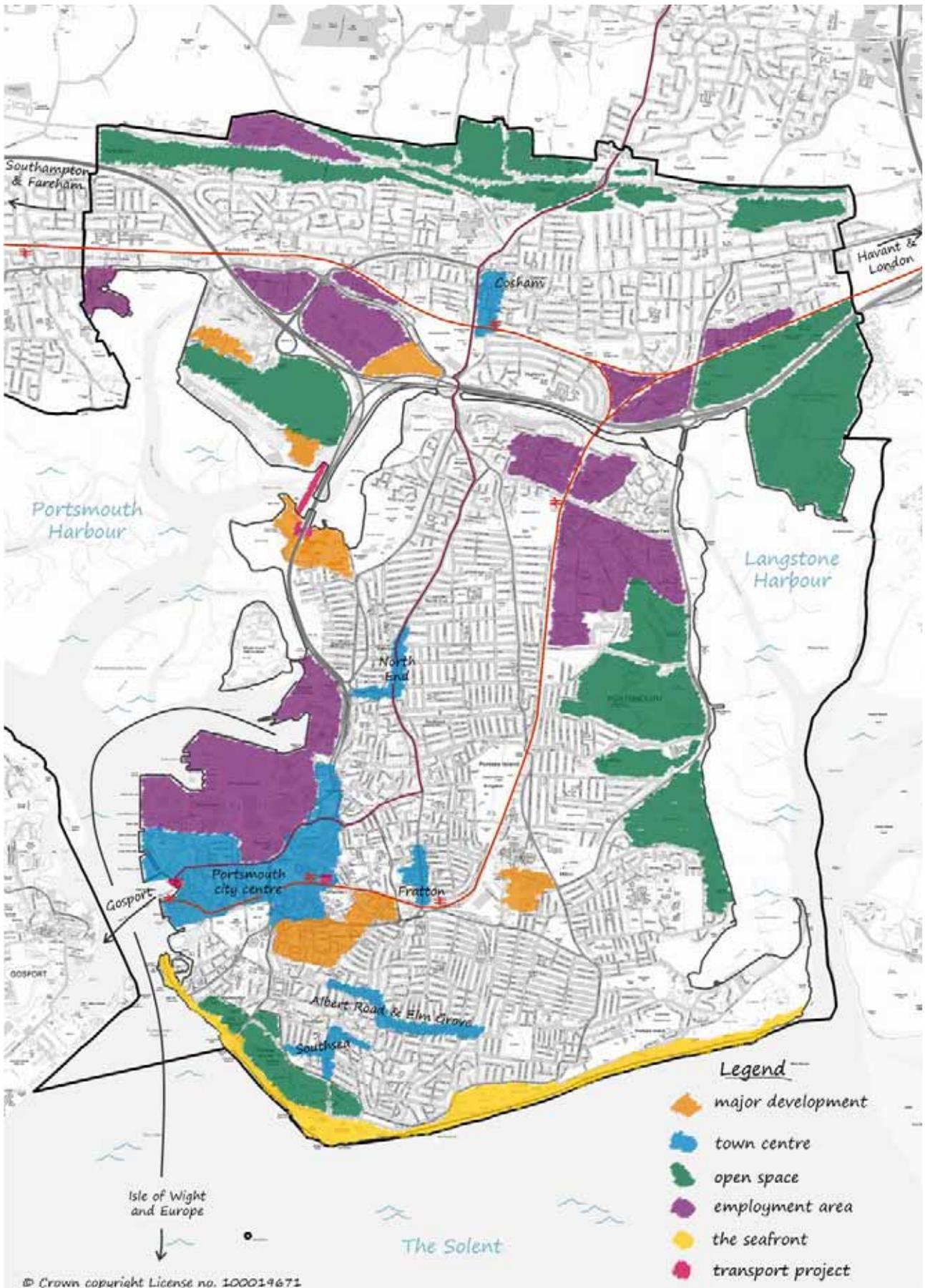
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Map 1 - the key diagram showing the spatial strategy for Portsmouth

PART 1

INTRODUCTION

Introduction & overview

What is the Portsmouth Plan?

- 1.1 The Portsmouth Plan is Portsmouth's Core Strategy¹. It is the overarching planning policy document, which forms part of a wider set of local planning policy documents known as the Local Development Framework (LDF). The LDF will gradually replace the City Local Plan, adopted in July 2006. Appendix 6 lists the City Local Plan policies that are replaced by this plan.
- 1.2 The Portsmouth Plan is designed to:
- Set out a vision and objectives for the development of Portsmouth up to 2027; Identify broad locations for development, protection or change and allocate strategic sites;
 - Set clear policies that guide decisions on planning applications;
 - Indicate how the plan will be implemented; and
 - Show how progress will be monitored.

Principles guiding the Portsmouth Plan

- 1.3 The policies in all the other documents forming the LDF have to be in line with the Portsmouth Plan, so it is the most important part of the LDF. This also means that the Portsmouth Plan does not contain very detailed matters - these will be included in a Site

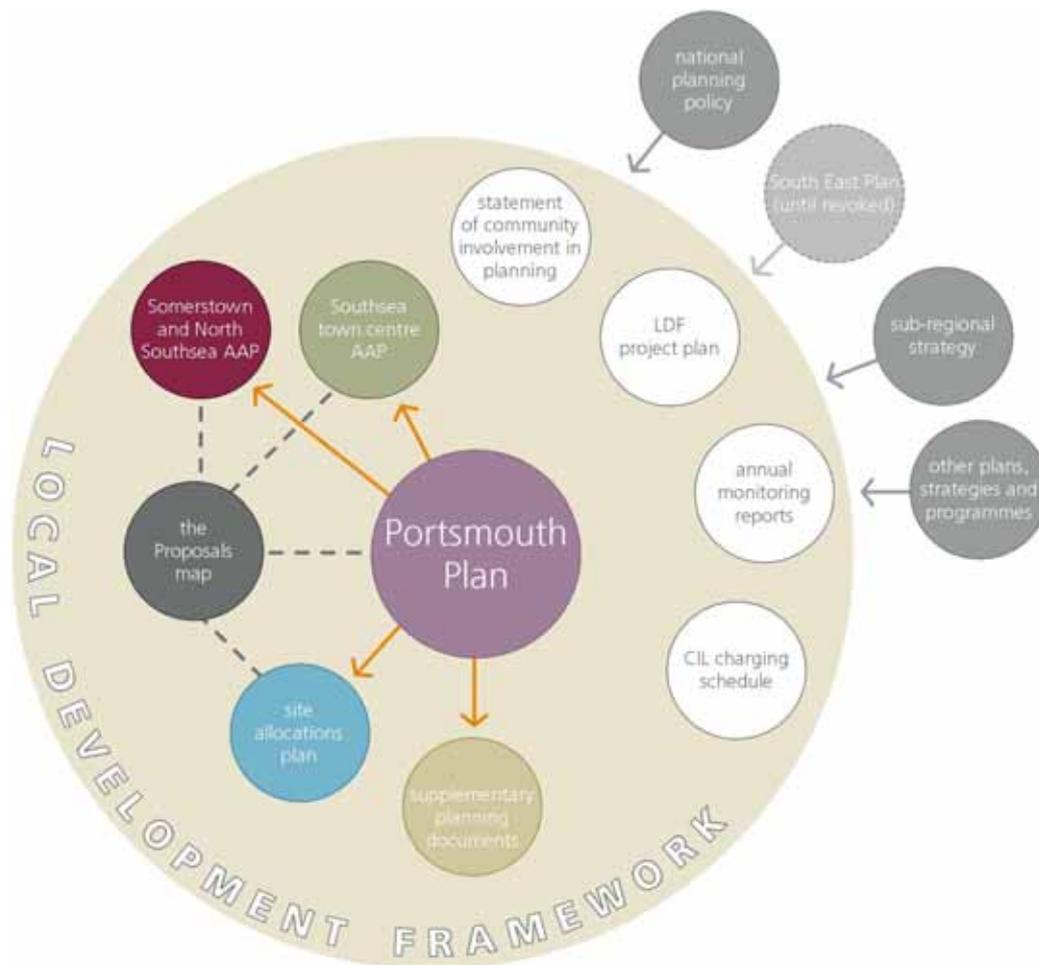


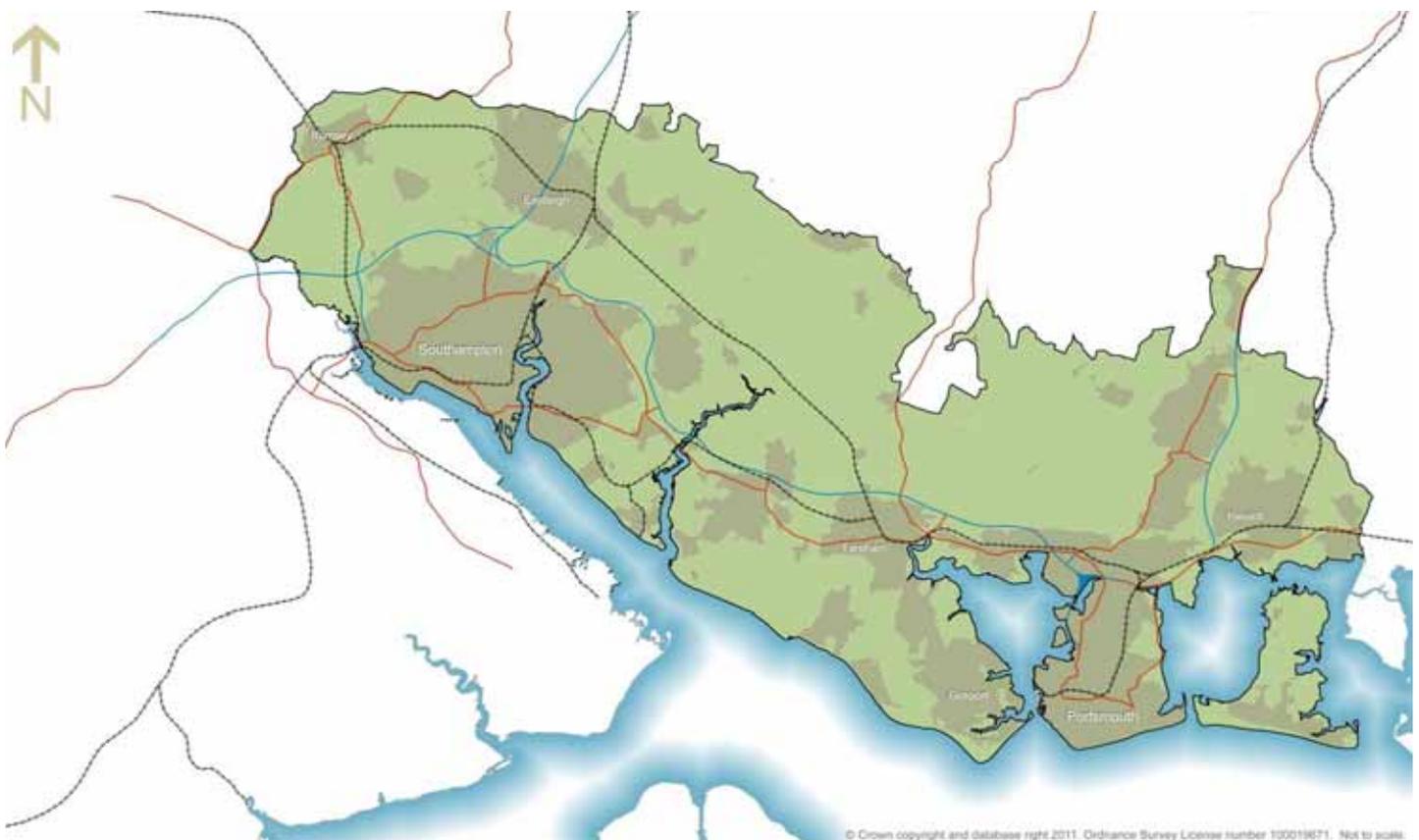
Figure 1 - the structure of Portsmouth's Local Development Framework

¹ Please note that the term 'Portsmouth Plan' is used throughout the document to refer to the core strategy.

Allocations document, Area Action Plans and Supplementary Planning Documents for specific areas or topics. The Portsmouth Plan must remain a high level strategic plan and deal only with the city's key issues and main locations for development and change. It should also be in line with national planning policies, but should not repeat their content, as they will be relevant to local decisions in any case.

Relationship to other strategies

- 1.4 The Portsmouth Plan is influenced by many other policies and strategies that affect the future of Portsmouth, land use needs in the city and ultimately policies for development. Figure 1 shows the relationship between the Portsmouth Plan, other LDF documents, national policy and other strategies.
- 1.5 National planning policies, set out in a series of Planning Policy Statements (PPS's), cover a variety of issues from sustainable development and flooding through to housing and economic development. Policies in the Portsmouth Plan should be consistent with national policy and apply it at the local level.
- 1.6 Portsmouth is a member of the Partnership for Urban South Hampshire (PUSH) which is a grouping of local authorities (Portsmouth, Southampton, Hampshire County Council, Fareham, Gosport, Havant, Eastleigh, Winchester, Test Valley and East Hampshire), working together to help create a more prosperous, attractive and sustainable South Hampshire offering a better quality of life. The Isle of Wight are considering becoming part of PUSH. Map 2 shows the PUSH area. Portsmouth has a role to play in delivering PUSH's sub regional strategy 2009² which seeks to improve economic performance in the



Map 2 - the South Hampshire sub region.

² The 2009 Push strategy was produced prior to the Isle of Wight joining PUSH

sub region through an increase in jobs as well as productivity. In promoting economic growth, it remains a key aim of PUSH to deliver the infrastructure that is required to ensure a continued high quality of life for its residents.

- 1.7 At the local level, the Sustainable Community Strategy, developed by the Local Strategic Partnership, (LSP) is the high level-visioning document for the city. It deals with the issues that the community feels affect them most. The Portsmouth Plan will implement those aspects of the Sustainable Community Strategy that can be influenced through the planning system. To ensure that this can happen the two documents are closely aligned with a shared vision and related objectives.
- 1.8 The Portsmouth Plan can help deliver the city council's priorities as set out in its Corporate Plan. The priorities dealing with the development of the city, such as creating a cleaner and greener city, improving the availability and quality of housing and regenerating the city are therefore reflected in the vision and objectives of the Portsmouth Plan.
- 1.9 Other strategies of the city council and its partner organisations have also had a bearing on the content of the Portsmouth Plan. These include the Local Transport Plan, the Affordable Housing Strategy, the Regeneration Strategy, the Seafront Strategy, Portsmouth Primary Care Trust's Estate Strategy, Southern Water's Business plan and a great many more. They are referred to throughout the document and are also listed in Appendix 1.

Links with neighbouring areas

- 1.10 It is important to remember that Portsmouth does not function or change in isolation. The city provides for and relies on its neighbours. What happens in Portsmouth is linked to and will affect Gosport, Havant, Fareham and Winchester and vice versa. Portsmouth provides jobs, entertainment, shops and leisure facilities for people living in the neighbouring areas and residents of Portsmouth visit adjoining districts for leisure and recreation and to a lesser extent shopping and jobs. Therefore the Portsmouth Plan takes into account the existing characteristics and the future plans of neighbouring areas.
- 1.11 In recognition of this interdependency, much cross boundary working takes place in South Hampshire, mainly under the PUSH umbrella in conjunction with the Solent Enterprise Partnership. PUSH, continues to work together on the detailed development and implementation of the sub regional strategy, including by preparing joint studies (e.g. a Strategic Housing Market Assessment (SHMA) and a Strategic Flood Risk Assessment (SFRA)) and policy frameworks (e.g. sustainable development and employment floorspace distribution).
- 1.12 As well as the ongoing PUSH partnership, joint working has taken place in other groups of partner authorities, for example between the county, the two cities (Portsmouth and Southampton) and the New Forest National Park Authority in preparing the Hampshire Minerals and Waste LDF, and between the harbour authorities (Gosport, Havant, Fareham and Portsmouth) on the implications for the strategic road network of additional development in the area.

Proposal Map

- 1.13 The adoption of the Portsmouth Plan will lead to changes to the proposals map (2006), through new allocations, changes to boundaries and deleted allocations. Changes to the proposals map are shown on inset maps, alongside the relevant policies, throughout the plan. Deletions to the map are set out in the proposals map booklet.

Signposting

- 1.14 The Portsmouth Plan relies on other strategies and plans but does not repeat them. To help readers find their way to the relevant national, regional and local documents references and hyperlinks (where possible) have been provided throughout the documents under the heading of “Where else to look”.

Monitoring the Portsmouth Plan

- 1.15 Monitoring is an essential part of the Local Development Framework. It allows the local authority to reflect on the performance of the Portsmouth Plan and make amendments where necessary. Areas of good performance can also be identified and learned from. The Annual Monitoring Report (AMR) is the key evaluation tool to monitor performance and will be revised to take into account the new policies contained within this plan. Each policy in the plan is followed by a table setting out how the policy will be implemented and the method the council will use to monitor effectiveness.

A profile of Portsmouth - context & challenges

- 1.16 Portsmouth is one of the major cities along the south coast (see Map 3). Its growth and character has been influenced by its geographical location and relationship to the sea. Home to the Royal Navy since the 17th century and located predominantly on an island, the city retains a strong maritime heritage distinguished by its historic, diverse and vibrant waterfront.



Map 3 - Portsmouth in context

- 1.17 The city's strong maritime heritage contributes to the economy in terms of jobs at the naval dockyard and at the ferry port. 3.5 million people pass through the ferry port each year providing an essential income for the city and supporting a number of jobs. The maritime heritage has also led to a strong tourism sector including the historic dockyard which houses famous ships The Mary Rose, HMS Victory and HMS Warrior, the seafront and more recently the Spinnaker Tower. Tourism in Portsmouth accounts for 7.6 million visitors per year spending £373 million and supporting over 7000 jobs. A recent study valued seaside tourism in Southsea alone as worth £58 million to the local economy and supporting 2,900 jobs.
- 1.18 Portsmouth is the UK's only island city and is extremely flat and low lying. The city is characterised by rows and rows of artisan terraces set out in a grid pattern, originally built to house the dockyard workers and sailors' families. Over time patterns have emerged across

the city - the western side of the city is more commercial with the city centre, dockyard, continental ferry port and the motorway. The eastern side has a different feel with large open spaces, residential areas and industrial estates. The southern part of the city is defined by its seafront, historic fortifications and Victorian residential areas. The northern part of the city lies on the mainland and is characterised by more recently developed residential areas dating from the 1930s, with more larger semi detached housing.

- 1.19 Portsmouth has a rich natural environment with internationally protected harbours and other nationally and locally protected sites. With its extensive maritime heritage the city boasts 18 Scheduled Ancient Monuments, 445 entries in the statutory list of buildings of architectural or historic interest, 25 Conservation Areas and 3 areas listed in the Register of Parks and Gardens of Special Historic Interest in England. In addition there is a growing Local List identifying buildings of local interest, of which there are currently 267.
- 1.20 The city of Portsmouth is home to approximately 203,500 people living on a land area of 40 square kilometres. Portsmouth is very built up and with an average density of 5,000 people per km² is the most densely populated city in the UK outside of London. Portsmouth faces many constraints on its land from flood risk, contaminated land and nature conservation designations, and is tightly constrained by its boundaries of the sea on three sides and Portsdown Hill to the north. Set within this context there are no opportunities for urban extensions and there are very few large sites available for development.
- 1.21 Portsmouth is an important centre providing employment, shopping, leisure, health care and higher education facilities serving the South Hampshire sub region. The city's university has expanded and now attracts students from across the country and around the globe.
- 1.22 Portsmouth is well connected to Europe, London and the wider sub region by rail, road, air and ferry and is one of the few cities in Britain to have a motorway, the M275, providing direct access into the city centre. As the city is mainly flat and compact it provides an ideal environment for walking and cycling, with 7.1% of residents cycling to work and 14.8% travelling by foot.
- 1.23 The city has seen recent investment with major developments such as Gunwharf Quays and Queen Alexandra Hospital, and developer interest exists for the strategic sites of the City Centre, Tipner, Port Solent, Horsea Island and North Harbour. However, while the city is moving forward, challenges still remain.

Accommodating the development

- 1.24 The main challenge for Portsmouth will be accommodating future additional development, especially as new homes are needed within the city. Finding enough development sites within the city will be a difficult task as the city is already built up and faces various constraints such as floodrisk and nature conservation designations. High levels of development in an already densely developed city will put increased pressure on the city's existing infrastructure, as well as having implications for the visual appearance of the city.

Quality of the urban and the natural environments

- 1.25 A key challenge in shaping the future of the city will be to ensure that new development does not have a detrimental impact on people's quality of life or the quality of the city's built and natural environment.

- 1.26 In recent years award winning schemes such as Gunwharf Quays and the iconic Spinnaker Tower have improved the city's image, and the city's historic areas continue to be valued by residents and visitors. However, parts of the city are still characterised by poor quality design. The need to raise the standard of design across the city is increasingly important to encourage investment and create a high quality urban environment.
- 1.27 It will also be increasingly important to protect the city's open spaces and natural environment both for recreational use and to safeguard important habitats. Internationally protected sites and species could be threatened by the need for improved flood defences and people accessing the coast for leisure (coastal squeeze and recreational disturbance), which could change the way these areas function.

Transport

- 1.28 Transport is a major challenge for the city especially in relation to accommodating additional development and visitors without bringing the city's transport system to a standstill. There are only three main roads linking Portsea Island with the mainland and these often suffer congestion at peak times, especially during the summer and when major events are held. The Portsmouth Plan and Local Transport Plan 3 will need to manage developments to encourage a lifestyle change away from using the private car to other forms of transport.

Improving employment opportunities

- 1.29 Portsmouth's unemployment rates are higher than the regional average and most of the higher skilled jobs are taken by people that commute into the city for work. With high expectations for growth, Portsmouth will need to improve the opportunities for young people in education in order to meet the increasing demand for employment across the city. Portsmouth will need to raise aspirations and diversify the skills of the workforce in order to continue to strengthen the economy and ensure local people can make the most of new job opportunities that will arise in the city.

Flood Risk

- 1.30 Being a city by the sea also means that development in Portsmouth is constrained by flood risk, with around a third of the land area being in the tidal floodplain, a figure which will only increase with sea level rise. Current flood defences are not sufficient to protect the city into the future and will need to be enhanced in order to reduce the risk of tidal flooding. In addition, the city is dependent on a combined sewer system and is at risk from surface water flooding in many areas.

Housing mix and affordable housing

- 1.31 Another key challenge will be providing a good mix and the right level of housing to ensure that the needs of the whole community are met within the city. Incomes are below the regional average and recently there has been a sharp fall in the number of family homes built. As a result not everyone has been able to find a suitable home in the city that they can reasonably afford.
- 1.32 With longer life expectancy and an ageing population, there is also a need to accommodate the growing number of older people and the type of accommodation they will require. The

Portsmouth Plan must set out a housing strategy, to ensure that a good mix of housing is delivered and that the needs of existing and potential future residents are met.

Reducing health inequalities

- 1.33 There is a gap in life expectancy of some seven years between the most and least deprived wards, although there are high incidences of health problems such as obesity and heart disease in the city as a whole. Helping residents to achieve healthier lifestyles is a key challenge for the city over the next 20 years.

Promoting the city centre

- 1.34 The city centre is low in the national rankings of shopping centres and does not perform well for a city of its size. The council needs to ensure that the city centre is strengthened and enhanced in order to improve the image of the centre, attract investment and act as a draw for tourism so that it fulfils its role as a regional shopping centre.

Climate change and sustainable development

- 1.35 Portsmouth is vulnerable to the effects of climate change with sea level rise increasing the risk of flooding and rising temperatures increasing the risk of heat related deaths. The council has a key role in promoting environmentally sustainable development and environmentally friendly ways of travel in order to minimise climate change and become a low carbon city.

Addressing these challenges

- 1.36 The next section of the document sets out the vision and objectives that have been developed for the city within this context. They seek to address the key issues and challenges the city faces. This is followed by the spatial strategy for the city, which shows how that vision will be made a reality through the Portsmouth Plan.

PART 2

THE STRATEGY

Vision & objectives

- 2.1 The vision for the Portsmouth Plan sets out what kind of place we want Portsmouth to become by 2027. It is taken from the Sustainable Community Strategy Vision for Portsmouth, which was developed by the Local Strategic Partnership, with input from local agencies, businesses and residents.

the vision for Portsmouth

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

- 2.2 This means that by 2027 Portsmouth will be:
- 2.3 **a rejuvenated city** - major development sites at Tipner, Port Solent and Horsea Island have been completed providing housing, employment, improved public transport links and associated facilities to create sustainable communities. The city centre has grown, improved its retail offer and moved up in the national rankings of centres so as to meet the needs of residents and shopping catchment areas. Portsmouth has been successful in attracting employers to the city through new developments at Lakeside Business Park and the city centre, increasing the skills of the local labour force, improving transport and creating an attractive local environment. The city has made the most of its waterfront helping to regenerate the city as a whole and promote tourism. The waterfront is alive with events and festivals throughout the year. Portsmouth has a reputation as a successful European city break destination with world class attractions.
- 2.4 **a sustainable city** - the carbon footprint of the city council will have been reduced by 30% from 2010/2011 by 2016/2017 and Portsmouth will be known as a low carbon city. Flood defences will be improved so that the whole city is protected against tidal flooding and sea level rise. New development will meet the highest environmental standards. Open spaces are protected and enhanced and the city has a greener feel with a new country park, trees and many buildings with green roofs and walls. Public transport has been significantly improved with a bus rapid transit system, park and ride and improved rail services so that more people come into the city by public transport and walking and cycling are now the first choice for transport within the city. By 2027 Portsmouth will lead the UK in minimal car use.
- 2.5 In order to achieve this vision and tackle the issues identified in section 2, the city council is pursuing the following eight objectives:

the Portsmouth Plan's objectives

1. To make Portsmouth an attractive and sustainable city
2. To make Portsmouth an accessible city with sustainable and integrated transport
3. To develop Portsmouth as a city of innovation and enterprise, with a strong economy and employment opportunities for all
4. To make Portsmouth a city in which everyone feels and is safe
5. To deliver affordable / quality housing where people want to live
6. To encourage and enable healthy choices for all and provide appropriate access to health care and support
7. To enhance Portsmouth's reputation as a city of culture, energy and passion offering access for all to arts, sport and leisure
8. To ensure there is adequate supporting infrastructure for the new development and growth of the city

- 2.6 Our aim is to achieve these objectives through the spatial strategy and policies or through direct actions of the council and its partners.

Objective 1: To make Portsmouth an attractive and sustainable city

- 2.7 This objective addresses the issues of the quality of the urban and natural environment and will be achieved through:
- all development aspiring to high architectural quality and protecting the local architectural heritage;
 - improving the public realm to enhance city life especially at the seafront, the city centre, Southsea town centre and Fratton, North End, Albert Road & Elm Grove and Cosham district centres;
 - greening the city through developing on brownfield sites, protecting existing green and open spaces and creating a green network through the city;
 - protecting biodiversity and nature conservation areas and where possible improving their condition, in particular Portsmouth and Langstone Harbours, which are internationally designated;
 - as part of the city's bid to reduce its carbon footprint, new development will have to make the most of sustainable design and construction techniques as well as exploiting opportunities for generating and incorporating renewable energy technologies;
 - seeking to continue the trend of highly accessible shops and services by focussing development on large strategic sites which include the provision of services and links to the rest of the city and smaller sites in accessible locations; and
 - developing our strategic sites of Tipner, Port Solent, Horsea Island, Somerstown & North Southsea and the city centre for homes, employment, leisure and retail.

2.8 Key delivery policies for this objective are:

- PCS1 Tipner
- PCS2 Port Solent
- PCS3 Horsea Island
- PCS5 Somerstown and North Southsea
- PCS5 Portsmouth city centre
- PCS9 The seafront
- PCS13 A Greener Portsmouth
- PCS15 Sustainable Design & Construction
- PCS23 Design & Conservation
- PCS24 Tall Buildings.

Objective 2: To make Portsmouth an accessible city with sustainable and integrated transport

2.9 This objective addresses the issue of transport and will be achieved by:

- Focussing developments around our town centres and public transport routes so that communities have easy access by a choice of modes of transport for getting around the city and are within easy reach of goods and services;
- Focussing travel around the city on cycling, walking and public transport making the most of the city's compact and flat geography and mild climate. Priority will be given to cycling and walking in new developments and, when improving roads, the network of cycling and walking routes will be enhanced;
- Requiring travel plans from new residential developments, businesses, shops and schools;
- Improving the city's transport hubs and interchanges such as a new train/bus interchange at Portsmouth & Southsea railway station and physical improvements to the Hard interchange at Portsmouth Harbour;
- Working with the sub region as part of Transport for South Hampshire (TfSH) to ensure networks are enhanced and managed efficiently; and
- Developing a Premium Bus network and a bus rapid transit linking Fareham, Gosport, and Havant with Portsmouth and improved access to Port Solent, Horsea Island and Tipner, as well as working with partners to improve the public transport system within the city.

2.10 Key delivery policies for this objective are:

- PCS1 Tipner
- PCS2 Port Solent
- PCS3 Horsea Island
- PCS4 Portsmouth city centre
- PCS17 Transport

2.11 In addition to these policies SPDs have been prepared for Station Square and The Hard which support the specific aim of improving the interchanges.

2.12 As well as the policies in this plan the council's Local Transport Plan 3 will be instrumental in achieving this objective.

Objective 3: To develop Portsmouth as a city of innovation and enterprise, with a strong economy and employment opportunities for all

2.13 This objective addresses the issues of accommodating development, improving employment opportunities and promoting the city centre. The objective will be achieved through:

- Enlarging and improving the city centre so Portsmouth can offer a high quality shopping experience, businesses premises, a cultural / civic area, a choice of restaurants/bars/cafes, tourist activities & accommodation and city centre living;
- Providing at least 50,000m² of comparison retail floorspace mainly in the city centre and 5,500m² convenience retail floorspace split between the north and the south of the city;
- Supporting our other town centres of Southsea, Fratton, North End, Albert Road & Elm Grove and Cosham so that they remain viable and vibrant;
- Ensuring there is an available pool of skilled labour through raising and diversifying the skills of the local population and attracting graduates and skills from outside;
- Providing for an additional 243,000m² of employment land mainly along the western corridor of the city, with a focus on the city centre, and the existing industrial areas on the eastern side of the city;
- Developing an office market in the city centre through highlighting development opportunities, improving transport and encouraging supporting uses such as hotels to the area;
- Protecting the city's large industrial estates so that they are improved and retained for employment uses, mainly B2/B8;
- Supporting development that strengthens the marine sector and supports the commercial port;
- Improving the visitor experience especially around the Hard where better links will be made between the visitor destinations of the Historic Dockyard, Gunwharf Quays and the seafront; and
- Providing tourist related facilities, including hotels, to support the visitor industry in the areas linked to the city's waterfront and maritime heritage.

2.14 Key delivery policies for this objective are:

- | | |
|---|---|
| <ul style="list-style-type: none"> ▪ PCS5 Lakeside ▪ PCS4 Portsmouth city centre ▪ PCS8 District Centres | <ul style="list-style-type: none"> ▪ PCS11 Employment Land ▪ PCS18 Local shops & services |
|---|---|

2.15 Alongside these policies there are adopted policies in the Southsea Town Centre Area Action which will help to achieve the aims of this objective together with SPDs for Station Square and The Hard.

Objective 4: To make Portsmouth a city in which everyone feels and is safe

2.16 This objective mainly addresses the issue of flood risk and also that of improving the quality of the urban environment. The objective will be achieved by:

- Reducing flood risk in the city by improving flood defences, promoting development in lower flood risk areas first, ensuring that the siting, design and layout of developments mitigate against flooding and implementing sustainable drainage systems;
- Improving community safety through designing developments to reduce opportunities for crime, ensuring safe walking routes in the city, working with transport operators to provide safe public transport and improving our green and open spaces so people feel safe in them; and
- Encouraging uses in town centres that are open into the evening.

2.17 Key delivery policies for this objective are:

- PCS12 Flood Risk
- PCS8 District Centres
- PCS23 Design and Conservation

2.18 Other relevant policies documents include the Somerstown and North Southsea Area Action Plan, Southsea Town Centre Area Action Plan and the Reducing Crime through Design SPD.

Objective 5: To deliver affordable / quality housing where people want to live

2.19 This objective tackles the issues of accommodating development and housing mix & affordable housing and will be achieved by:

- Providing 420-490 homes every year (from 2010 - 2027), depending on infrastructure provision, to meet the needs of the existing and new population;
- Ensuring that the types of homes built meet the city's needs - this means an increased focus on family homes which have been in short supply over the past few years, a requirement on housing developments to provide affordable housing and the provision of a range of housing for the elderly; and
- Creating quality places to live where facilities and services are close to new housing (large developments would have facilities on site where as smaller developments would be located close to existing services), development is well designed to high environmental standards and open spaces are provided or improved as part of development.

2.20 The key delivery policies are:

- PCS1 Tipner
- PCS2 Port Solent
- PCS3 Horsea Island
- PCS10 Housing Delivery
- PCS13 A Greener Portsmouth
- PCS15 Sustainable Design and Construction
- PCS19 Housing mix, size and the provision of affordable homes

Objective 6: To encourage and enable healthy choices for all and provide appropriate access to health care and support

2.21 This objective tackles the issues of health inequalities and can be achieved through:

- Making it easier for people to adopt healthier lifestyles through active travel, and ensuring there are enough play and open spaces for people to exercise and relax;
- Improving access to and enhancing the seafront to increase people's use of the area for exercise and relaxation;
- Promoting participation in sport to increase the amount of people in Portsmouth taking part in sports;
- Targeting regeneration initiatives at the most deprived neighbourhoods to reduce health inequalities and social deprivation; and
- Working with the local Primary Care Trust to fill identified gaps in healthcare provision, in particular to find a site for a GP surgery in the area around Hilsea, North Copnor and Anchorage Park.

2.22 The key delivery policies are:

- PCS13 A Greener Portsmouth
- PCS14 A Healthy City
- PCS17 Transport.

2.23 This objective will also be achieved through initiatives bought forward under the Healthy Towns programme, the Seafront Strategy and the Parks and Open Spaces Strategy.

Objective 7: To enhance Portsmouth's reputation as a city of culture, energy and passion offering access for all to arts, sport and leisure

2.24 This objective will be achieved through:

- Promoting the city as a major tourist destination with its attractions of the waterfront, historic dockyard, Spinnaker Tower and museums & theatres;
- Upgrading and improving the seafront and its facilities while maintaining its open and traditional character;
- Celebrating the local football club and supporting the club's desire for a new stadium at Fratton Park;
- Protecting open spaces and the natural environment and creating the Horsea Island Country Park on the former Paulsgrove Tip to offer healthy recreational opportunities for Portsmouth's communities; and
- Improving the character and offer of our city and town centres and highlighting the evening uses and theatres.

2.25 The key delivery policies are:

- PCS2 Port Solent
- PCS3 Horsea Island
- PCS4 Portsmouth city centre
- PCS8 District Centres
- PCS9 The seafront, together with initiatives set out in the Seafront Strategy
- PCS13 A Greener Portsmouth

Objective 8: To ensure there is adequate supporting infrastructure for the new development and growth of the city

2.26 This objective tackles the issues of accommodating development and transport and will be achieved by:

- Identifying needs created by additional development in the city and ensure it is delivered;
- Using the council's community infrastructure levy (as set out in our charging schedule 2011) to ensure new development, together with public funding, contributes fairly towards the provision of infrastructure;
- Exploring new funding initiatives such as TIF or Local Asset Backed Vehicles (LABV) to finance infrastructure provision; and
- Producing an infrastructure delivery plan (IDP) to set out details on what infrastructure is needed, how much it will cost, how it will be funded and who is responsible for providing the infrastructure (an extract of this is reproduced in Appendix 2 to demonstrate how this plan will be delivered).

2.27 The key delivery policies are:

- PCS1 Tipner
- PCS2 Port Solent
- PCS3 Horsea Island
- PCS16 Infrastructure & community benefit
- PCS17 Transport

2.28 In addition the council has adopted a charging schedule for the community infrastructure levy which will help to fund the necessary infrastructure.

where else to look

- Vision for Portsmouth - Portsmouth Local Strategic Partnership 2008
- Vision into Reality (LAA agreement - April 2010 refresh) - Portsmouth Local Strategic Partnership www.portsmouth.gov.uk/media/API_Strategy_LAA_Update_2010.pdf

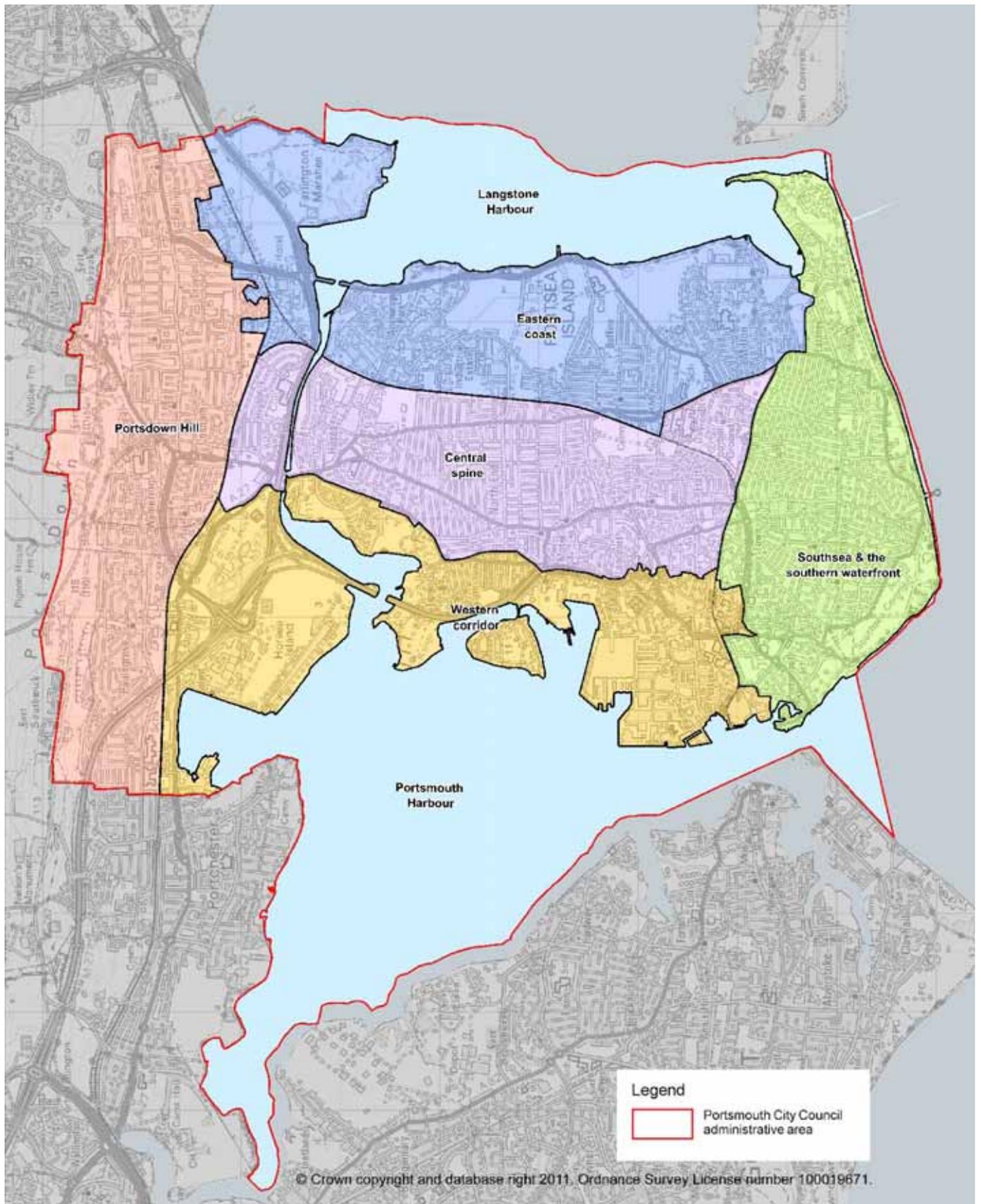
A Spatial Strategy for Portsmouth

Overview

- 2.29 Portsmouth is a coastal city which sits in the wider sub region of South Hampshire, providing a focus for jobs and services to the surrounding towns and rural areas in the south eastern part of the sub region, namely Fareham, Gosport, Havant, and the southern parts of the districts of East Hampshire and Winchester City. The local authorities in South Hampshire have agreed that the sub region should strive for sustainable economic growth with a focus on regenerating the cities of Portsmouth and Southampton.

Strategy for the Future of Portsmouth

- 2.30 Portsmouth's aim is for the successful regeneration of the city. To achieve this new housing is needed to accommodate the city's growing population and to house those on the council's housing register. Commercial development is needed to help the city grow by improving its economy and providing jobs. Additional retail and tourism development is also needed to boost the city's image, increase visitors to the city and improve the economy. The levels of growth needed to help satisfy the demands of a growing population and help regenerate the city are in the region of 420-490 homes per year, 243,000m² of new employment floor space and 50,000m² net of retail floorspace, together with the necessary associated facilities and services, up to 2027. A main element of the strategy is to locate the additional development at key development sites, around the town centres and public transport hubs and routes to reduce reliance on the private car and to encourage residents, employees and visitors to access everyday services on foot, cycle or by public transport.
- 2.31 The level of growth achieved in the city will be dependent on the provision of infrastructure. A number of the main development sites in the city rely on a significant amount of new transport infrastructure to provide access and create sustainable transport routes. If the transport infrastructure is not provided then these sites will only be able to accommodate lower levels of housing. More detail can be found in each of the individual policies for the strategic sites in part 3.
- 2.32 As a council we need to ensure that the city can grow and regenerate in a sustainable manner ensuring that the quality of the environment is improved for our residents, businesses and visitors. This will be done through requiring sustainable design of buildings, greening the city, protecting open space, encouraging high quality design and improving public transport, cycling and walking. It will also be important to:
- Create and sustain integrated communities, where facilities and services are considered when planning housing development. This will mean including such facilities on larger sites, in particular the strategic sites of Tipner, Port Solent and Horsea Island, and ensuring that smaller development sites are located where people have good access to services;
 - Ensure services are located where people can get to them, including a network of local shopping opportunities across the city; and
 - Applying parking standards to residential development.



Map 4 - the spatial portrait of future development in the city.

- 2.33 In producing the Portsmouth Plan, the city council has considered ways to avoid and / or mitigate impacts on important sites and species. Continued work on protecting and enhancing the city’s “green infrastructure” will be just as important as ensuring that the other infrastructure needs of the city are met.

Spatial distribution within the city

- 2.34 Portsmouth does not have a choice of development sites as it is largely built up and tightly constrained by administrative boundaries, the sea and nature conservation and flood risk designations. Spatially the majority of new housing, employment and retail development will be directed towards the strategic sites of Tipner, Port Solent, Horsea Island, Lakeside Business Park, the City Centre and Somersotwn & North Southsea (see the Key Diagram, Map1). At the other town centres (Southsea town centre, Fratton, North End, Cosham and Albert Road & Elm Grove district centres) there are opportunities for limited retail and employment and housing above shops or in the secondary frontages. Smaller levels of development will occur across the rest of the city (as most locations are sustainable given the compact nature of the city) focused on brownfield sites to help protect valuable open spaces. Table 1 sets out the amount of development distributed across the city.

Spatial Portrait

- 2.35 The following is a spatial portrait of the city setting out the future distribution of development in the city (see Map 4). A summary of all development proposals is set out below.

The Eastern Coast The internationally designated harbours are unique areas for people to enjoy. The edge of Langstone Harbour, to the east of the city, has many of the city’s strategic open spaces such as Farlington Marshes, Milton Common and Great Salterns. A key element of the strategy is to protect these spaces, as well as the many smaller sites from development, in order to provide a break in the urban townscape, to ensure that the city remains attractive and that people have access to open spaces for recreation and health benefits. But the strategy is also clear that the city council, developers and individual users have a responsibility to safeguard important habitats and species, which are an essential characteristic of the harbours.

The eastern side of the city is also home to key employment areas which provide the majority of industrial and warehouse sites together with opportunities for new employment floor space and as such will be protected. The established residential neighbourhoods of Milton, Baffins and Anchorage Park are expected to see a limited amount of housing and retail development up to 2027 to contribute to future needs and support existing local centres.

The Western Corridor By contrast the western corridor, along the edges of Portsmouth Harbour, provides major development opportunities.

Lakeside Business Park presents an opportunity for major employment development of 69,000m² creating a new office campus.

Port Solent & Horsea Island and Tipner are major new sites on the edge of existing communities which, along with major residential development of 1000 and 1250 units respectively will provide 25,000m² employment floorspace, transport links (including new and improved public transport, walking and cycling routes) and facilities, making these communities as self sufficient as possible, while connecting them to the wider city. In between the Port Solent and Horsea Island development sites lies the proposed country park, which will not only meet the leisure needs of these new communities, but also provide a valuable green infrastructure resource for south east Hampshire together with ecological benefits.

The ferry port and naval dockyard, with its associated ship building activities, underpin the city's economy and identity.

At the southern end of the western corridor lies Portsmouth City Centre. This area covers the city's retail core, the civic and university areas and also includes Gunwharf Quays and links to the historic dockyard, two of the city's major visitor attractions. The area is a hub for the city and the sub region for retail, leisure, jobs and services. This function and the individual roles of the distinct areas within the city centre will be strengthened. There will be significant levels of new retail facilities, business premises, cultural / civic uses, hotels and tourist activities and high density mixed use development at the Commercial Road shopping area, north of Market Way, Station Square, Guildhall Square and the Hard. Major interchange improvements are planned adjoining the two rail stations at Portsmouth & Southsea and the Hard, forming part of the strategy to make Portsmouth an attractive and sustainable location for investors and visitors. The city centre is expected to provide around 1,600 dwellings, 50,000m² retail floorspace and 26,000m² employment floorspace.

Southsea and the Southern Waterfront

Just to the south of the city centre lies the neighbourhood of Somerstown and North Southsea, an existing community in need of regeneration and earmarked for comprehensive redevelopment within an area action plan to improve the environment, housing and support facilities for residents. The regeneration scheme is expected to add at least 539 residential units to the area.

Further south the city is dominated by established neighbourhoods, mainly developed in the Victorian era. Here, most development opportunities arise from the redevelopment of existing larger properties. The neighbourhoods in the south of the city are connected by the southern waterfront from the historic dockyard, through Old Portsmouth and Southsea along to Eastney. Home to the seafront promenade and the extensive open space that is Southsea Common, the seafront is the main focus for leisure activity by the sea, and is home to many of the city's historic buildings and

streets. The role of the seafront will be strengthened by environmental improvements, and good quality development that enhances the existing urban form, not only to benefit the people of the city and its visitor economy, but also to reduce recreational pressure on the sensitive harbours to the east and west of the city. The seafront presents some development opportunities for leisure and tourism facilities and additional restaurants and cafés.

Another focal point in the southern part of the city is Southsea, the city's secondary town centre, which together with the district centre at Albert Road / Elm Grove serves the surrounding community in Southsea as well as visitors from outside of the city boundary for shopping, entertainment and events. Development in these centres will consist of small scale town centre uses and some residential and are expected to provide 135 and 21 dwellings respectively.

The Central Spine

North of the railway line that marks the northern boundary of Southsea, the communities around Fratton and North End district centres form the city's central spine. They are connected by a bus priority corridor that links to the city centre to the west of Fratton, and Cosham district centre in the north of the city. The district centres serve the surrounding residential areas and provide a focal point for these communities. The centres of Fratton and North End are expected to provide 58 and 28 dwellings respectively.

Close to Fratton district centre lies Fratton Park, the home of Portsmouth Football Club. This site and the surrounding area will be the site of a new stadium for the club acting as a catalyst for the regeneration of this area.

Portsmouth Hill

Off Portsmouth Island lie the communities of Paulsgrove, Wymering, Cosham, Drayton and Farlington, linked by the slopes of Portsmouth Hill. The hill runs along the northern edge of the city, providing a natural green space which links the city to the countryside beyond. These areas are characterised by established residential communities, from post war development in the west to the larger detached properties in the east, which are relatively rare in Portsmouth.

Cosham district centre forms a focal point in the centre of this line of communities. Well connected by public transport to the rest of the city and the communities outside the city boundary, and having a number of opportunity sites for redevelopment in the long term, this centre is expected to accommodate 360 dwellings and 49,000m² employment floorspace.

Planning for uncertainty

- 2.36 The Portsmouth Plan looks ahead fifteen years to 2027 and obviously over this time period situations will change, such as the economic climate, and this plan needs to include some flexibility in order to deal with changing circumstances.
- 2.37 The success of this plan relies on the delivery of a few key sites and the provision of significant new transport and other infrastructure. Some policies already have flexibility built in to them such as PCS15 Sustainable design and construction and PCS19 Housing mix, size and the provision of affordable homes in relation to the economic viability of development proposals. However to ensure that the overall strategy can be achieved the following risks have been considered.
- i. If the economic climate resulted in the expected amount of development not coming forward we would:
 - Work with landowners and developers to bring them forward;
 - Promote the city and particular sites to investors;
 - Use Compulsory Purchase powers if necessary;
 - Identify deliverable sites for development in a site allocations plan;
 - Review the SHLAA to see if there are any additional sites or if any could be developed earlier than estimated; and
 - Use the AMR to assess how serious this risk is each year.
 - ii. If the funding for infrastructure is not available we would:
 - Plan for a lower level of housing in the city. The plan sets out a range for housing development depending on the provision of infrastructure; and
 - Monitor the provision of infrastructure through the IDP and AMR in order to help phase development.
 - iii. A delay in the development of key sites could lead to the amount of development coming forward being below our targets. Therefore;
 - In the housing delivery policy (PCS10) expected housing development has been phased in 5 year tranches, in line with the SHLAA. The key strategic sites have been phased towards the end of the plan period as these will be difficult sites to deliver;
 - The city council is one of the landowners of the key sites and could therefore use its land to stimulate development / interest; and
 - The city council will investigate reasons for delay and may consider the use of Compulsory Purchase Orders (CPOs) in order to progress development.
 - iv. The results of research currently being carried out, such as the Solent Disturbance and Mitigation Project, could demonstrate that the rate, scale and distribution of development put forward in the plan would be likely to have an adverse effect on the ecological integrity of internationally designated nature conservation sites as a result of increased recreation. Therefore we will:
 - Continue to work with neighbouring authorities and PUSH on research to more accurately establish whether an adverse effect is likely and, if it is, to establish the nature of the impact;
 - Work with neighbouring authorities to put in place a comprehensive Solent wide mitigation strategy to address the issue of recreational pressure if appropriate;

- Review the rate, scale and distribution of housing sites through the Site Allocations Plan if research shows that the housing delivery set out in the Portsmouth Plan would be likely to have an adverse effect on a European site; and
- Ensure that proposals for larger developments in sensitive locations in the city are subject to a project level Habitats Regulations Assessment (HRA) and Environmental Impact Assessment (EIA) as required under UK and EU law and national planning policy.

Table 1 - Summary of Development proposals in the development cells

	New homes	New employment floorspace (m ²)	New retail floorspace (m ²)
Eastern Coast	401	30,178	0
Western Corridor	2,401 - 3,971	152,275	51,000 - 52,500
Southsea & the Southern Waterfront	982	0	0
Central Spine	655	9,000	0
Portsmouth Hill	656	49,100	0
Total:	5,095 - 6,665	240,553	51,000 - 52,500

where else to look

- South Hampshire Sub regional strategy - South East Plan 2009
www.gos.gov.uk/497468/docs/171301/815607/815696/Pages_from_RSS_SectionC.pdf
- SHLAA - PCC 2009 and 2010 update www.portsmouth.gov.uk/living/10789.html
- Employment Land Review - PCC 2009
- Sustainability Appraisal - PCC 2011

PART 3

CORE POLICIES

Tipner

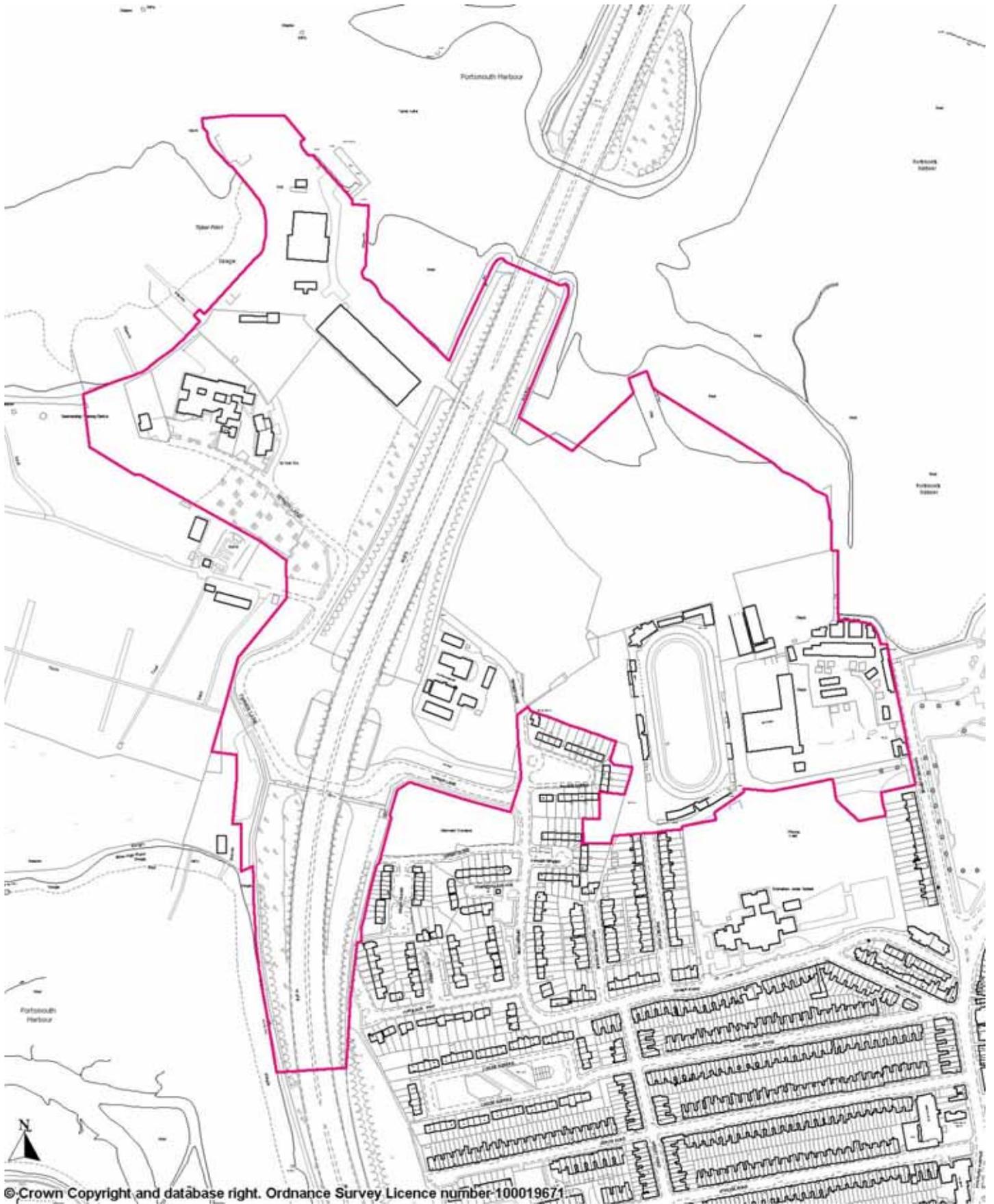
- 3.1 Tipner is identified as a strategic site (see map 5) with the potential to contribute towards the overall regeneration of the city and the ability to play a major part in delivering a significant proportion of the development identified for the future of Portsmouth.
- 3.2 Tipner is a large and prominent gateway site which straddles the M275 motorway. It is currently owned by three main parties (the city council, The Homes and Communities Agency and the Tipner Regeneration Company (TRC)) and is home to a variety of uses, including a disused greyhound stadium, aggregates wharf and scrap yard, although on the whole it is underused.

Key site constraints

- 3.3 The site itself and the adjacent Portsmouth Harbour are important for nature conservation with the Harbour internationally designated as a Special Protection Area (SPA) and Ramsar site, whilst also being recognised nationally as a Site of Special Scientific Interest (SSSI). In addition sites close by, such as the Ministry of Defence firing range, are recognised as feeding sites for Brent geese. These nature conservation issues will need to be addressed as part of any development on this site.
- 3.4 There are other issues associated with the site that will need to be overcome for development to be successful. These include land contamination (especially land east of the M275), flood risk (as the site lies within flood zones 2 and 3), the capacity of the existing sewer system and access to the site.

The Portsmouth Plan approach to Tipner

- 3.5 The regeneration of Tipner will provide housing, employment, and community facilities for the city of Portsmouth together with improved access, a park and ride facility and cycling and walking facilities to and from the city. It is proposed to deliver up to 1,250 new homes and 25,000m² of employment floorspace, providing 1,500 new jobs, on this site. The overall aim is to create a sustainable community through a mixed use development with high quality public transport routes to the city centre, the regional hospital Queen Alexandra and to areas outside of Portsmouth such as Havant and Fareham. A full justification for the proposal is set out in the Tipner, Port Solent and Horsea Island Concept Statement 2011.
- 3.6 Housing development at Tipner is key to meeting the housing needs of Portsmouth. As the city is already largely built up, with many land constraints, there are limited sites in the city which are large enough to deliver this level of housing. Therefore where opportunities exist for large scale development they should be maximised to help meet the housing needs of the city.
- 3.7 The Strategic Housing Land Availability Assessment (SHLAA) and the Western Corridor Transport Study (WCTS) have shown that this level of housing is achievable at Tipner albeit with significant levels of infrastructure provision as set out in the development requirements below.



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Map 5 - Tipner

- 3.8 The WCTS indicates that without any additional transport infrastructure the eastern part of the site could accommodate 480 new homes using the existing access of Twyford Avenue. Some local highway improvements may be needed to accommodate a development of 480 units but this will depend on the outcome of any transport assessment submitted with a planning application. In order to provide up to 1250 new homes additional transport infrastructure is needed, such as the new interchange off the M275. Therefore the Council will plan for an initial development of 480 new homes at Tipner rising to 1250 new homes if the necessary transport infrastructure is provided.
- 3.9 New office development at Tipner will help meet the city's need for additional office space and will contribute towards PUSH's strategy of improving economic performance and concentrating development in the cities first. The Employment Land Review (ELR) confirms that 25,000m² of employment floorspace can be provided at Tipner, however this is also dependant on infrastructure.
- 3.10 The relocation of the Harbour School at Tipner is under consideration, should a new site be found for the school then the existing site would be suitable for education, residential or employment uses. The council is not allocating the site at the present time but will review the situation over the lifetime of the plan.
- 3.11 The illustrative masterplan (map 6) shows how Tipner, along with Port Solent and Horsea Island, could be laid out.

Development requirements

- 3.12 To ensure the regeneration of Tipner is sustainable additional facilities will be provided to serve the new community, such as a new local shopping facilities, health facilities and open space. The increase in population from the development will mean that more community facilities are needed, however, a contribution towards redevelopment / improvement of existing facilities will be sought as opposed to any new facilities.
- 3.13 Before any development can take place the council will need to be satisfied that an appropriate scheme for the remediation of the site is in place to deal with the historic contamination of the land. Such a scheme will need to have regard to the impact on existing and future occupiers as well as on Portsmouth Harbour, which is internationally recognised as being of importance for nature conservation.
- 3.14 The development must be carried out in such a way that the nature conservation interests are protected and enhanced. The impact of the development on all nature conservation interests, including European sites further away from the development site, will be assessed through an EIA and project level HRA at the planning application stage, with the aim of protecting and enhancing biodiversity.
- 3.15 Tipner lies within flood zones 2 & 3 but is indicated to be at low risk of flooding on the hazard mapping. The results of the SHLAA show that all new housing cannot be met by development in low risk flood areas alone and that developing in flood risk areas cannot be avoided. As all sites that would be suitable for housing have been identified there is no scope to provide the homes proposed at Tipner elsewhere in the city, if they could not be provided at Tipner. Development would need to provide appropriate flood risk management measures.



KEY

	Residential		Retained boat yard		Restricted vehicular access
	Employment and park & ride		Marina commercial		Primary access route
	Education / employment		Restaurants and retail (Boardwalk)		Public transport only route
	Balancing pond		Parking		Internal key access route
	Retained sailing club		Portsmouth Harbour SSSI		Bridge alignment
	Retained listed building				Location for landmark building
					Small scale local centre

Map 6 - An illustrative masterplan of development at Tipner, Port Solent and Horsea Island

- 3.16 The proposed development at Tipner, together with the proposals for Port Solent and Horsea Island, will put additional pressure on the city's drainage capacity potentially increasing the risk of surface water flooding. Therefore surface and foul water drainage will need to be separated out on site, surface water could be discharged straight into the sea or where this is not possible should be held in attenuation tanks underground to be released after any storm event. The city's western interceptor sewer is at capacity and a new cross city connection will be needed to take foul water from these developments to the eastern interceptor.
- 3.17 To improve the accessibility of the site and ensure it becomes a sustainable location for new development, transport improvements are needed such as a new motorway junction and improved public transport links to the city centre.
- 3.18 In order to successfully deliver the regeneration of Tipner the infrastructure development plan has identified the following infrastructure as necessary:
- Motorway interchange and bus lane to M275;
 - Park and ride;
 - Highway improvements;
 - Public transport links, including Bus Rapid Transport (BRT);
 - Improved cycling and walking links;
 - Increased sewer capacity;
 - Flood defences;
 - Electricity sub-station; and
 - Community facilities including a GP surgery and contributions towards community centre improvements.

In addition the scheme will need to make provision for such infrastructure as may be required to facilitate the integration of a new bridge link to Horsea Island, which could include ensuring there is enough land for the bridge at Tipner. It should be noted that development at Tipner is not itself dependent on the provision of the bridge.

PCS1 Tipner

The aim is to revitalise the Tipner area transforming it from an underused, derelict site to a thriving community creating a new gateway for the city.

Tipner East will provide for at least 480 dwellings together with local retail facilities, public open space and access to the waterfront. It will provide for improved facilities for cycling and walking linked to and enhancing, the existing networks. To accommodate this level of development some local highway improvements may be required.

To accommodate this anticipated level of growth at Tipner East the following infrastructure will be required:

- Improvements to flood defences to ensure the site is defended against a 1 in 1000 year flood event;
- New electricity sub-station;
- Connection to the eastern interceptor sewer; and
- Community facilities including a GP surgery and contributions to a community centre.

When the additional transport infrastructure comes forward to provide a new junction on the M275, the city council will plan for a larger regeneration scheme across Tipner East & West to provide approximately 1250 new homes and 25,000m² gross of B1 office development to 2027 supported by the infrastructure listed above and the following additional infrastructure:

- A Park & Ride facility of between 900 and 1,800 spaces;
- Highway infrastructure to link the new development with the planned slip roads and to integrate the area with the existing communities at Stamshaw, in a way that minimises through traffic in existing communities;
- Widening Twyford Avenue to improve access to Tipner from the A3;
- Improvements to the Twyford Avenue / A3 Northern Parade junction;
- Tipner loop road routing traffic around the development site from Twyford Avenue to Tipner Lane;
- Infrastructure to enable the integration of the bridge link to Port Solent; and
- A water supply pipe to be provided at the same time as the junction.

Any development at Tipner would need to:

- Include measures to avoid and mitigate any adverse effect on the integrity of European sites, in particular the Brent goose feeding sites at Tipner Range and Alexandra Park;
- Include measures to avoid and mitigate the impact on the Portsmouth Harbour SSSI;
- Have appropriate separation of foul and surface water;
- Contribute towards increasing the capacity of nearby schools as necessary;
- Mitigate noise from the motorway through the location / height of buildings;
- Be designed to take advantage of waterside location and this key gateway to the city;
- Take into account, and where appropriate protect, view points and the wider visual impact across Portsmouth Harbour;
- Create attractive and safe streets and spaces avoiding featureless and monotonous elevations;
- Retain, repair and find suitable new uses for the listed buildings at Tipner Point;
- Enhance the settings of the listed buildings; and
- Provide public open space with access to the waterfront, if this can be achieved without an adverse effect on the ecological integrity of Portsmouth Harbour.

Implementation, delivery and monitoring

- 3.19 The implementation of Tipner will be largely through the approval of planning applications either for one large comprehensive development of the whole site or a series of smaller applications for individual parcels of land. The city council is working in partnership with the other landowners, the Homes and Communities Agency and TRC, to bring forward development of the site and decontamination of the land. Tipner is a complex site to deliver and the city council has set out how it will deal with any risks to delivery in the section on “Planning for Uncertainty” (paragraph 2.36 - 2.37).
- 3.20 The comprehensive development (of 1,250 homes and 25,000m² employment floorspace) relies on the provision of the motorway junction and slip roads prior to any development. To aid deliverability of the whole site the council has received funding from the Department of Transport towards the cost of the motorway junction and sliproads. This transport scheme was given planning permission in April 2010 and should start in 2012. It should be

complete by summer 2013. The Park and Ride which forms part of the scheme will be complete and open by summer 2014.

- 3.21 It is possible that a limited amount of residential development could take place at Tipner East ahead of the motorway junction and slip roads. Any planning application should be accompanied by an illustrative masterplan showing how the whole strategic site could potentially be developed.
- 3.22 Prior to any development taking place the site needs to be decontaminated and proposals for this will either from part of an overall planning application or be a separate application. There are current proposals to decontaminate parts of the site using a thermal desorption unit and soil washing.
- 3.23 All infrastructure requirements at Tipner, such as flood defences, connection to the eastern interceptor sewer and electricity sub station, would be agreed at the planning application stage and secured / controlled through the use of section 106 agreements or planning conditions. The infrastructure items will be provided by the developers, or an infrastructure provider (such as Southern Water) at the developer's cost and would all have to be in place before any development was occupied. It is anticipated that the comprehensive development at Tipner would take place between 2013 - 2027. More detail can be found in the Infrastructure Delivery Plan.
- 3.24 Tipner is surrounded by Portsmouth Harbour and is within reasonable travel distance of Chichester and Langstone Harbours, Solent and Southampton Water and the New Forest, all of which are European sites. In addition, a number of green spaces in the vicinity, including Alexandra Park and Tipner Range, as well as the intertidal area of Tipner Lake, are used as feeding sites by Portsmouth Harbour's Brent goose population and so are functionally linked to Portsmouth Harbour SPA.
- 3.25 Depending on the form and layout of the proposals, development of the site has the potential to have a negative impact on the European sites.
- 3.26 A project level HRA and EIA will be required for any planning applications at Tipner by law. These assessments will have to demonstrate that the development would not lead to an adverse effect on the ecological integrity of any European site. If the EIA or HRA shows that an adverse effect is possible, avoiding the impact should be explored in the first instance to remove the effect. If it is not possible to avoid the effect completely it may be possible to put in place measures to mitigate the effect.
- 3.27 Both avoidance and mitigation measures will be required for development proposals at Tipner in all likelihood. Avoidance measures could include:
- Dust suppression systems;
 - On-site open space provided in accordance with PCS13;
 - Stepping down building heights close to the harbour edge; and
 - Using low level directional lighting and hoarding during construction.

Mitigation measures could include:

- Screening the completed development from the intertidal area using planting or a low wall and potentially extending this screening along the footpath and cycleway which runs along the eastern shore of Tipner Lake up to Hilsea Lido; and
- Improvements to nearby green spaces, particularly Hilsea Lines, Alexandra Park and Stamshaw Park, to encourage people to visit these spaces as opposed to European sites, whilst taking care not to deflect current users.

- 3.28 The PPG17 and parks and open spaces strategy audits show that Alexandra Park is of high quality but of a low value to the local community as a multifunctional green space whilst Stamshaw Park and most of Hilsea Lines are of low quality although highly valued by the local community. Stamshaw Park is also relatively well concealed at the end of residential streets and does not have good signage directing people to the park. As a result, there is scope at these spaces to improve their quality and accessibility to encourage more people to use them as opposed to the coast for day-to-day recreation.
- 3.29 Establishing the increase in recreational pressure will form a key part of the assessment of planning applications at Tipner. Improvements to the quality and accessibility of nearby green spaces and Horsea Island Country Park will most likely form part of the mitigation package. However the exact avoidance and mitigation package cannot be determined until the precise scale and design of the proposed development are known.
- 3.30 Any development that would have an adverse effect on a European site either alone or in combination with other plans or projects would not be considered to be in accordance with the Habitats Regulations or the Portsmouth Plan and will be refused.
- 3.31 Due to the fact that Tipner is at risk of tidal flooding, any planning application will need to include a Flood Risk Assessment and put in place appropriate flood defences and mitigation measures to ensure the development is safe and will continue to be safe over the lifetime of the development, taking into account sea level rise. However it is possible that such flood defences could lead to additional impact on the internationally designated Portsmouth Harbour through coastal squeeze, over and above that being compensated for through the Environment Agency's Regional Habitat Creation Programme, as part of the compensatory habitat for the implementation of the North Solent SMP. This will have to be assessed as part of the HRA for any planning application.
- 3.32 Work has been carried out on the cost of developing Tipner, including overcoming all the site constraints, and has concluded that it would be viable provided that the cost of building the motorway is paid for outside of delivery of the scheme for example by the public sector.

monitoring framework for PCS1 Tipner

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ Regeneration of Tipner ▪ To provide additional housing and employment 	<ul style="list-style-type: none"> ▪ Progress towards delivery of the site (information on funding for the transport interchange, provision of infrastructure and progress of any planning applications) ▪ Amount of new housing delivered at Tipner (480 - 1,250 by 2027) ▪ Amount of new employment floorspace delivered at Tipner (25,000m² employment)

where else to look

- Tipner, Port Solent and Horsea Island Concept Statement - Savills 2011
- SHLAA - PCC 2009 & 2010 update www.portsmouth.gov.uk/living/10789.html
- ELR - PCC 2009
- Western Corridor Transport Strategy Report - June 2010
www.portsmouth.gov.uk/living/18190.html
- Development and Tidal Flood Risk: Statement of common ground - 2011
- SFRA - Atkins www.portsmouth.gov.uk/living/13539.html
- PPS12 Local Spatial Planning
www.communities.gov.uk/publications/planningandbuilding/pps12lsp
- The Conservation of Habitats and Species Regulations 2010 (The Habitats Regulations)

Port Solent and Horsea Island

The Portsmouth Plan approach to Port Solent and Horsea Island

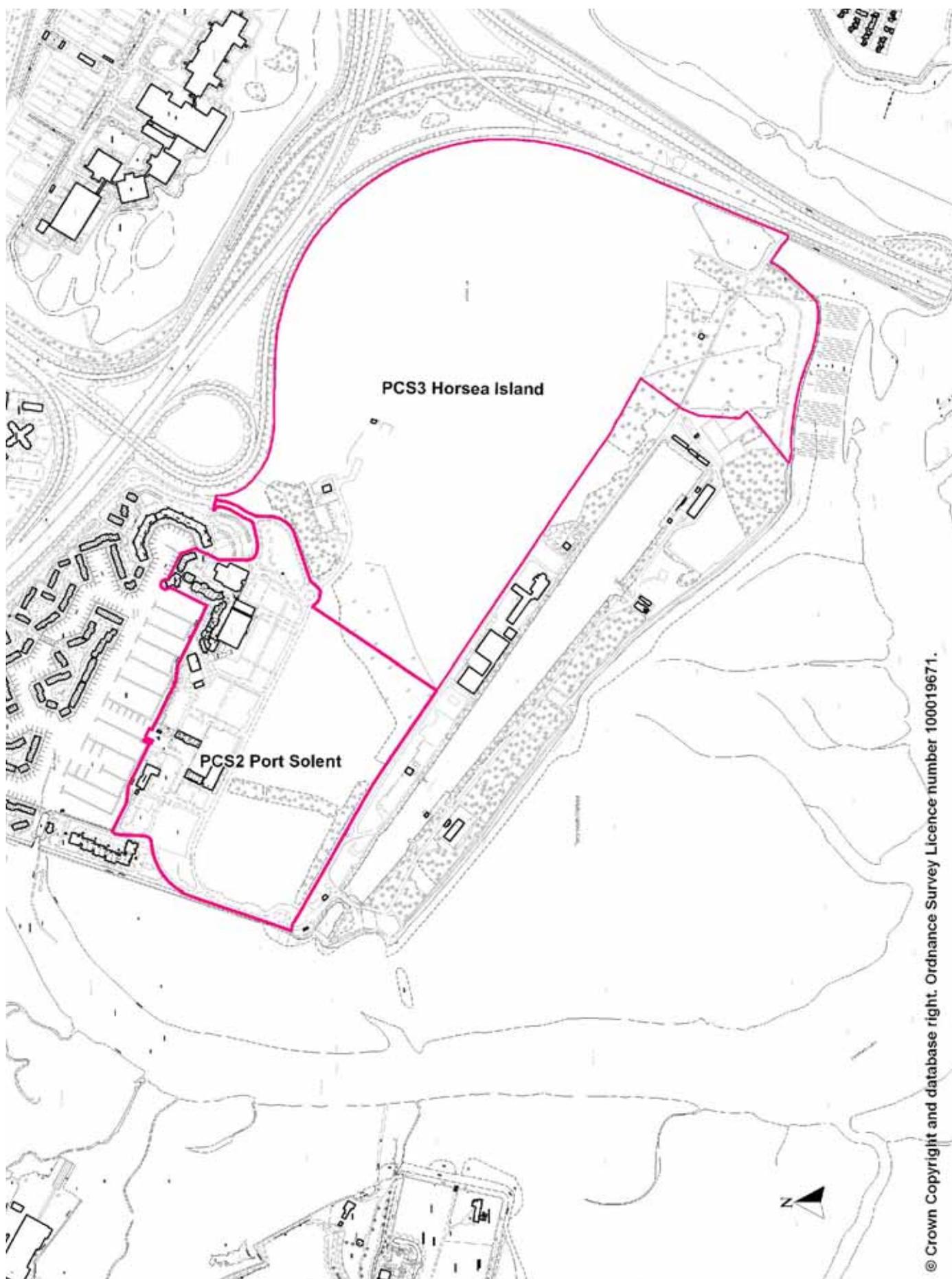
- 3.33 Port Solent & Horsea Island have been identified as areas of the city where there is the opportunity to deliver sustainable mixed-use development, providing housing, employment, leisure and retail uses.
- 3.34 Port Solent & Horsea Island are located in the northwest corner of the city on the northern reaches of Portsmouth Harbour. The area forms part of a 450-acre reclamation project that started in the 1970's. Port Solent comprises a late 1980's marina development that is predominately residential (town houses and apartments) with some leisure, specialist retail and employment. This area also includes the former Paulsgrove Landfill site, which is being transformed into the Horsea Island Country Park (more detailed on the proposals for the country are in the Greener Portsmouth section). Horsea Island, immediately south of Port Solent, was originally an island but is now connected to the mainland with access via Marina Keep. The island has been used by the Ministry of Defence (MoD) since the 1880's with the formation of the 1km torpedo testing lake. It continues to be the home of the Defence Diving School, the UK's centre of excellence for military diving training.

Key Site Constraints

- 3.35 The land at Port Solent & Horsea Island identified for development is adjacent to Portsmouth Harbour, which is internationally designated as an SPA and Ramsar site and nationally recognised as a SSSI. The sites are also within reasonable travel distance of Chichester and Langstone Harbours, Solent and Southampton Water and the New Forest, all of which are European sites. The land south of Marina Keep is recognised as being an important feeding site for Portsmouth Harbour's Brent goose population and a number of other sites in the area are used as high tide roosts by wading birds and so are functionally linked to Portsmouth Harbour SPA. These issues will need to be addressed as part of any development on these sites.
- 3.36 There are other issues associated with these sites which will need to be overcome for development to be successful. These include access to the sites, land contamination, flood risk and the capacity of the existing sewer system.

Proposal

- 3.37 The overall aim for Port Solent & Horsea Island is to create a sustainable mixed use development providing housing, employment, a country park, community facilities and improved access and public transport links. It is proposed to deliver up to 1,000 new homes and 3.4ha of marina related uses, together with associated leisure and retail uses to support the marina and local residents.
- 3.38 The development of Port Solent, together with Horsea Island and Tipner (see policy PCS1), is important for the future regeneration of the city because it will provide housing for city residents, local employment opportunities, improve public transport links between these sites and the rest of the city and improve access to the country park. A full justification for the proposals is set out in the Tipner, Port Solent and Horsea Island Concept Statement 2011.



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Map 7 - Port Solent and Horsea Island

- 3.39 As with the neighbouring site of Tipner, the SHLAA and WCTS have shown that this level of development is achievable at Port Solent & Horsea Island albeit with significant levels of infrastructure required, as set out in the development requirements section.
- 3.40 Current access to Port Solent & Horsea Island is relatively poor. The area is limited to a single road access from Southampton Road, an hourly bus service, and has a poor environment for cycling or walking, being isolated and surrounded by busy roads (M275 / A27). If significant development is to be achieved then it is essential that access is improved especially by public transport, cycling and walking.
- 3.41 It has been a long term aim of the council to improve access to Port Solent (as reflected in the LTP). That aim includes building a bridge link from Horsea Island to Tipner for all vehicles, although the road link between Horsea Island and Port Solent will be restricted to access by buses, pedestrians and cyclists. This will link Port Solent & Horsea Island to the city centre and park and ride services at Tipner, as well as providing greater access for the residents of Portsea Island to the new country park. Other proposals to increase accessibility include improvements to bus services to the area, such as the Bus Rapid Transit link through to Fareham and Portchester, and a new railway station at Paulsgrove (where land will continue to be safeguarded for platforms and associated facilities).
- 3.42 Development at Port Solent & Horsea Island will need to be phased until the transport infrastructure is available. Therefore, the council will plan for initial development of 500 units at Port Solent and no development at Horsea Island rising to an additional 500 units at Horsea Island if the necessary transport infrastructure is provided.
- 3.43 During the latter part of the plan period, and subject to the MoD facilities being adequately reprovided, additional land immediately north and south of the eastern end of the lake at Horsea Island may become available for development. If this should occur the land is suitable for housing and employment uses, however, given the uncertainty around the cost and timing of relocating the MoD facilities, the council is not allocating those particular sites for development but will review the situation during the life of the plan.
- 3.44 The illustrative masterplan, Map 6, shows how the sites could be laid out.

Development Requirements

- 3.45 The council will safeguard the integrity of Portsmouth Harbour including off-site Brent goose feeding sites and high tide wader roost sites. Therefore the development must be carried out in such a way as to protect and ideally enhance the nature conservation interests. Development proposals must also consider the impact on the locally recognised wildlife at Horsea Island. The impact of development on all nature conservation issues, including European sites further away from the development site, will be assessed through an EIA and HRA with the aim of protecting and enhancing the area's nature conservation value.
- 3.46 Port Solent & Horsea Island have considerable contaminated land issues through the industrial use of the land, landfill and land reclamation. Therefore, before any development can take place the council will need to be satisfied that an appropriate scheme for remediation of the site is in place to deal with the historic land contamination. Such a scheme will need to have regard to potential impacts on existing and future occupiers as well as upon Portsmouth Harbour.

- 3.47 The infrastructure delivery plan for the city has shown that the combined developments of Port Solent & Horsea Island, and Tipner, will create a need for additional infrastructure. Development at Port Solent & Horsea Island will need to be co-ordinated with development at Tipner in order to deliver some of this required infrastructure. The following paragraphs set this out where necessary.
- 3.48 To ensure Port Solent & Horsea Island become sustainable locations for new development, transport improvements are needed. These improvements include a bridge between Horsea Island and Tipner (with the necessary infrastructure through to Port Solent), better public transport links (including integration with the BRT), capacity improvements to Port Way / A27 junction, access capacity improvements to the Household Waste Recycling Centre (HWRC) and Country Park, and improved cycling and walking links. The development at Port Solent & Horsea Island will be expected to contribute towards the bridge link.
- 3.49 At Port Solent, the majority of the land south of the marina (where development is proposed), is within flood zone 1. Land to north and east of the marina and some of the land immediately to the south, is within flood zone 2. Horsea Island is within flood zones 2 and 3. Whilst it is not ideal to allocate land within the floodplain for development, given Portsmouth's land constraints, and as set out in the SHLAA, it is recognised that there is a lack of low risk sites available in the city to accommodate the development requirements of the Portsmouth Plan, therefore, developing in the flood risk areas cannot be avoided.
- 3.50 Port Solent & Horsea Island will be expected to provide flood risk management measures for a 1 in 1000 year flood event and demonstrate the site will be safe over the lifetime of the development. It will be for the developer of the site to provide the flood defences as part of their overall proposals and any application will have to be accompanied by a detailed flood risk assessment.
- 3.51 The combined proposals at Tipner, Port Solent & Horsea Island will put additional pressure on the city's drainage capacity, thereby potentially increasing the risk of surface water flooding. Therefore, surface and foul water drainage will need to be separated out on site, surface water could be discharged into the Harbour or where this is not possible should be held in attenuation tanks underground to be released after any storm event. In terms of foul water, there is no capacity in the main western interceptor sewer, therefore, a new cross city connection will be needed to take foul water from these developments to the eastern inceptor sewer.
- 3.52 An electricity substation is required to serve the combined sites of Tipner, Port Solent & Horsea Island. The preferred location is Tipner, therefore, the sites will need to be connected via an electricity cable, probably running along the proposed bridge link. The design of the bridge will need to take this into account.
- 3.53 To ensure the regeneration of Port Solent & Horsea Island is sustainable additional facilities will be provided to serve the community. The existing Boardwalk will be designated a local centre, (see policy PCS18). However, some of the other required community facilities, such as a GP surgery or a dental practice should be shared with the neighbouring site of Tipner. If the health facilities are provided at Tipner, contributions will be sought from Port Solent & Horsea Island developments to help fund such facilities.

- 3.54 Current information relating to capacity in local schools indicates that there will not be sufficient capacity to serve all the development proposed. Developer contributions will be required to address any shortfall. Whilst every effort has been made to determine the education requirements at this stage, until the detailed proposals for each of the sites have been finalised at the planning application stage, it is not possible to determine the exact additional capacity required. Therefore, the exact requirements will be determined on the basis of the most up to date information available when individual planning applications are received.
- 3.55 The former Paulsgrove landfill is being developed into the Horsea Island Country Park. The council plans to put in place a number of initiatives to make sure the country park is an excellent recreational and leisure facility and attracts a diverse range of wildlife. This is being progressed through the PUSH Green Infrastructure Implementation Plan. In order to protect the local Brent goose and wader populations, the open space to the south of Marina Keep will be protected and options should be explored to manage public access to the space in the wintering months, in conjunction with the proposed Brent goose and wader refuge in the country park.

PCS2 Port Solent

The aim is to maintain and enhance the marina character of Port Solent and realise the opportunities presented to create a sustainable mixed use development, whilst complementing the proposals at Horsea Island and Tipner.

Port Solent will provide approximately 500 dwellings, a local centre (the Boardwalk) and 3.4ha for marina related operations (including the retention of the existing boat hoist). The existing open space immediately south of Marina Keep (an important feeding site for Brent geese) will be protected.

To accommodate this level of development, highway improvements to Port Way and the junction with the A27, including access capacity improvements to the HWRC, may be required. The development must also ensure the highways layout is able to accommodate a link road adjacent to the Horsea Island Country Park to the proposed development at Horsea Island.

In addition, any development will need to:

- Include measures to avoid and mitigate any adverse effect on the integrity of European sites, in particular the Brent goose feeding site south of Marina Keep as well as the high tide wader roosts;
- Include measures to avoid and mitigate the impact on the Portsmouth Harbour SSSI;
- Include measures to deal with the issue of land contamination, including measures to ensure the future management and maintenance of gas venting can be adequately regulated;
- Improve flood defences to ensure the site is defended against a 1 in 1000 year flood event;
- Have appropriate separation of foul and surface water;
- Connect to the eastern interceptor sewer in conjunction with planned development at Horsea Island and Tipner;
- Connect to the new electricity sub station in conjunction with planned development at Horsea Island and Tipner;

- Contribute towards community and/or health facilities in conjunction with planned development at Horsea Island and Tipner as necessary;
- Contribute towards increasing the capacity of nearby schools as necessary;
- Contribute towards the delivery of the bridge link;
- Improve facilities for cycling and walking linked to, and enhancing, the existing networks, including access to the Horsea Island Country Park;
- Provide sufficient car parking to serve the Boardwalk, the marina operations and any new development;
- Safeguard the retail and leisure uses at Port Solent and complement the designated local centre (The Boardwalk);
- Ensure the amenity of occupiers / users of any new development can be adequately protected from any harmful noise impact from, for example, the motorway;
- Take into account and where appropriate protect view points and the wider visual impact across Portsmouth Harbour, including the impact on Porchester Castle;
- Provide high quality designed buildings to complement, in design and scale, the existing residential dwellings;
- Provide good quality public realm and landscaping in any new development proposals including measures to reduce the impact on the more sensitive nature conservation sites;
- Minimise the visual impact of any proposed car parking; and
- Provide an indicative masterplan as part of any planning application to ensure the coordinated development of Port Solent and Horsea Island.

PCS3 Horsea Island

The aim is to realise the opportunities presented at Horsea Island to provide a residential development to complement those at Port Solent and Tipner and to improve accessibility to the Horsea Island Country Park.

Horsea Island will provide approximately 500 dwellings, whilst safeguarding the land at the former Paulsgrove landfill site for the Horsea Island Country Park.

To accommodate this level of development the following infrastructure will be required:

- A new all vehicle bridge adjacent to the existing M275 and link road to Port Solent (including measures to restrict the use of private motor vehicles between the proposed developments at Port Solent & Horsea Island);
- Improvements to capacity at the Port Way / A27 junction through adding an extra left hand turn at Port Way and improving signal timings; and
- Improvements to the access arrangements to the retained HWRC and Horsea Island Country Park.

In addition, any development will need to:

- Include measures to avoid and mitigate any adverse effect on the integrity of European sites, in particular the Brent goose feeding site south of Marina Keep as well as the high tide wader roosts;
- Include measures to avoid and mitigate the impact on the Portsmouth Harbour SSSI (which

- includes parts of Horsea Island) and the locally recognised wildlife at Horsea Island;
- Include measures to deal with the issue of land contamination, including measures to ensure the future management and maintenance of gas venting can be adequately regulated;
 - Safeguard the existing balancing pond located to the south of Horsea Island Country Park (adjacent to the M275);
 - Improve flood defences to ensure the site is defended against a 1 in 1000 year flood event;
 - Have appropriate separation of foul and surface water;
 - Connect to the eastern interceptor sewer in conjunction with planned development at Port Solent and Tipner;
 - Connect to the new electricity sub station in conjunction with planned development at Port Solent and Tipner;
 - Contribute towards community and/or health facilities in conjunction with planned development at Port Solent and Tipner as necessary;
 - Contribute towards increasing the capacity of nearby schools as necessary;
 - Improve facilities for cycling and walking linked to, and enhancing, the existing networks, including access to the Country Park;
 - Provide sufficient car parking to serve any new development;
 - Ensure the amenity of occupiers / users of any new development can be adequately protected from any harmful noise impact from the motorway and / or the operational use of the adjoining MoD land;
 - Take into account, and where appropriate protect, view points and the wider visual impact across Portsmouth Harbour, including the impact on Porchester Castle;
 - Provide high quality designed buildings to complement, in design and scale, the existing residential dwellings at Port Solent and those planned at Tipner;
 - Provide good quality public realm and landscaping in any new development proposals including measures to reduce the impact on the more sensitive nature conservation sites;
 - Minimise the visual impact of any proposed car parking; and
 - Provide an indicative masterplan as part of any planning application to ensure that development at Horsea Island is, as far as possible, co-ordinated with the proposed developments at Port Solent and Tipner.

Implementation, delivery and monitoring

- 3.56 Whilst Port Solent & Horsea Island could be developed independently the policy covers both areas as they share the same opportunities and constraints. In adopting a phased approach the council will ensure that the level of development is sustainable and provides improvements to the public transport connections to and from the sites. Any planning application for a particular phase of the proposals at Port Solent or Horsea Island should be accompanied by an illustrative masterplan for that site, which shows how all of the sites could be developed and integrated with each other and any proposals at Tipner.
- 3.57 The council is in working partnership with the other landowners, including the MoD, Premier Marinas and Unilever Pension Fund, to bring forward development on these sites. The proposal will have to take place in phases although it will be important for any developer to demonstrate the co-ordinated delivery of the wider proposals. The development at Port Solent will be the first phase and if the bridge link comes forward this will facilitate the development of Horsea Island. It is anticipated that the initial stage of development will

occur from 2016-2019 with the wider development anticipated from 2020. Port Solent and Horsea Island is a complex site to deliver and the city council has set out how it will deal with any risks to delivery in the section on “Planning for Uncertainty” (paragraph 2.36 - 2.37).

- 3.58 The council recognises the need to play a role in facilitating the delivery of the bridge and will explore alternative funding options for that bridge to help deliver the larger scheme. It is likely that the council will need to utilise a number of different funding sources, including the Community Infrastructure Levy (CIL). CIL will enable other developments within the city to contribute towards this important piece of infrastructure as the bridge will improve access to the country park, which is seen as mitigation to ensure no adverse impact on Portsmouth Harbour and other internationally and nationally designated sites as a result of increased recreational pressure.
- 3.59 Prior to any development taking place the sites need to be decontaminated and proposals for this will either form part of an overall planning application or be a separate application.
- 3.60 All infrastructure requirements at Port Solent and Horsea Island, such as flood defences, connections to the eastern interceptor sewer and electricity substation, would be agreed at the planning application stage and secured / controlled through the use of section 106 agreements or planning conditions. The infrastructure items will be provided by the developer, or an infrastructure provider (such as Southern Water) at the developer’s cost and would all have to be in place before any development was occupied. More detail can be found in the Infrastructure Delivery Plan.
- 3.61 Depending on the form and layout of the proposals at Port Solent & Horsea Island, development of the sites also has the potential to have an adverse effect on European sites. A project level HRA and EIA will be required for any planning applications at Port Solent or Horsea Island by law. These assessments will have to demonstrate that the development would not have an adverse effect on the ecological integrity of any European sites.
- 3.62 If the EIA or HRA shows that an adverse effect on any of the sites is possible, avoiding the impact should be explored in the first instance to remove the effect. If it is not possible to avoid the effect completely, it may be possible to put in place measures to mitigate the effect.
- 3.63 Avoidance and mitigation measures will be required for any development proposals at both Port Solent and Horsea Island in all likelihood. These could include siting taller buildings away from the harbour’s edge, access management measures to the land south of Marina Keep and a new Brent goose and wader refuge at the country park. However the exact avoidance and mitigation package cannot be determined until the precise scale and design of the proposed development are known.
- 3.64 Any development that would have an adverse effect on a European site either alone or in combination with other plans or projects would not be considered to be in accordance with the Habitats Regulations or the Portsmouth Plan and will be refused.
- 3.65 Due to the fact that Horsea Island and parts of Port Solent are at risk of tidal flooding, any planning application will need to include a Flood Risk Assessment and put in place appropriate flood defences and mitigation measures to ensure the development is safe and will continue to be safe over the lifetime of the development, taking into account sea level

rise. However it is possible that such flood defences could lead to additional impact on the internationally designated Portsmouth Harbour through coastal squeeze, over and above that being compensated for through the Environment Agency's Regional Habitat Creation Programme, as part of the compensatory habitat for the implementation of the North Solent SMP. This will have to be assessed as part of the HRA for any planning application.

monitoring framework for PCS2 Port Solent and PCS3 Horsea Island

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ Regeneration of Port Solent and Horsea Island ▪ To provide additional housing 	<ul style="list-style-type: none"> ▪ Progress towards delivery of the site (information on funding for the bridge, provision of infrastructure, transport improvements and progress of any planning applications) ▪ Amount of new housing delivered at Port Solent & Horsea Island (500 - 1000 by 2027)

where else to look

- Tipner, Port Solent and Horsea Island Concept Statement - 2011
- SHLAA - 2009 & 2010 update www.portsmouth.gov.uk/living/10789.html
- Habitats Regulation Assessment - 2011
- Sustainability Appraisal - 2011
- Western Corridor Transport Strategy Report - 2010
www.portsmouth.gov.uk/living/18190.html
- SFRA - Atkins www.portsmouth.gov.uk/living/13539.html
- Development and Tidal Flood Risk: Statement of common ground - 2010
- Infrastructure Delivery Plan - 2011 www.portsmouth.gov.uk/living/19934.html
- The Conservation of Habitats and Species Regulations 2010 (The Habitats Regulations)
- The PUSH Green Infrastructure Implementation Plan - in development

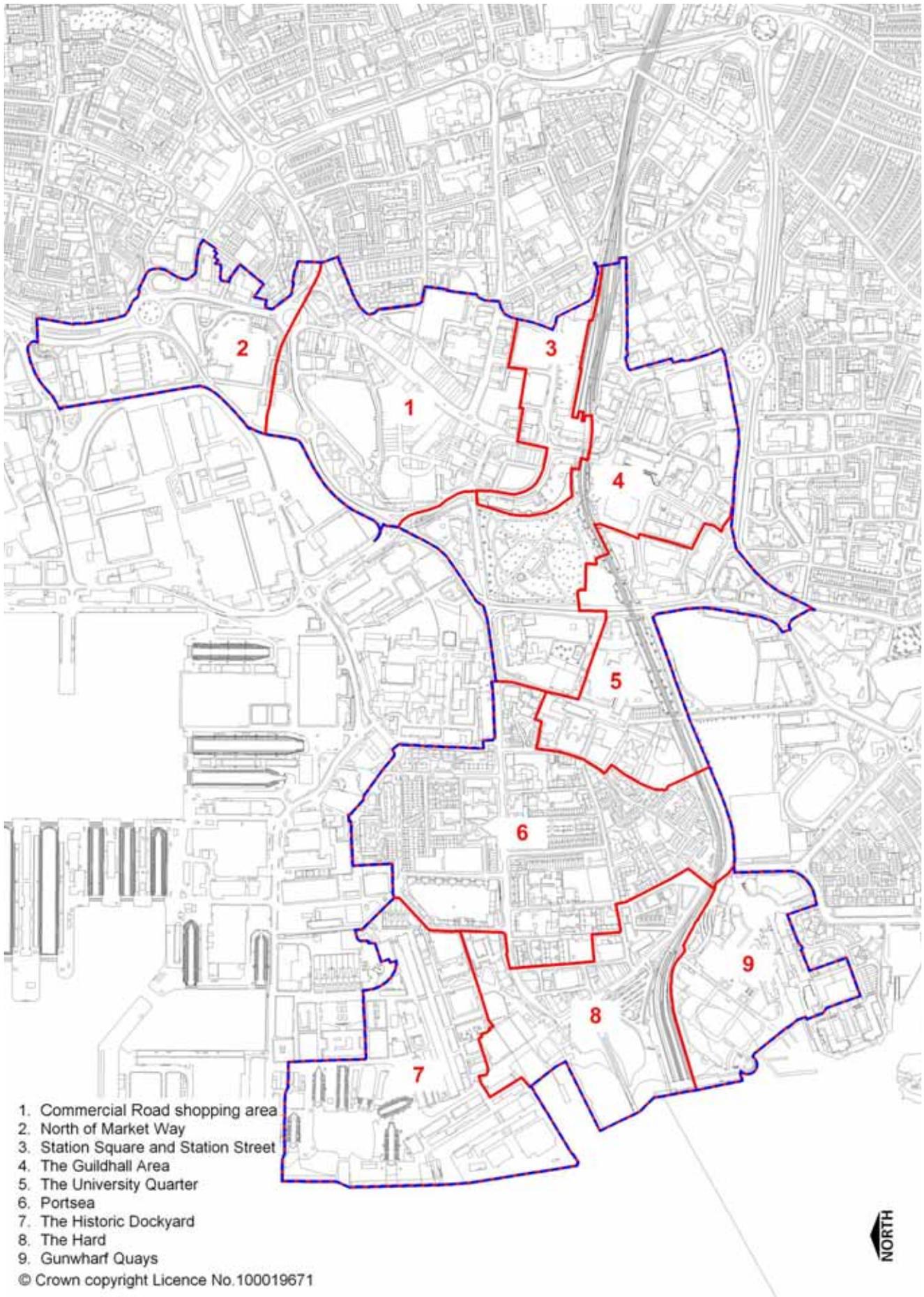
Portsmouth city centre

- 3.66 Significant change and development will transform the city centre into the economic, social and cultural focus of south east Hampshire providing new retail, employment and cultural facilities.

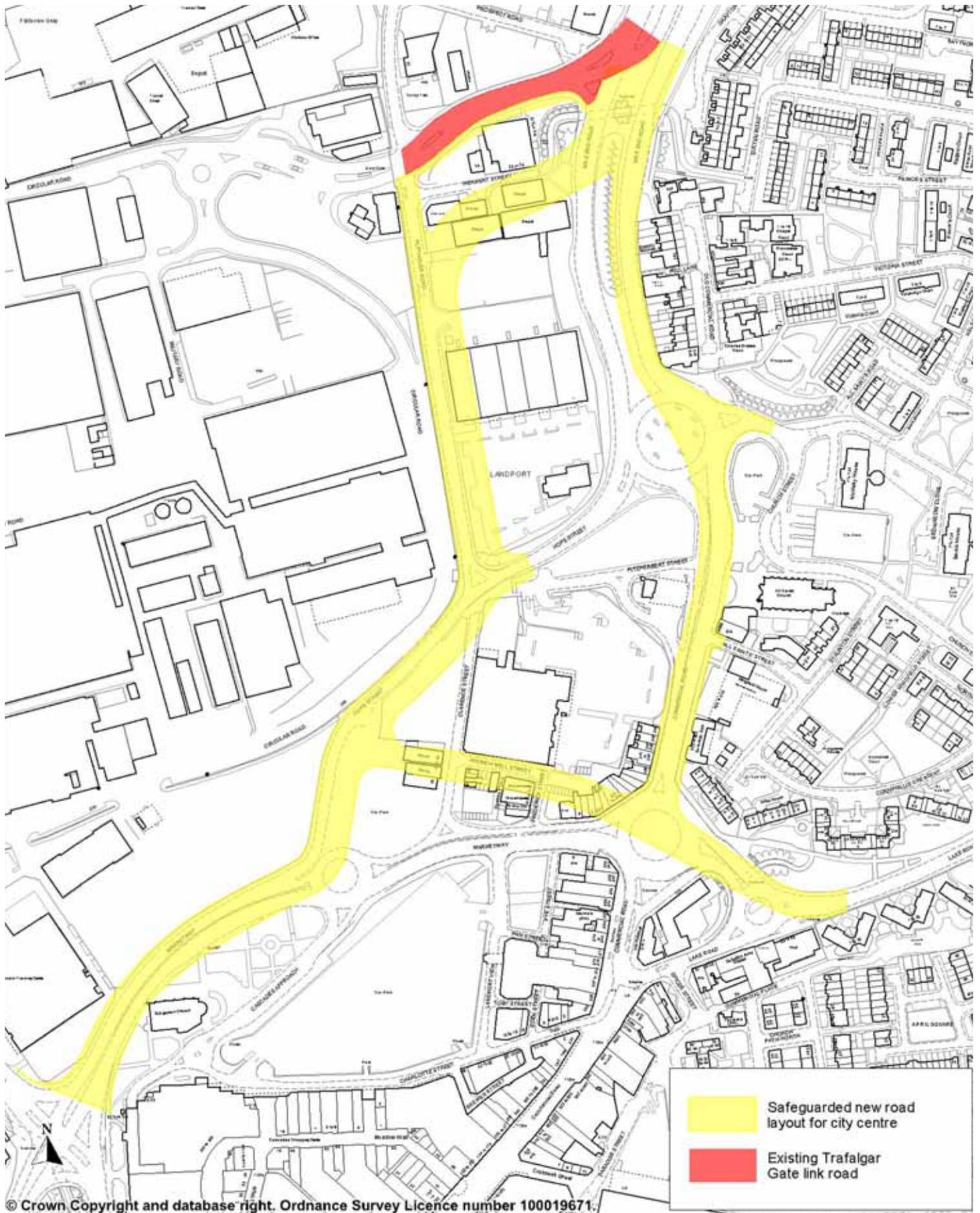
The Portsmouth Plan approach to the city centre

- 3.67 Portsmouth's city centre stretches from Victory Retail Park in the northeast to Gunwharf Quays in the southwest. The city centre is the most accessible location in Portsmouth providing easy links to other parts of the city as well as surrounding areas and so represents the most sustainable place to develop not only new commercial facilities and town centre uses but also a large number of new homes.
- 3.68 In recent years Portsmouth city centre has declined as a retail centre and its competitiveness, compared to rival centres, has weakened. For a city centre serving a large urban area and a wider hinterland there is a shortage of non-bulky comparison retail floorspace. This results in spending which should take place in Portsmouth being lost to rival centres, particularly Southampton. The 2009 shopping study update shows a need for a further 47,000m² of comparison floorspace in the Commercial Road shopping area up to 2026³. This improvement in the breadth and depth of the retail offer would make the city centre more attractive to shoppers and enable it to better meet their expectations in what has become an increasingly competitive retail marketplace. Furthermore, given the lack of development of retail floorspace in the recent past and the consequent slipping of Portsmouth City Centre in the national retail rankings, the shopping study update shows that there should be no further loss of retail units to non-retail functions.
- 3.69 The Employment Land Review recognises the increased role that the city centre should take in Portsmouth's economic development. The study identified Station Square and Station Street as being able to accommodate at least 10,350m² of new office floorspace to enable it to become a business hub, taking account of the excellent accessibility in the area. This increase in office floorspace will also encourage growth in the demand for hotel rooms in the city centre. The Hampshire Hotel Trends survey has shown that Portsmouth's hotels achieve very good room occupancy rates and some hotels, across the 4 star, 3 star and budget sectors, are turning away business. The Portsmouth Hotel Futures report has shown that there is a need for 12 - 15 new hotels in Portsmouth. Part of this need could be met through a 4 star hotel of 200 or more bedrooms with extensive conference and exhibition facilities, located in the city centre. This would increase the amount of visitors, particularly mid-week, and provide much needed accommodation for business visitors.
- 3.70 National policy recognises that a high quality environment is essential if centres are to remain competitive. For this reason, excellent architectural and urban design will always be required from development proposals across the city centre to encourage people to spend time here.

³ This figure is now 50,000m² taking into account recent gains and losses in the retail sector (April 2010)



Map 8 - The city centre and its localities



Map 9 - The proposed highway layout north of Market Way

- 3.71 The highway network in the city centre currently creates a very poor quality environment. It is not ideal for any road user, creates barriers which make it difficult to access several parts of the centre and, with the level of development anticipated along the western corridor, would lead to a great deal of congestion. The plan's package of transport measures proposes reconfiguring the highway network in the north of the city centre to address these issues. A preliminary design for the new layout is shown on map 9. This offers an ideal opportunity to improve the area for all road users, but particularly to increase public transport priority and create routes which will bring pedestrians, cyclists and bus passengers into the heart of the shopping area. It will also improve the connectivity of the city centre, allowing easy access to the whole centre and thus opening up a number of sites for development. Finally it will create a high quality, pleasant and safe environment which will increase its appeal to shoppers and investors and so increase the competitiveness of the city centre.
- 3.72 Overall, the city centre is made up of nine distinct localities (see map 8), all of which will continue to evolve in different ways in the future. For this reason, there are separate proposals for each locality, which individual planning applications will contribute towards.

PCS4 Portsmouth city centre

A more prominent and welcoming city centre will be created with clearer localities performing a variety of city centre functions.

Design and urban design

The buildings in the city centre will be the architecture that defines the city and should be of exceptional quality. Collectively they should create a city centre of which Portsmouth can be proud. The city centre is the ideal place for extraordinary designs for ordinary buildings such as offices and housing as well as key landmarks such as new shopping facilities and public art. In addition, the public realm and landscaping of new developments should also be of an exceptional quality.

The city centre's retail economy

Substantial new non-bulky comparison retail development will be directed to the city centre. Over the plan period, at least 50,000m² net of retail development is needed to increase the attractiveness of the city centre as a retail destination. The majority of this need will be met at the northern section of the Commercial Road shopping area. Any proposed development of shopping (A1) floorspace over 280m² net within the city centre but outside of the Commercial Road shopping area will need to demonstrate that there would be no detrimental impact to the Commercial Road shopping area. Proposals will be assessed against the following impacts:

- the impact of the proposal on the vitality and viability of the Commercial Road shopping area as a retail destination, including the range of non-bulky comparison retail provision available and the impact on the proposed development at the northern section of the locality
- whether the development would be of an appropriate scale, given the proposals for each locality (see below).

The city centre's office economy

As set out in policy PCS11, the city centre is one of the city's key employment areas, particularly for the office economy, and this role will be expanded in the future. As a result, proposals that

would result in a loss of office floorspace in the city centre will only be supported where developers are able to demonstrate that:

- The site has been marketed for B1a office use, at a reasonable price and for a reasonable period, and no viable occupiers have expressed an interest in taking up the accommodation either as a single or multiple occupier so it has been concluded that the site is inherently unsuitable for continued employment use; or
- The redevelopment would make a positive contribution to the vitality and viability of the city centre and create equivalent employment opportunities.

Other town centre uses

The city centre is key to Portsmouth's leisure market and any new commercial leisure facilities should be located in the areas most accessible to public transport.

The increase in office supply in the city centre will create the need for supporting uses, particularly hotels. There is a need for an additional 12 to 15 hotels in the city whilst a hotel with extensive conference and exhibition facilities would also be encouraged. Given the accessibility and the anticipated growth in the office market together with its proximity to the continental ferry port and the city's evening economy offer, the city centre is the ideal place for new hotel developments.

There is also a need for an additional 9,500m² of food and drink (A3, A4 and A5) development in the city centre. This should be provided throughout the city centre, subject to any restrictions in individual localities (see below).

New city centre homes

Given the high level of accessibility by public transport, the city centre is ideally suited to provide a substantial number of new homes during the plan period. The city centre as a whole is expected to provide 1,600 new homes.

Creating places

The city centre consists of nine localities. Each one has its own specific character and function within the larger role of the city centre. Whilst the city council encourages mixed use developments on the city centre's larger sites, some town centre uses will be suitable throughout the city centre whilst others will be directed to specific localities to support the role of that particular place. Connectivity between the areas will be improved so that people are encouraged to walk between areas.

The table below serves to indicate the main characteristics of each locality and which uses are specifically encouraged there. The table should not be taken as an exclusive list of permissible uses, as other town centre uses not listed may also be acceptable. However, proposals for town centre uses in a locality where they are not specifically encouraged in the table will have to be justified. A justification should be part of the design and access statement and must set out how the proposal helps to support the specific character of that part of the city centre and assess the impact on those localities where the use is encouraged.

This is with the exception of residential uses at first floor and above and town centre uses up to 280m² net floorspace as these are considered appropriate across the whole centre.

<p>The Commercial Road shopping area</p>	<p>This area contains the main retail streets of Commercial Road, Arundel Street and Edinburgh Road together with the newly refurbished Cascades Centre. However the northern section of this area, including the site of the former Tricron Centre, is in need of regeneration. Additionally, the poor layout of the road network, which spans this locality and North of Market Way (see below), creates problems of pedestrian connectivity and vehicular capacity.</p> <p>The comprehensive development of the northern Commercial Road shopping area will substantially increase the city centre’s retail floorspace, enhance the quality of the urban design and elevate this area to become the main shopping destination for Portsmouth and the wider south east Hampshire area. A City Centre Masterplan SPD will be produced to guide the development of both the Commercial Road shopping area and North of Market Way. This will ensure that individual schemes all follow a shared vision for the comprehensive development of this part of the city centre.</p> <p>A city centre improvements scheme will also be initiated by the city council to improve the quality of the pedestrian experience and ensure that new development seamlessly connects to the existing retail areas. Commercial Road South and Edinburgh Road will be pedestrianised creating a new space for the city centre’s market. At the northern edge of the Commercial Road shopping area, the highway network will be reconfigured as part of the development proposals for the ‘north of Market Way’ locality.</p> <p>To ensure that the Commercial Road shopping area retains its principle function as a shopping destination, at least 75% of the frontage in this locality must remain in use as shops (A1).</p>
<p>North of Market Way</p>	<p>This area, located between the Commercial Road shopping area and the city’s commercial port contains Victory Retail Park, a Sainsbury’s superstore and a variety of units currently used for employment purposes. A substantial area of the land also contains poorly laid out highway infrastructure linking the Commercial Road shopping area to the strategic road network and the rest of the city.</p> <p>Re-alignment of the highway network (as depicted on Map 9) will improve the area for all road users but particularly for pedestrians, cyclists and bus passengers. It will also improve connectivity and will open up sites for further development. Any sites which come forward should be used for retail, leisure, hotel or office development, whilst also including public transport improvements and a high quality public realm.</p>
<p>Station Square and Station</p>	<p>Station Square will become the business hub of Portsmouth with a substantial increase in office floorspace. Hotels will also be suitable in</p>

Street

this locality in order to exploit its particularly high accessibility, being adjacent to Portsmouth & Southsea railway station and the proposed transport interchange at Station Street south. Whilst residential development would also be suitable, the main development in this locality should be for offices.

For further details on the scale and use of individual development sites, please refer to the Station Square and Station Street SPD and the city centre masterplan once produced.

Guildhall Area

This area contains Portsmouth's Guildhall, its central library and a variety of civic buildings including the Portsmouth Central Police Station, the Law Courts and the council's offices. The city council is reviewing its occupation of the Civic Offices and the role of the Guildhall along with its overall accommodation needs in collaboration with the locality's other civic functions. Furthermore, a number of the other buildings in the locality are nearing the end of their useful lives.

In the future, development to the south east of the Guildhall Square could create an area which becomes the heart of the city's civic and cultural life. The overall development here should be comprehensive in scale and comprise a mix of uses. These should include civic and cultural functions whilst offices, hotels, housing and purpose built student accommodation could all add to the vibrancy of the area. New development should be designed around a new Guildhall Square, which enhances the setting of the Guildhall and respects its listed frontage. Proposals that adjoin Victoria Park should exploit their location, ensuring that development relates well to the park and does not reduce people's ability to easily access the park.

The future City Centre Masterplan SPD will guide the comprehensive development of the Guildhall area and identify the most appropriate urban design solution for the new square as well as the scale and mix of uses.

Guildhall Walk, which lies adjacent to Guildhall Square, will increasingly provide for the early evening economy and the refurbished New Theatre Royal, together with the Guildhall, will enhance the city centre's cultural offer. In order to ensure that the street thrives as an early evening destination and to reduce the likelihood of crime, planning permission for drinking establishments (A4), takeaways (A5) and nightclubs (sui generis) will not be granted if more than 50% of the total frontage of Guildhall Walk and King Henry I Street (up to the boundary with The University Quarter) would consist of these uses. Any development here should ensure that sufficient measures are put in place to limit noise, pollution and anti-social behaviour in order to protect and preserve the amenity of those who live close by.

The University Quarter	<p>Higher Education facilities have increasingly clustered in this area of the city centre in recent years and ongoing development at the Lion Terrace Campus will continue this trend. The design of new development and the spaces which connect them should create an environment which stimulates the mind.</p> <p>As well as educational facilities, developments intended to support and complement the university will also be acceptable. The design of new development should include public art and other measures which provoke thought and imagination.</p>
Portsea	<p>The area's residential role will be preserved, as it is important that the main retail destinations of the city centre are maintained as separate, yet linked, destinations. Small scale town centre uses, particularly convenience shopping to serve the community, will be encouraged along Queen Street. This will help to create an active pedestrian link from the western areas of the city centre to the eastern areas as well as serving the day to day needs of those who live in Portsea.</p>
The Historic Dockyard	<p>The publicly accessible section of the Historic Dockyard contains some of the most striking examples of the city's naval heritage and is a popular visitor attraction. Facilities which respect the historic value of the area and help to showcase the ships and buildings located here will be encouraged.</p> <p>Land to the east and west of the publicly accessible area could potentially become surplus to the requirements of the Ministry of Defence over the lifetime of the Portsmouth Plan. A mix of residential and town centre uses would be encouraged here.</p> <p>In the event that the development of this area is pursued, an SPD will be produced, including a masterplan for the area. This will address the type of uses, the scale of development, access, the conservation of the wealth of heritage assets in the area and the security concerns which any potential development would have to consider.</p>
The Hard	<p>The Hard will be shaped into a vibrant waterfront destination, building on its function as a key city gateway and its reputation as a unique area of historic character and charm. A new passenger interchange facility together with places to live, to work, to stay, to eat and to relax will enhance the experience of visitors and residents alike. The creation of a distinctive public realm will help to revitalise and transform the area.</p> <p>For further details on the scale and use of individual development sites, please refer to The Hard SPD.</p>
Gunwharf Quays	<p>Developments which enhance the role of Gunwharf Quays as a leisure destination will be encouraged. Shopping developments, particularly of a factory outlet nature, as well as restaurants, late night entertainment and leisure facilities will be supported in this accessible location.</p>

Implementation, delivery and monitoring

- 3.73 The council will aim to direct development to the most appropriate city centre locality to consolidate its existing character and prevent a long drawn out string of retail uses being created from Victory Retail Park to Gunwharf Quays which would only serve to weaken the city centre. Applicants should demonstrate, in design and access statements, how their proposal helps to create the kind of place envisaged in the policy, particularly if the type of development is not specifically encouraged in that locality. More clarity on policy proposals which aim to balance the mix of uses in the city centre and the city's other designated town centres will also be provided through an SPD on town centres. The definition of frontage which will be used when implementing this policy can be found in the Portsmouth Plan's glossary.
- 3.74 SPD's have been produced for two areas of the city centre - Station Square & Station Street and The Hard which identify potential development sites, appropriate uses, design solutions and infrastructure that would be needed together with how the sites could be delivered.
- 3.75 An SPD (City Centre Masterplan) is currently being prepared for the city centre, this will be split into two sections one covering the east of the centre (localities 1-4) and the other the west of the centre (localities 5 - 9). This will set out potential development sites, design solutions and infrastructure that would be needed, together with proposals for improving the linkages between areas so that people are encouraged to walk between the different areas of the city centre.
- 3.76 To bring forward development on sites identified throughout the whole city centre the council will work with private developers and will promote the sites through its regeneration strategy and portfolio of sites.
- 3.77 A planning permission exists to redevelop the northern part of the city centre but this is no longer being progressed. The council is working with its development partner (Centros) to prepare and implement a revised scheme in order to deliver the comprehensive redevelopment of the northern Commercial Road shopping area. The use of compulsory purchase orders may be necessary to enable comprehensive regeneration and development to take place.
- 3.78 Given the substantial quantum of development which is expected in the city centre, new and improved infrastructure provision will be necessary including the two transport interchanges and highway realignment at North of Market Way (policy PCS17 safeguards the route for the road realignment). The road realignment will be progressed as part of the redevelopment of the primary area and the council is investigating the possibility of funding from TIF or the Regional Growth Fund.
- 3.79 At the Hard, the existing interchange is in need of upgrading alongside wider public realm improvements. The cost for these works is estimated at £3m, but a detailed feasibility study is planned for 2010/11. The city council will lead on the implementation of the scheme. Possible funding sources include LTP3 and contributions from developers via CIL, Network Rail and the Gosport Ferry.
- 3.80 The city centre is a complex policy to implement, and the city council has set out how it will deal with any risks to delivery in the section on "Planning for Uncertainty" (paragraphs 2.36 - 2.37).

monitoring framework for PCS4 Portsmouth city centre

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ Provision of 50,000m² new retail floorspace, new office floorspace, new and improved cultural facilities and other town centre uses ▪ Improving the competitiveness of the city centre 	<ul style="list-style-type: none"> ▪ Amount of new shopping (A1) floorspace provided in the Commercial Road shopping area ▪ Amount of new employment floorspace provided in the city centre ▪ Percentage of A1, A3-A5 and vacant frontage in the Commercial Road shopping area ▪ Visitor footfall to the city centre ▪ Amount of hotel (C1) development in the city centre ▪ Amount of food and drink (A3, A4 and A5) development in the city centre ▪ Progress on public realm improvement projects ▪ Quantitative and qualitative assessment of development in each locality ▪ Retail ranking of the city centre ▪ Progress towards delivery of key sites identified in SPDs ▪ Funding for the road

where else to look

- PPS4 Planning for Sustainable Economic Growth 2009 www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement4
- Station Square and Station SPD - 2007 www.portsmouth.gov.uk/living/12157.html
- The Hard SPD - 2010 www.portsmouth.gov.uk/living/16251.html
- SHLAA - 2009 and 2010 update www.portsmouth.gov.uk/living/10789.html
- Portsmouth Shopping Update - 2009 www.portsmouth.gov.uk/living/16972.html
- Portsmouth Hotel Futures - 2007 www.portsmouth.gov.uk/living/12392.html
- Employment Land Review - 2009

Lakeside Business Park

3.81 Lakeside Business Park forms part of an existing office campus which is dominated by IBM office headquarters with the remainder used as high quality flexible office space to let. The Council's aim is for the site (as outlined map 10) is for it to be developed as a prestigious office campus providing an attractive area for businesses to locate in Portsmouth, as well as increasing local employment opportunities.

The Portsmouth Plan approach to Lakeside Business Park

3.82 The development of Lakeside Business Park (see Map 10) will provide approximately 69,000m² of office floorspace together with improved access.

3.83 This site is key to delivering Portsmouth's aspirations to increase employment opportunities in the city. A study⁴ carried out by PUSH demonstrated that an additional 185,000m² of office floorspace was needed in the city between 2006-2027. This proposal will provide just under 40% of that requirement.

3.84 Through development of this site access to and within the site would be improved, alongside highway improvements. Currently there is no bus service along Western Road and the environment is poor for cycling and walking as the site is isolated and surrounded by busy roads (M275 / A27). There are also highway capacity issues with the A27 around Portsbridge Roundabout. Development will need to address these issues.

3.85 The site falls within flood zone 2 and the low to medium hazard area therefore any development will need to reduce flood risk and ensure that the site is safe. There are also drainage capacity issues associated with the site and any development would need to improve the capacity through sustainable drainage systems and new or improved sewers.

PCS5 Lakeside business park

Lakeside Business Park is allocated as an office campus providing 69,000m² of B1a office floorspace.

Any development must provide:

- Highway and access improvements;
- Pedestrian and cycle facilities;
- Links to Cosham centre and train station;
- Flood mitigation measures;
- Sewage infrastructure;
- Sustainable drainage systems; and
- Land remediation measures.

⁴ PUSH Employment Apportionment Paper

Implementation, Delivery and Monitoring

- 3.86 The site benefits from planning permission for 69,030m² gross floorspace for offices and other ancillary facilities. The development is proposed to be completed in three phases over a 15 year period.
- 3.87 It is more than likely that the site will be delivered through the implementation of the planning permission and a series of reserved matters. The council will work closely with the developer to bring the site forward.
- 3.88 The infrastructure delivery plan sets out in more detail the highway improvements that are needed which include:
- Eastern and western accesses off Western Road;
 - Improvements to cycleway on Western Road and carriageway crossing;
 - Improvements and signalisation of Portsbridge and North Harbour roundabouts; and
 - Improvements to the Marriott junction.
- 3.89 All of these are set out in a section 278 agreement and will be provided prior to the development being operational.

monitoring framework for PCS5 Lakeside business park

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To provide a new office campus 	<ul style="list-style-type: none"> ▪ Progress towards development at Lakeside (assess against timescales set out in planning application) ▪ Amount of new employment floorspace delivered at Lakeside Business Park (69,000m² by 2027)

where else to look

- ELR - 2009
- Outline planning permission for Lakeside Business Park - 08/02342/OUT

Somerstown and North Southsea

- 3.90 Somerstown & North Southsea is largely a local authority housing area, located close to the city centre, characterised by a large number of high and low rise flats built after the area suffered bomb damage during the Second World War. The area has higher than average levels of deprivation, crime and unemployment. The area is in need of regeneration to address these issues.

The Portsmouth Plan approach to Somerstown and North Southsea

- 3.91 An Area Action Plan (AAP) is being drawn up to guide and co-ordinate the regeneration of Somerstown & North Southsea. The residents living in the area have been heavily involved in shaping the future of the area and have come up with the following vision:

“To create a sustainable urban community. It will improve the quality of life, foster local pride and act as a springboard for social and economic regeneration. This will be achieved by creating a safe, active and attractive environment with a new community heart.”

(Somerstown and North Southsea Regeneration Project Board and Regeneration Participation Group - 2006).

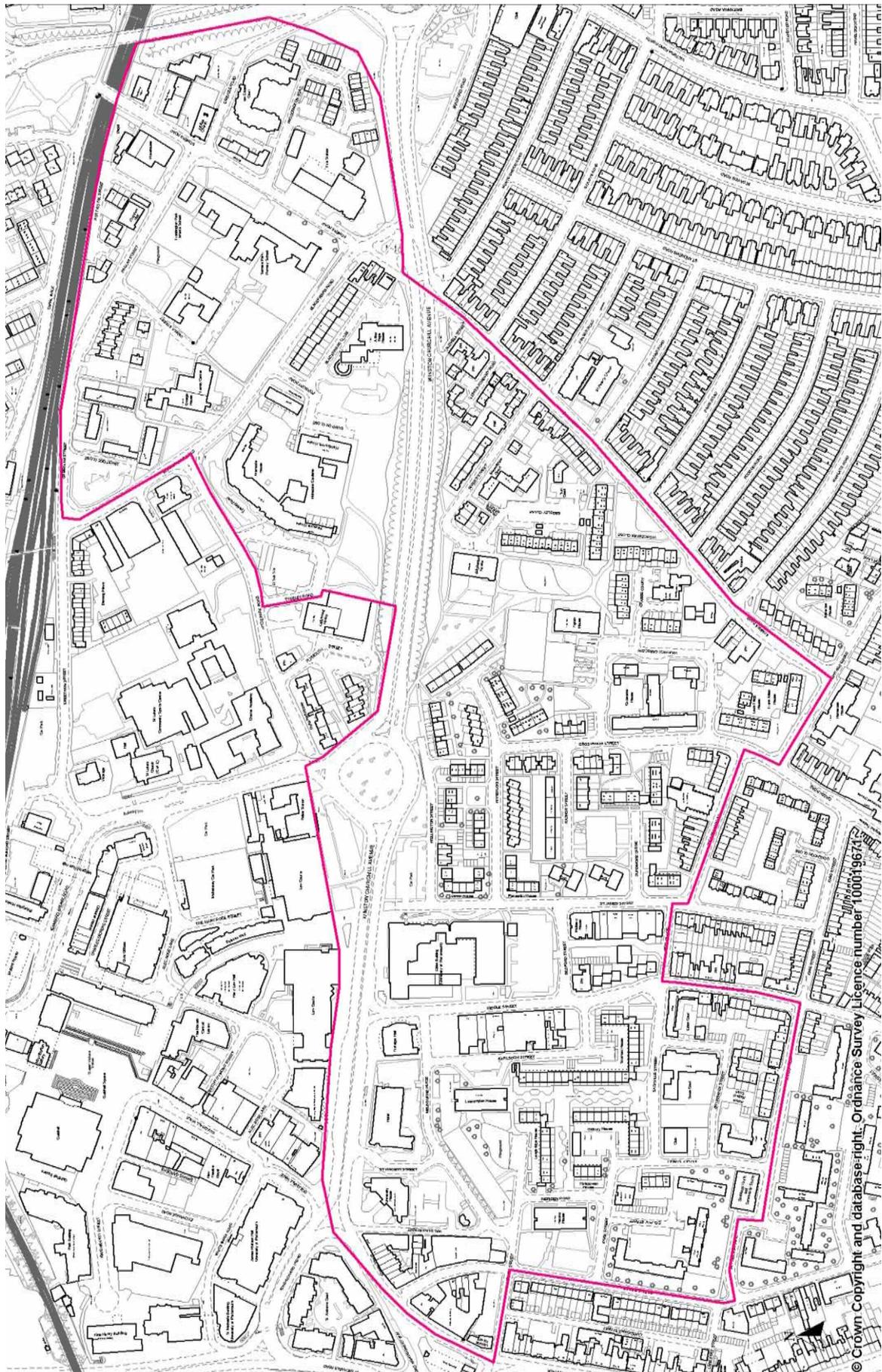
- 3.92 The regeneration of Somerstown & North Southsea will contribute to the city’s strategy through the provision of at least 539 homes in a sustainable location close to the city centre.

PCS6 Somerstown and North Southsea

The council’s aim is to regenerate the area creating a safer, better quality environment with more housing and necessary facilities for the residents. This will be achieved by:

- Creating clear routes through the area with better overlooked streets and spaces;
- Redeveloping existing housing stock and providing a minimum of 539 additional dwellings;
- Providing a community hub including health, community & youth facilities;
- Creating new useable open spaces and play areas and improving existing spaces;
- Retaining and consolidating employment uses in the area; and
- Developing improved and safer cycle and pedestrian routes through the area.

The comprehensive redevelopment of Somerstown & North Southsea will be led by an area action plan or any other appropriate LDF document.



Map 11 - Somerstown and North Southsea

Implementation, delivery and monitoring

3.93 An AAP has been produced for Somerstown & North Southsea, which is currently at examination stage. The submission AAP sets out in more detail the actual level and location of development and how that development would be delivered. The delivery of the regeneration scheme relied largely upon PFI funding which has now been withdrawn. The council is working to identify other sources of funding in order to progress this proposal and aims to have a viable solution by June 2011. Other sources of funding being investigated include:

- Disposal of existing assets in Somerstown & North Southsea
- Proposed HRA reform to build houses
- Interest private developers to invest in the scheme
- Other government / EU funding
- Private equity / institutional funding

monitoring framework for PCS6 Somerstown and North Southsea

Policy Outcomes	Key Indicators
<ul style="list-style-type: none">▪ To regenerate the area to include refurbishment and redevelopment of housing, community facilities, open space, employment and public transport links	<ul style="list-style-type: none">▪ Adoption of the area action plan▪ Funding sources identified and secured▪ Amount of housing delivered (539 up to 2027)▪ Provision of a new community hub

where else to look

- Somerstown & North Southsea Area Action Plan - submission 2010
www.portsmouth.gov.uk/living/15057.html
- SHLAA - 2009 & 2010 update www.portsmouth.gov.uk/living/10789.html

Fratton Park & the south side of Rodney Road

- 3.94 Fratton Park, the home of Portsmouth Football Club, is located close to Fratton Railway Station and district centre and is surrounded by existing employment and residential areas (see map 12).
- 3.95 Fratton Park itself is a 20,688 capacity all seater football stadium, with land immediately to the west currently used as a surface level car park. Rodney Road is immediately north of Fratton Park and comprises a mixture of commercial premises.
- 3.96 There has been a long and varied history to the redevelopment of Fratton Park and the surrounding land. The football club has explored numerous options to increase the capacity of the stadium, including the possibility of relocating to another part of the city.
- 3.97 The council believes the accessibility (in terms of the proximity to Fratton Railway Station with frequent train services to a variety of destinations, good bus routes and the number of residential units within walking and cycling distance) of Fratton Park means that it remains the most sustainable location for a football stadium.

The Portsmouth Plan approach to Fratton Park & the south side of Rodney Road

- 3.98 Fratton Park will be safeguarded for use as a football stadium with the possibility for an improved or new stadium. An enhanced stadium at Fratton Park could act as a trigger for the regeneration of the surrounding commercial areas. However, development opportunities of the surrounding land should not prejudice the aspiration of an improved and enlarged football stadium. It will be necessary to consider the benefits of any supporting development comprising entertainment, retail and leisure uses, against the impact on nearby designated centres.

Development Requirements

- 3.99 Access to the Fratton Railway Station will need to be improved to accommodate the large numbers of people attending events at the enlarged stadium. Any application will have to be accompanied by a Green Travel Plan and demonstrate that the highway network could accommodate the development. Previous planning permissions granted to redevelop Fratton Park have demonstrated that a 35,000 capacity stadium is possible in this location provided green travel measures are put in place.



Map 12 - Fratton Park & the south side of Rodney Road

PCS7 Fratton Park & the south side of Rodney Road

Fratton Park and the surrounding land (including the south side of Rodney Road) is allocated for a new or improved football stadium with enhanced facilities. Any proposal should include:

- A new football stadium with a capacity up to 35,000; and
- The provision of at least 12,000m² of B1 and/or B2 employment space.

Any development will have to be designed to be cycle and pedestrian friendly and will have to ensure improved links to and capacity at Fratton Railway Station.

Development may need to be phased in order to ensure the provision of necessary infrastructure, including access improvements.

The city council's preference is for comprehensive redevelopment, however, if individual sites were to come forward separately then any planning application would have to clearly demonstrate (including an indicative masterplan) how it would help to facilitate and not prejudice the ability of Portsmouth Football Club to provide a new/improved stadium and would ensure the co-ordinated development of the area.

Implementation, delivery and monitoring

- 3.100 This policy will be implemented through development management decisions and infrastructure will be provided as part of the development. The council is also prepared to use compulsory purchase powers if necessary, in circumstances where the promoter of the development has secured adequate funding to support the compulsory purchase.
- 3.101 Previous permissions have demonstrated that it is feasible to accommodate a 35,000 seater stadium through a reconfiguration of the site provided that transport infrastructure of improvements at the railway station, improved links to the station and a green travel plan in place.
- 3.102 The council will work with the football club to achieve a solution to the ongoing aspirations of the club for an improved stadium.

monitoring framework for PCS7 Fratton Park & the south side of Rodney Road

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To ensure a site is maintained in the city for redeveloping the home of Portsmouth Football Club and providing new facilities ▪ Regeneration of Fratton Park & the south side of Rodney Road 	<ul style="list-style-type: none"> ▪ Progress towards delivery of the site (information on funding for the stadium, provision of employment space, transport improvements and progress of any planning applications).

where else to look

- Planning permission for the redevelopment of Fratton Park & Pompey Village - A*38655/AA

Southsea Town Centre

- 3.103 Southsea town centre attracts people from beyond the city's boundaries, as well as serving the local population. The centre is an attraction for visitors and tourists and is seen as a specialist area providing boutiques and restaurants as well as regular and one off events such as markets and a number of festivals throughout the year. Southsea, along with the Commercial Road area and Gunwharf Quays collectively form Portsmouth's three centre strategy of distinct, complementary retail destinations.

The Portsmouth Plan approach to Southsea town centre

- 3.104 The Southsea Town Centre Area Action Plan (AAP) was adopted in 2007 "to create a safe, thriving and attractive town centre where people want to come to visit, shop, live and work. To create a town centre that has a unique character and lively atmosphere". The aim of the AAP is to build on the existing strengths of Southsea - the plethora of independent shops, the heritage of 'Owen's Southsea' and the centre's proximity to the seafront and other visitor attractions. The strategy for Southsea is not to propose any large-scale development but to retain the centre's existing character, sustain its vitality and viability and ensure that people continue to visit.

Southsea town centre

Specific policies for Southsea town centre can be found in the adopted Southsea Town Centre Area Action Plan.

where else to look

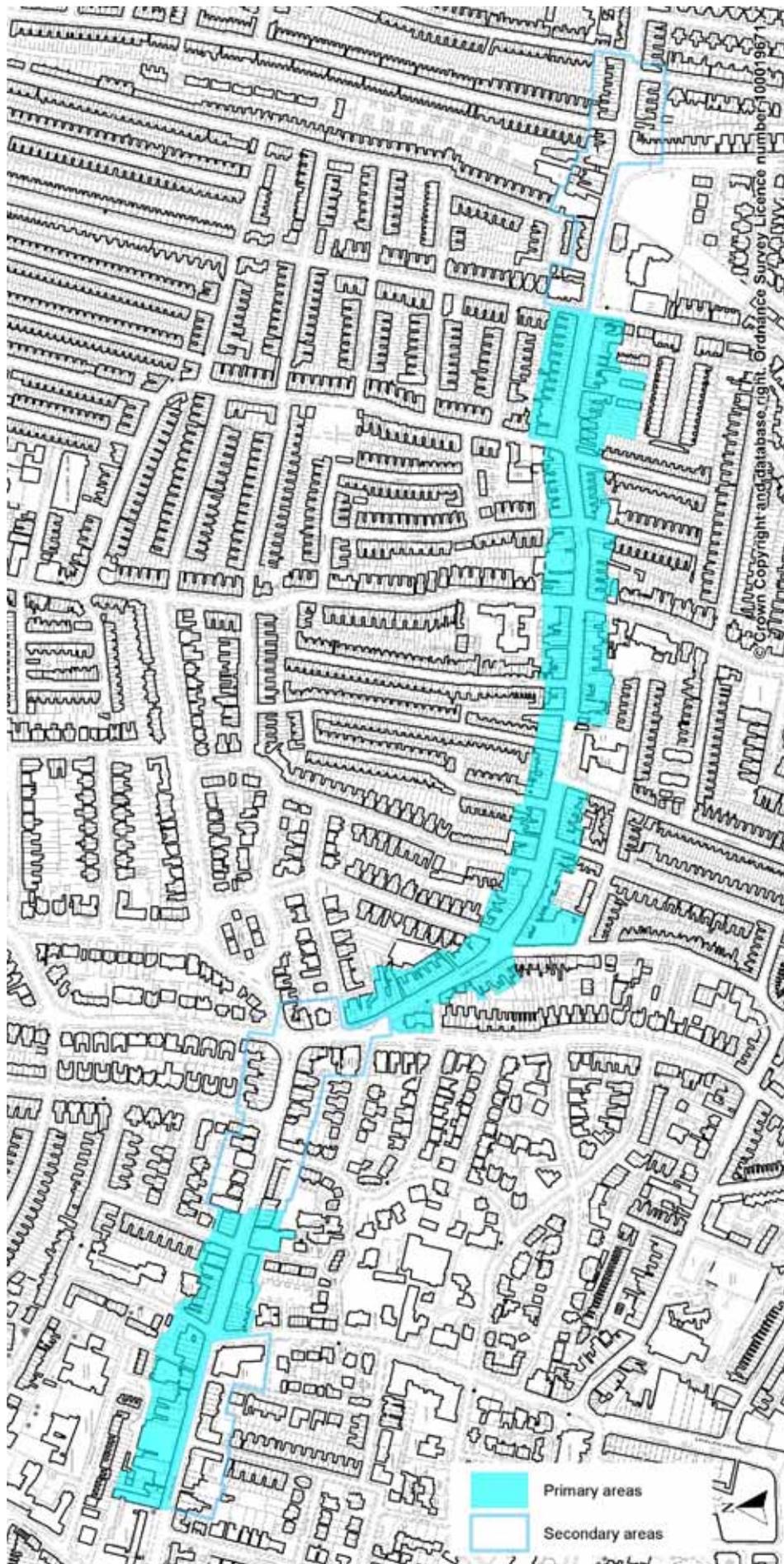
- Southsea Town Centre Area Action Plan - 2007 www.portsmouth.gov.uk/living/10605.html

District centres

- 3.105 Portsmouth's district centre network is comprised of Albert Road & Elm Grove, Cosham, Fratton and North End. District centres do not replace the need for trips to higher order centres once in a while but generally are the first port of call for the residents in the surrounding areas. However, unlike local centres or small parades of shops, these centres generally also have a draw beyond the surrounding residential areas.
- 3.106 The role of the district centres is to provide nearby residents with the opportunity to shop locally for day to day items such as food and household products as well as more specialist items such as clothing, gifts or furniture. They also provide services such as post offices, banks, offices and cafés.

The Portsmouth Plan approach to district centres

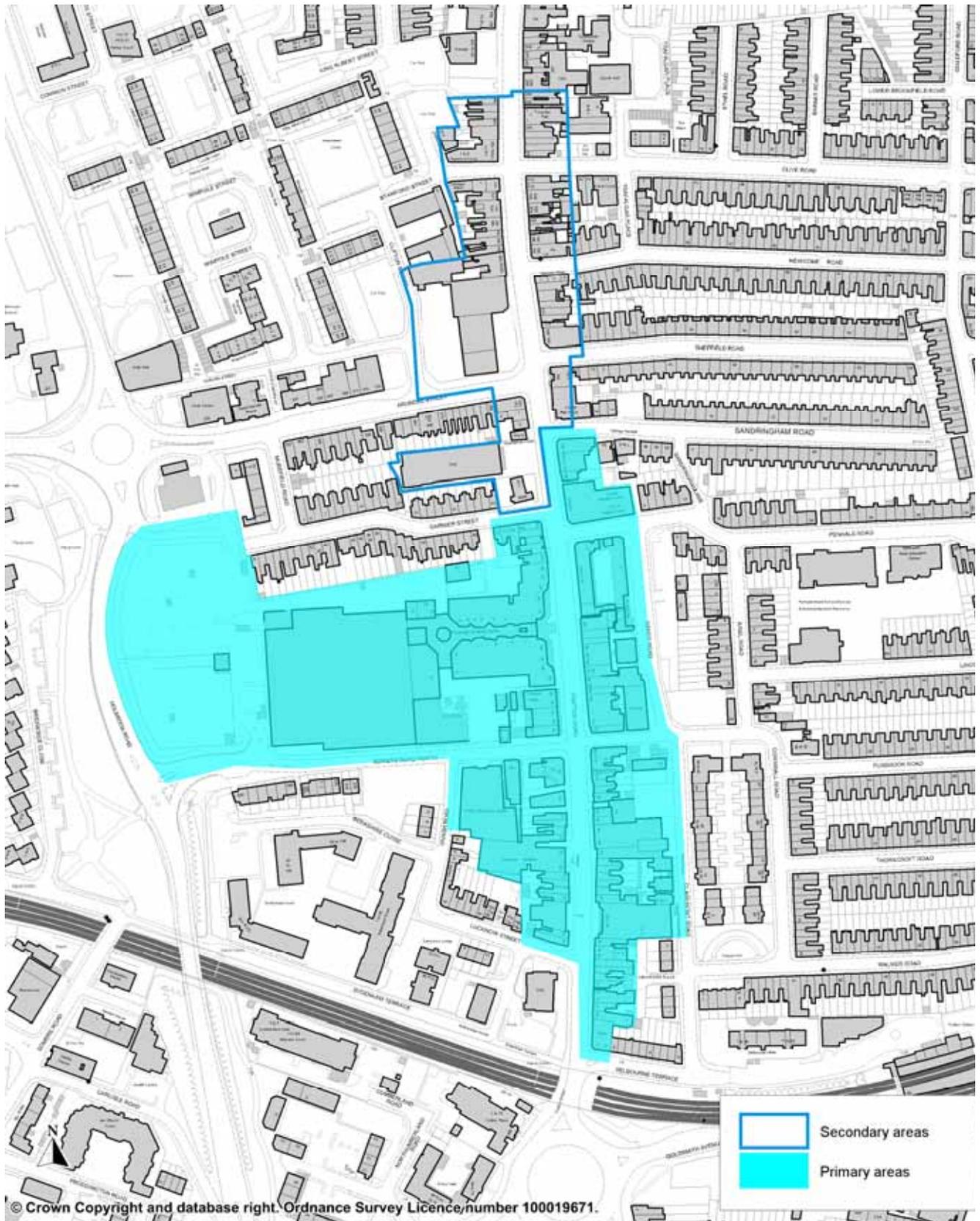
- 3.107 The Portsmouth Shopping Study Update shows that there is no need for additional comparison goods floorspace in the district centres to 2026. Although the strategy needs to give the centres the flexibility to change and evolve with the market, it is crucial that a healthy number of units remain as shops so that the centres can continue to provide their primary function as shopping destinations. There is a need, particularly given the elongated nature of the centres, to support the concentration of shopping into the core areas of the centres and to protect the retail function of these areas. However, outside of the core sections of the centres, there should be diversity in the uses present to ensure their long term vitality and viability. For this reason each centre has primary frontages, where an appropriate level of shops should be maintained, as well as secondary frontages which offer more flexibility. The overall mix of uses should create an interesting and unique experience in each centre and sustain its good health.
- 3.108 The secondary frontages of the centres have a role to play in providing the centre with flexibility as they contain units suitable for all town centre uses. Specifically, the centres contain a number of offices and other employment facilities with particular concentrations around Northern Road in Cosham and Kingston Crescent in North End. A loss of employment sites will generally be resisted in the district centres as they make a substantial contribution to the vitality and viability of the centre. However, offices are not the only use capable of generating employment and there may be circumstances where alternative types of job-creating development may be a more suitable use for a site.



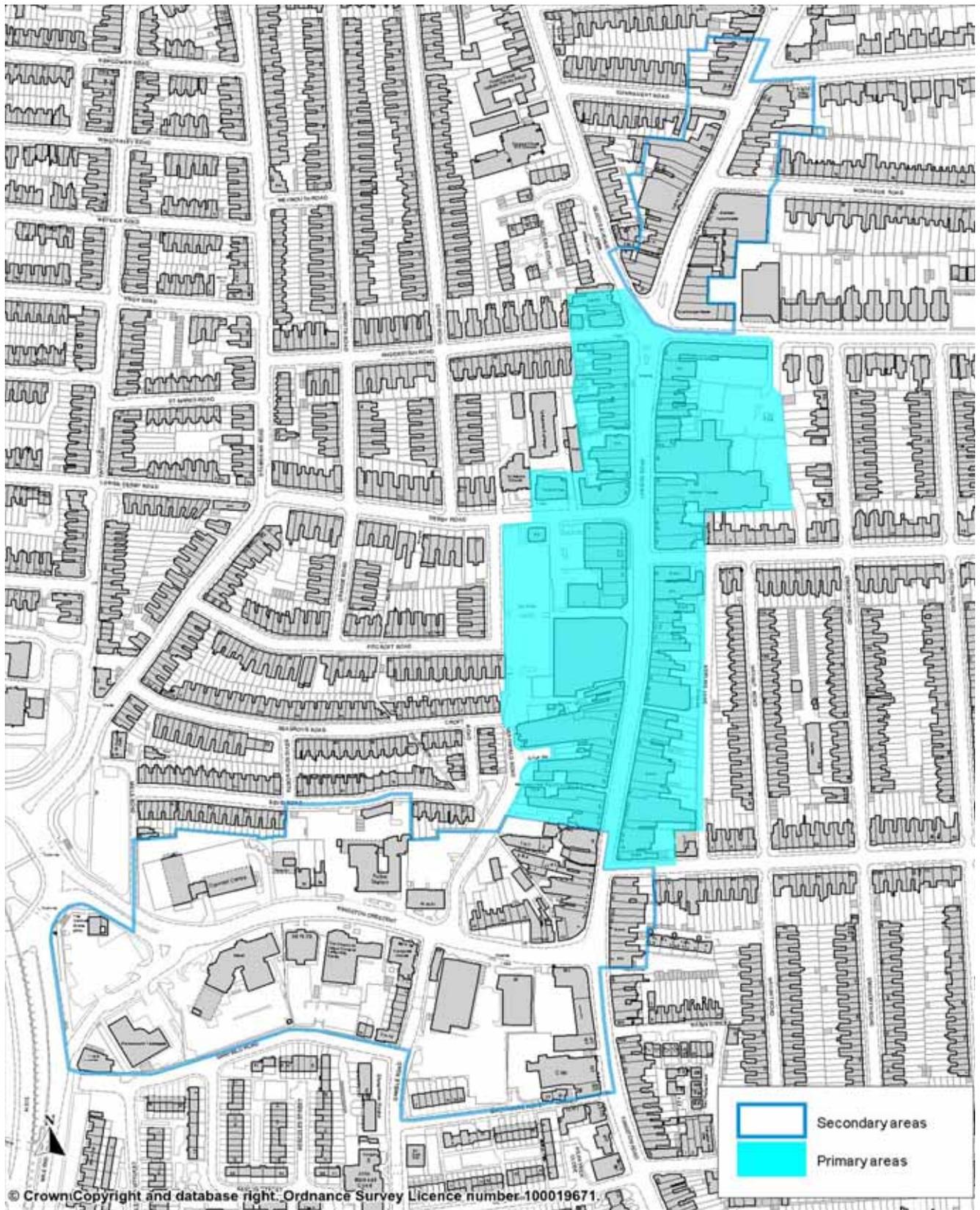
Map 13 - Albert Road & Elm Grove district centre



Map 14 - Cosham district centre



Map 15 - Fratton district centre



Map 16 - North End district centre

PCS8 district centres

The following areas make up the city's network of district centres:

Albert Road & Elm Grove

Cosham

Fratton

North End

The criteria below apply to proposals in all four centres whilst the table beneath sets out the kind of place each district centre is. Development proposals must comply both with the general and the centre-specific criteria.

The following criteria will apply to development proposals in district centres:

- Shopping (A1) uses will be encouraged throughout all of the district centres;
- Financial and professional services (A2) will be supported subject to the specific proposals below for each district centre. There are very few instances when exceptions will be made to the parts of this policy which manage the balance of uses in centres although flexibility may be given for A1 units to change to A2 uses which are 'retail' in nature and form an established part of the high street;
- leisure (D2) and social/community uses will be supported subject to the specific proposals below for each district centre;
- Proposals for residential (C3) or offices (B1a) will be encouraged on upper floors, but not at ground floor level along the primary frontage;
- Proposals for restaurants (A3), drinking establishments (A4) and hot food takeaways (A5) will be supported, subject to the specific proposals below for each district centre, and provided that:
 - The development would not result in an over-concentration of non-shopping uses in the centre as a whole or in the vicinity of the proposed development; and
 - There is no unacceptable adverse impact on the amenity of adjoining or nearby residents, taking into account the cumulative impact of other similar uses nearby.
- The loss of office (B1a) floorspace at first floor and above will generally be resisted. Proposals that would result in a loss of office floorspace at first floor and above will only be supported where the site is inherently unsuitable for continued employment use or the redevelopment would make a positive contribution to the vitality and viability of the area and create equivalent employment opportunities.

In the secondary areas there are opportunities for town centre uses although residential development will also be supported in principle.

The city council will also work to improve the four centres by:

- Supporting physical improvements that enhance the appearance of the centres as well as the pedestrian experience;
- Encouraging public art, festivals and events that promote the centres and make them interesting and unique places to visit;
- Encouraging independent traders to locate in all four centres; and
- Maintaining and improving accessibility by walking, cycling and public transport.

Albert Road & Elm Grove
(map 13)

Albert Road and Elm Grove are characterised by a variety of specialist, independent shops which make the centre unique. Visitors are drawn to the centre from beyond the city boundaries by its atmosphere and specialist retail offer together with the vibrant evening and night time destinations. The King's Theatre has been successfully restored to its former glory in recent years and puts on a wide array of different productions while there is also a variety of restaurants which are focussed where Albert Road and Elm Grove meet. The eastern end of Albert Road and the western end of Elm Grove serve the day to day needs of nearby residents.

To balance the centre's roles of day to day shopping, specialist shopping and the night time economy, at least 50% of each section of primary frontage must remain in use as shops (A1) whilst no more than 23% of the total frontage of the centre will be in use as restaurants (A3), drinking establishments (A4) and hot food take-aways (A5) at any time.

Anti-social behaviour towards the west of Albert Road is jeopardising the amenity of nearby residents, the character of the area as a specialist shopping destination as well as the safety and welfare of those wishing to enjoy Albert Road in the evenings. Left unchecked, this could detract from the centre's vitality and viability. Consequently no more than 35% of the frontage between Victoria Road South and Waverley Road/Lawrence Road, will be used for restaurants (A3), drinking establishments (A4) and hot food takeaways (A5) at any time.

Cosham
(map 14)

This is a traditional centre with a partly pedestrianised core area dominated by shopping uses. Cosham is highly accessible and serves the surrounding population with a mixture of local independent shops and national retailers. At least 55% of the primary frontage will be protected for shopping (A1) use in order to preserve this role.

The secondary area of the centre contains offices, healthcare and community uses. Whilst there are several sites which could be developed for a variety of uses, including housing, convenience retail and community uses, the area is highly accessible and has good links to the allocated office campus at North Harbour and so offers an ideal location for further office development later in the plan period.

Fratton
(map 15)

Fratton grew up as a centre serving the surrounding neighbourhoods and provides a mix of shops and services. Today its superstore is the main draw to the centre, although Fratton still contains a range of local independent shops.

At least 55% of the primary frontage will be protected for shopping (A1) use. Retail will also be encouraged along the secondary

	frontage however other town centre uses and residential would also be acceptable.
North End (map 16)	<p>North End is a traditional centre serving the surrounding population with a mixture of local independent shops and national retailers. The centre is one section of a long strip of retail areas along a key north-south spine through Portsea Island. At least 65% of the primary frontage will be protected for shopping (A1) use.</p> <p>Kingston Crescent at the southern end of the centre has a cluster of offices and some larger retail units. Development in this area could be for these or other town centre uses, as well as housing. Retailers of bulky goods will also be encouraged to consider sites in this area.</p>

Implementation, delivery and monitoring

- 3.109 The proposals in this policy are intended to consolidate the role of the city's network of district centres and put them on a stable footing to ensure that in the long term they remain successful centres, which serve their neighbourhood and are valued by residents.
- 3.110 The city council will play its part in the long term health of the district centres by investing in environmental improvements wherever possible, including sustainable transport measures. Through its town centre managers, the city council will also support the traders associations which operate in the centres and work with them to organise festivals and events. Such events are part of the cultural life of the city, can help to embed the distinctiveness of the centres and highlight the goods and services which can be found there. The council will also work with the licensing department to ensure that a variety of uses can be provided in centres without an adverse impact on amenity.
- 3.111 Development proposals will also be expected to play their part in the long term health of the centres. Development and changes of use will help to ensure a vibrant mix of uses in the centres and will ensure that a sufficient level of shops are in the centre, particularly along the primary frontage so that the principal role of the centres as shopping destinations will not be impeded.
- 3.112 This policy, together with those for the city centre and local shops and services, contains many proposals which actively guide the mix of uses in the city's various town centres. To further clarify these policies and how they will operate the city council will produce a supplementary planning document on town centres. The definition of frontage which will be used when implementing this policy can be found in the Portsmouth Plan's glossary. The proposals which manage the mix of uses in the centres all use the use classes order as this is the established means by which land use is defined in planning. However, the order can be a blunt instrument with many different types of operations covered by the same use class. There are very few instances when exceptions will be made to the policy, however flexibility may be given to A2 uses which are 'retail' in nature and form an established part of the high street, principally banks and building societies. Evidence will need to be provided with any planning application justifying deviating from the policy which could include footfall surveys, the proportion of the floorspace that is designed to be accessible for customers

and the impact on the overall mix and health of the centre. More explanation is set out in the town centres SPD.

monitoring framework for PCS8 district centres

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To maintain a healthy mix of shopping to non shopping uses in order to provide vibrant and viable town centres ▪ To ensure the amenity of residents within and adjacent to the town centres is maintained 	<ul style="list-style-type: none"> ▪ Total amount of A1 frontage in each town centre ▪ Retail ranking of each centre ▪ Total amount of A3, A4 and A5 frontage within each centre ▪ Total number of vacant frontage in each centre ▪ Total floorspace for town centre uses (A1, A2, B1a and D2) across town centres ▪ Number of complaints received regarding antisocial behaviour

where else to look

- Food and Drink uses on Albert Road SPD - 2010 www.portsmouth.gov.uk/living/18323.html
- PPS4 Planning for Sustainable Economic Growth - 2009 www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement4
- Portsmouth Shopping Study Update - 2009 www.portsmouth.gov.uk/living/16972.html
- SHLAA - 2009 & 2010 update www.portsmouth.gov.uk/living/10789.html
- ELR - 2009

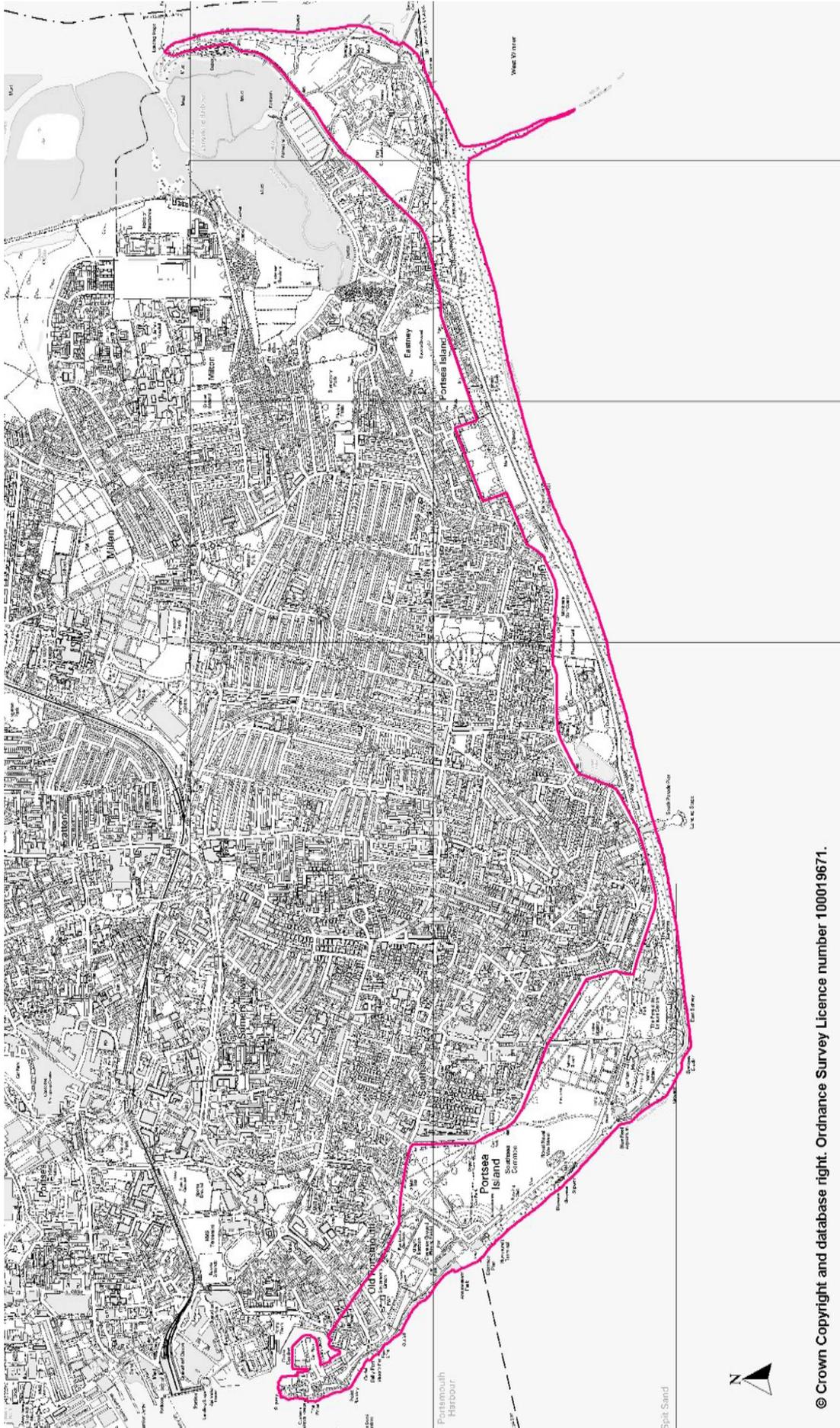
The seafront

- 3.113 The seafront is one of Portsmouth's most important assets and its vitality is essential if Portsmouth is to become the premier waterfront city and a European city break destination. Southsea seafront should be a vibrant space where people can experience the natural environment, enjoy the views of the Solent and take part in leisure and cultural activities throughout the year.
- 3.114 The leisure and entertainment offer on the seafront needs to improve in order to achieve this and provide a year-round destination for the benefit of local residents and visitors to the city. Furthermore, a vibrant seafront will contribute to the vitality of the city making it more attractive for investment.
- 3.115 The open nature of the seafront defines the character of the area and provides a different seafront experience to many comparable seaside towns and cities. This is important to Portsmouth's sense of place and needs to be preserved. The Seafront Strategy has been produced to help achieve this delicate balance of revitalising the seafront whilst protecting the existing character.
- 3.116 The wider Regeneration Strategy for Portsmouth also recognises the seafront as a key asset and makes the case for investment to revitalise and modernise those areas which have declined to ensure tourism continues to support the local economy. A prosperous and vibrant seafront will also help to promote a positive city image to visitors and potential investors.

The Portsmouth Plan approach to the seafront

- 3.117 The Portsmouth Plan will promote and support the measures to enhance the seafront contained in The Seafront Strategy and Regeneration Strategy through the implementation and enforcement of this Seafront Policy and through the development of a masterplan / SPD for this area.
- 3.118 The green and open nature of Southsea Common provides the seafront with much of its open character. It is used throughout the year (especially in summer months) for a variety of recreational purposes and is also a core element of the city's green infrastructure network. The results from the Solent Disturbance and Mitigation Project household survey show that there are over 6 million visits per year to the seafront. This represents 12% of the total visits to the Solent coast and helps to divert recreational pressure away from European designated sites⁵. Therefore any development which would detract from this character or the enjoyment of the common will be refused.
- 3.119 The council will promote, support, encourage and stimulate redevelopment at key opportunity sites along the seafront outlined in the Seafront Strategy. The city council will support development which enhances South Parade Pier, Clarence Pier, Southsea Castle and Canoe Lake and improves connectivity of these sites with the rest of the seafront and the wider city.

⁵ Please see PCS13: A Greener Portsmouth for further details.



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Map 17 - the seafront

- 3.120 The council will also support improvements to sustainable transport along the seafront including the second phase of the cycle link which should eventually provide a link between the Hayling Island and Gosport ferries.
- 3.121 The seafront and the common are utilised for large scale sporting events (such as the Great South Run) and music, dance, performance and events held at the bandstand or around the common. These are considered important contributors to the vibrancy of the seafront and the city and will continue to be encouraged.
- 3.122 Coastal defences are vital for the protection of the wider city from the sea and the predicted impacts of climate change. New defences against sea level rise will need to be sensitively integrated with the local environment and should take the opportunity to enhance the public realm.

PCS9 the seafront

New development will contribute to the revitalisation of the seafront, tourism and the wider regeneration strategy for Portsmouth. This will be achieved by:

- Encouraging and supporting redevelopment of existing buildings for leisure and tourism uses, especially where outlined in the Seafront Strategy, at South Parade Pier, Clarence Pier, Southsea Castle area and Canoe Lake
- Encouraging and supporting proposals for small scale restaurants, cafés and other uses and activities that will diversify the leisure and cultural offer without detracting from the open character of the seafront
- Protecting the open nature of the area around the Common and other undeveloped areas, and improving the quality of the open spaces
- Protecting the nature conservation value at Eastney Beach
- Improving the quality of the promenade including enhanced maintenance, reducing clutter and physical barriers where appropriate and ensuring that any new or enhanced sea defences integrate sensitively with the local environment
- Using CIL to part fund environmental improvements
- Making clearer links between the seafront and the nearby centres of Southsea and Castle Road

Implementation, delivery and monitoring

- 3.123 The seafront strategy and emerging masterplan outlines actions to revitalise the seafront and identifies potential development sites and appropriate uses. The council will use these documents together with the regeneration strategy and portfolio of sites to stimulate interest and investment in the seafront.
- 3.124 The city council has begun to make physical improvements to the seafront guided by the Seafront Strategy. Improvements will be funded through the city council's capital programme, the highways PFI and developer contributions.
- 3.125 In order to improve links between the seafront and the nearby local and district centres, the city centre and other visitor attractions, there is a need to improve signage, publicity, and visitor information. The city council will also work to synchronise its timetabling and publicity of events on the seafront and in the nearby centres.

3.126 The policy will be implemented through development management decisions. Those wishing to make an application for development along the seafront should give due regard to the Seafront Strategy.

monitoring framework for PCS9 the seafront

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To revitalise the seafront whilst maintaining its existing character ▪ Protect and enhance the seafront's heritage assets 	<ul style="list-style-type: none"> ▪ Adoption of the seafront masterplan ▪ Number of new developments coming forward in the seafront area ▪ Development at the key opportunity areas - South Parade Pier, Clarence Pier, Canoe Lake and Southsea Castle Area. ▪ Visitor numbers to the seafront

where else to look

- Southsea Seafront Strategy - 2010
www.portsmouth.gov.uk/images/cab20100308r15app.pdf
- Open Space and Recreation Study - 2007 www.portsmouth.gov.uk/living/12803.html
- PUSH Green Infrastructure Implementation Plan - in development

PART 4

CREATING QUALITY PLACES TO LIVE

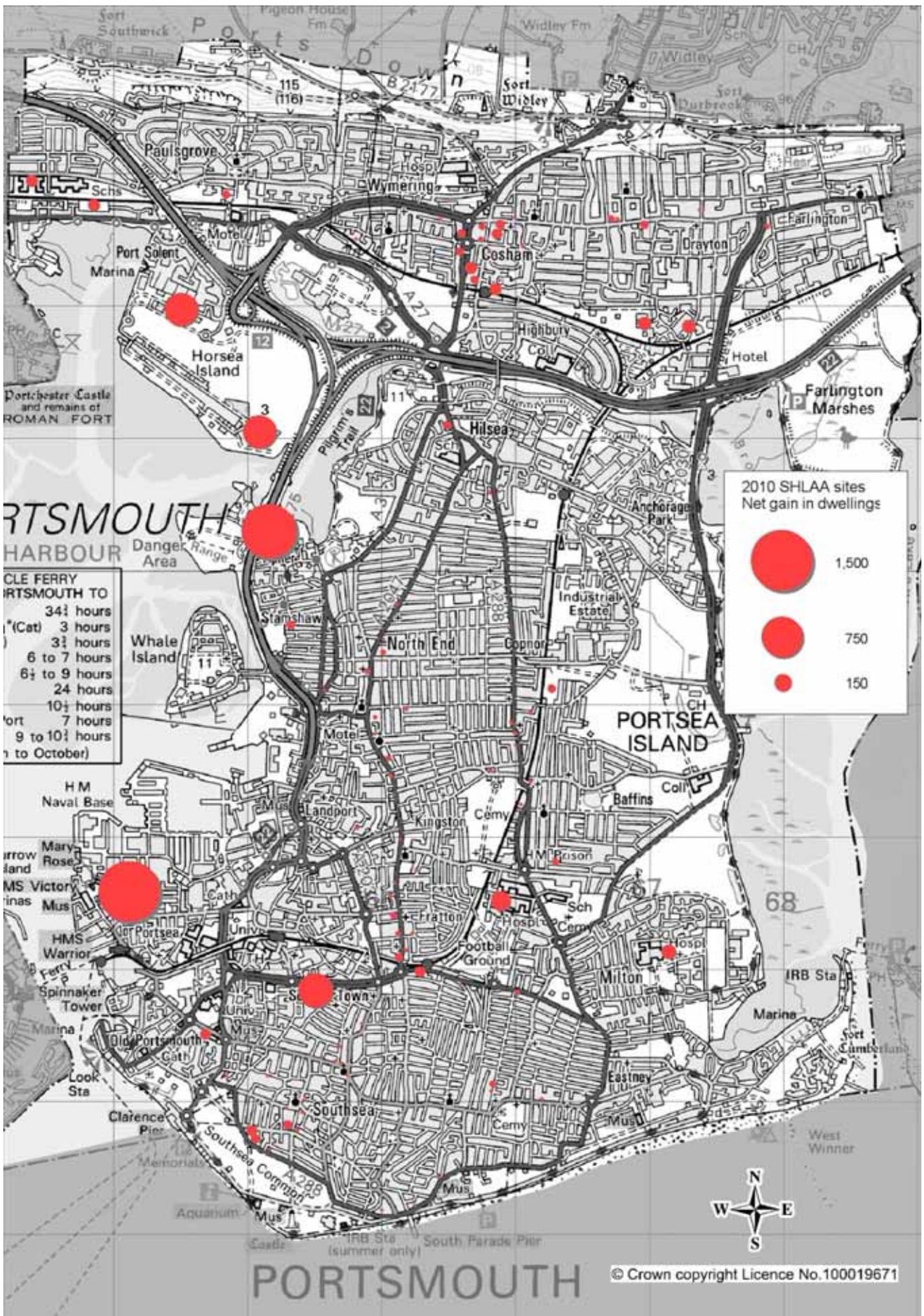
Housing Delivery

- 4.1 Portsmouth is a built up city with tight boundaries, numerous physical constraints and no greenfield sites available for development and as such there are a limited number of locations for new housing sites. However, the city needs to provide more homes to cater for the natural increase in population, a decrease in household size and to house those people on the council's housing register. Additional homes are also needed to support economic growth. Providing a large number of new homes in the city is in line with the PUSH strategy of focusing new homes in urban areas to regenerate the cities and to relieve pressure on the surrounding countryside.
- 4.2 New development in Portsmouth should help it become a more sustainable city so the first choice for housing is in locations that are close to public transport routes (or where public transport improvements can be included as part of the development) and every day facilities. Therefore the focus for development to deliver the new housing will be at the strategic sites of Tipner, Port Solent & Horsea Island, Somerstown & North Southsea and the city centre. Opportunities for housing also exist at the district centres above shops and within the secondary frontage areas. Further housing development will be distributed across the city as a whole and will take place through conversions of existing buildings and the redevelopment of previously developed land. In order to help provide for the need for additional housing, high densities will be promoted in the city and town centres, on sites close to public transport routes / networks and on the strategic sites.
- 4.3 The distribution of housing sites, and the likely yield of each site, is shown on map 18, which is based on the results of the 2010 SHLAA update. However at this point it is not certain that this rate, scale and distribution of housing will not have an adverse effect on European designated nature conservation sites because of rising pressure from recreation and increasing deposition of pollutants as a result of the traffic growth associated with new development.
- 4.4 The council contributes towards the Solent Disturbance and Mitigation Project (SDMP), which has been set up specifically to assess the likely impact from recreation on sensitive coastal sites, but the full results of the project are not yet known. As a result, it may be necessary to revisit the rate, scale and distribution of new housing in the city to avoid an adverse effect on the integrity of European sites. The SDMP should be complete in the next year and so any necessary changes to the housing targets will be achieved through the Site Allocations Plan. Work is also ongoing on a sub regional transport model which will provide further details on traffic growth and emission rates.
- 4.5 An assessment of housing need and capacity (from the SHLAA 2010) has shown that Portsmouth should aim to provide between 11,500 - 12,800 new homes from 2006 to 2027 depending upon the provision of infrastructure. The strategic sites of Tipner, Port Solent and Horsea Island rely on a significant amount of transport infrastructure to create new public transport routes / nodes and to ensure that the additional housing can be developed without having an adverse impact on the road network. Therefore a range of housing numbers is being planned for in case the necessary infrastructure can not be provided. Table 2 below sets out how this level of housing can be achieved in the city.

- 4.6 Table 2 shows that Portsmouth has a capacity in the range of 11,500 to 12,800 new homes from 2006 - 2027. Some of these houses have already been built and others have the benefit of planning permission, therefore the capacity for Portsmouth from 2010 to 2027 is 7,100 - 8,400 new homes.

Table 2 - housing supply 2006 - 2027		
Source of supply	No. of units without transport infrastructure	No. of units with transport infrastructure
Homes built since 2006	3,273	3,273
Development in the pipeline (sites with planning permission under construction or not started)	1,216	1,216
Strategic sites		
City centre	1,600	1,600
Somerstown and North Southsea	539	539
Tipner	480	1,250
Port Solent	500	500
Horsea Island	0	500
Sub-total:	3,119	4,389
Other town centres	602	602
Potential sites	1,674	1,674
Windfall	1,600	1,600
Total:	11,484	12,754

- 4.7 A windfall element has been included because due to the particular circumstances of the city, residential development on small sites is likely to continue and this development is unlikely to have a significant impact upon infrastructure provision. The SHLAA only looked at sites with the potential to provide 5 or more units because developments below this size are likely to come forward from conversions of large Victorian houses into flats, and as this could happen anywhere in the city it is difficult to predict which ones would come forward. In the past, sites of 1-4 units have come forward at a rate of 100 units per year and it is reasonable to assume that this trend will continue. Apart from the strategic sites, the location of housing development in Portsmouth will have a minimal impact on the infrastructure needed as the majority of infrastructure depends more on the actual number of homes provided rather than their location due to the geography of the city. This is evidenced in the Infrastructure Delivery Plan and the SHLAA.



Map 18 - the distribution of housing development

4.8 The plan has to show a 15 year supply of housing from the date of adoption; this covers the time period of 2012 - 2027. The housing trajectory set out in the SHLAA, and reproduced in Appendix 3, is based upon the lower end of the range of housing numbers being provided. Therefore between 2012 and 2027 an additional 7,537 homes could be provided in the city which equals just over 500 homes per year. Over the plan period the number of new homes provided each year will vary from 400 as the strategic sites are likely to be developed towards the end of the plan period. Therefore phasing of new housing development in Portsmouth is estimated to be as follows:

2012/13 - 2016/17 = 2,731
 2017/18 - 2021/22 = 3,386
 2022/23 - 2026/27 = 1,420

PCS10 housing delivery

Portsmouth will plan for an additional 7,117 - 8,387 homes in the city between 2010 - 2027. This will be delivered broadly in line with the following distribution:

Port Solent	500
Horsea Island	0-500
Tipner	480-1250
Somerstown and North Southsea	539
City centre	1,600
Other town centres	602
Rest of the city	1,674

New housing will be promoted through conversions, redevelopment of previously developed land and higher densities in defined areas (see PCS21).

The council will revisit the rate, scale and/or distribution of development across the city to respond to the findings of new evidence, including the Solent Disturbance and Mitigation Project, if it is necessary to protect the integrity of European sites.

Implementation, delivery and monitoring

- 4.9 The development of the strategic sites will provide the majority of new housing within the city. The council is promoting the development of the strategic sites through working in partnership with landowners and promoting sites to the market through its regeneration strategy and portfolio of sites.
- 4.10 The delivery of housing at the strategic sites of Port Solent / Horsea Island and Tipner is subject to the necessary infrastructure, especially transport, being provided. Infrastructure delivery is set out in the detailed policy for each site and in the infrastructure delivery plan. If the infrastructure is not provided then either the sites will not be developed or will be developed for reduced levels of housing. An additional risk to the delivery of the strategic sites is the impact on the internationally designated nature conservation sites. In the instance that these risks result in a reduction in the housing supply it will not be possible to reallocate those housing numbers within the city as Portsmouth has already maximised its

urban capacity and does not have any alternative sites to make up any shortfall from Port Solent / Horsea Island and Tipner. The only option will be a redistribution of housing within the PUSH area. This will be achieved through a refresh of the PUSH spatial strategy. PUSH has committed to this work in its Business Plan 2011-13. One element of the refresh will be a revised policy on the scale and location of housing development across the sub region and in each authority area. The refreshed strategy will be capable of being a material consideration in the determination of planning applications and will be taken into account in future plan making work in the PUSH area.

- 4.11 The Site Allocations Document will identify sufficient sites across the rest of the city to meet the housing target. These sites will come forward through the development management process.
- 4.12 Housing completions will be monitored annually as part of the AMR to assess progress against the target. An update to date list of deliverable sites will be maintained to ensure a 5 year supply of housing land. If development is falling behind that which was planned then the council will look at the housing trajectory to see if any sites can be bought forward.

monitoring framework for PCS10 housing delivery

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To provide sufficient housing in Portsmouth 	<ul style="list-style-type: none"> ▪ Net additional dwellings (420 per annum) ▪ Progress towards the overall housing requirement ▪ Update of housing trajectory

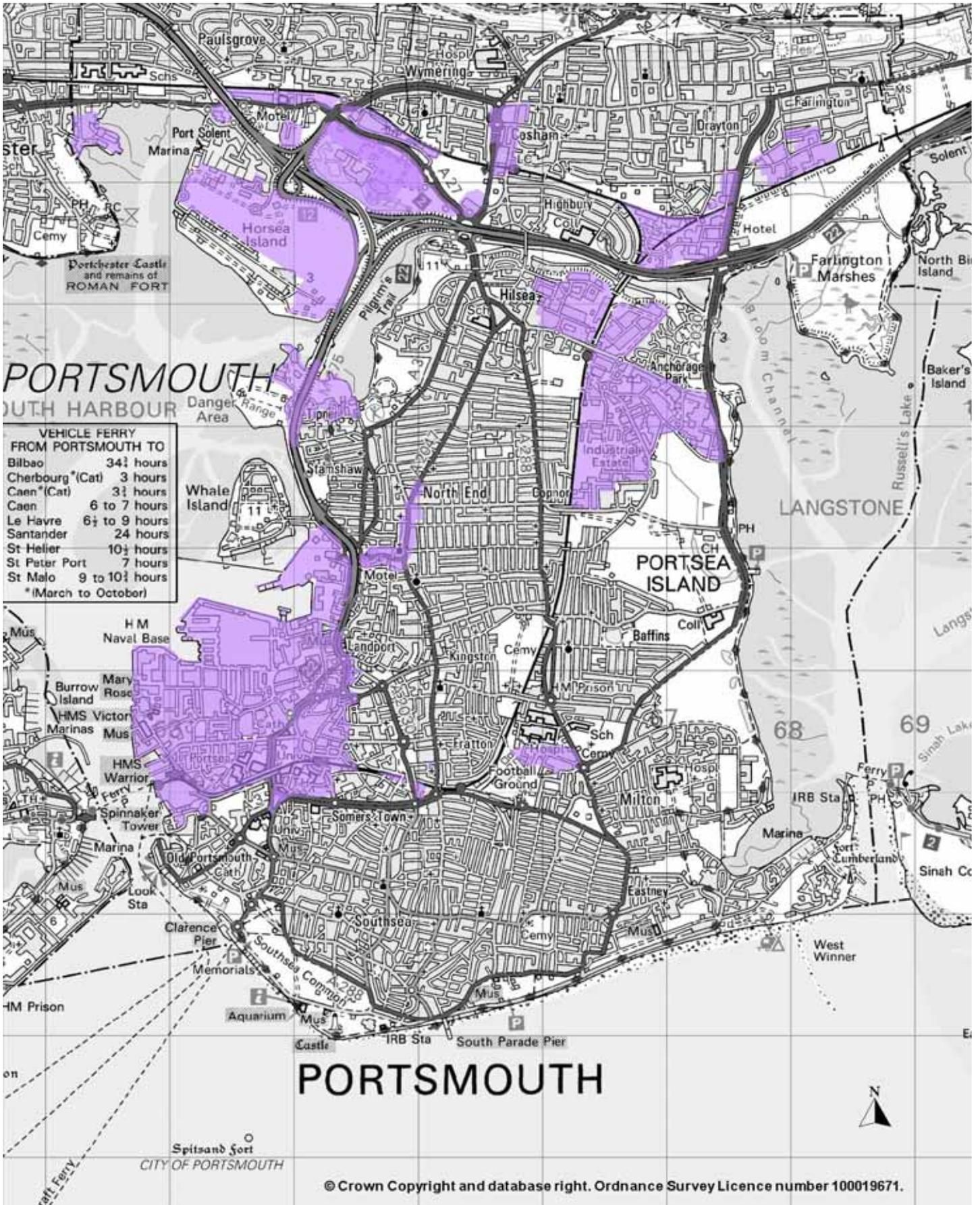
where else to look

- PPS3 Housing www.communities.gov.uk/publications/planningandbuilding/pps3housing
- Vision for Portsmouth - 2008
- SHLAA - 2009 & 2010 update www.portsmouth.gov.uk/living/10789.html
- Sustainability Appraisal - 2011
- Habitats Regulation Assessment - 2011
- The Solent Disturbance and Mitigation Project - www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Disturbance%20and%20Mitigation%20Project/

Employment Land

- 4.13 Portsmouth, as part of PUSH, will work with the other constituent local authorities to help deliver the economic strategy for the sub region. This aspires to increase GVA, provide 51,000 new jobs and reduce unemployment through raising skills and increasing employment opportunities. The focus for employment is in the cities (Portsmouth and Southampton) so that they can continue as economic drivers of the sub region. The key employment sectors for Portsmouth are marine manufacturing, transport and logistics, environmental technology, tourism and retail.
- 4.14 A huge variety of businesses and activities can provide jobs, and of course not all of these take place in offices, industrial premises and warehouses. While the city council acknowledges the value of all types of employment opportunities, this section focuses specifically on the city's B1, B2 and B8 floorspace needs, as these have been specifically planned for at the sub regional level. The PUSH sub regional strategy is for 2 million square metres of new business floorspace to be provided between 2006 and 2026. For Portsmouth this target to 2026 is 287,500m² of employment floorspace⁶. Rolled forward to the end of the plan period in 2027 this means 301,875m² consisting of 184,800m² B1, and 117,075m² B2 and B8. Some employment development has already taken place since 2006 leaving a target for Portsmouth of 243,000m² employment floorspace (166,000m² B1 and 77,000m² B2 and B8).
- 4.15 To help deliver the economic strategy, the main aim is to ensure that there are enough sites and premises for employment to facilitate growth. This will be achieved in Portsmouth through the regeneration of the strategic sites all providing housing, employment, retail and tourism opportunities, identifying other appropriate sites for office development in the city and protecting existing industrial estates in order to retain employment and create opportunities for redevelopment within these estates.
- 4.16 An Employment Land Review has been carried out to assess sites for their suitability for employment in order to identify locations where new development could take place to contribute towards the need for employment floorspace. The Employment Land Review also considered all the existing industrial estates and business parks for their suitability for continued protection for employment use and their ability to accommodate further floorspace. The areas identified by PCS11 for employment uses are shown on map 19.
- 4.17 The table in Appendix 4 sets out how the employment floorspace requirements could be met in Portsmouth. In setting out how the requirement could be met, B2 and B8 land has been combined due to their interchangeable nature and that fact that many permissions exist for a mixture of B2/B8 on the same site. The table shows the potential of the strategic sites and the broad locations listed to provide B1, B2 and B8 floorspace. The apparent surplus as compared with the PUSH target figures allows for the fact that the broad locations identified may in fact not produce the full amount of employment floorspace shown.

⁶ Targets have been agreed at PUSH level and set out in an employment floorspace policy framework



Map 19 - the city's employment areas

- 4.18 The site allocations DPD will identify non-strategic sites within the broad locations to be allocated for employment and areas to be released for other uses. This work will be able to take into account any review of the city's apportionment by PUSH.

PCS11 employment land

Sustainable economic development will be promoted by the provision of a flexible supply of good quality office, manufacturing and warehouse land and floorspace in the following locations, totalling a target of 243,000m² by 2027. Particular policy stances apply to each area as set out in the table below:

City Centre	The city centre will consolidate its position as the economic, social and cultural focus of south east Hampshire. As well as retail, leisure, culture and residential uses, B1 office is particularly encouraged here. The Station Square and Guildhall Square areas are particularly suitable for this use. Station Square is expected to accommodate a minimum of 10,500m ² of office floorspace (see PCS4).
Cosham and North End District Centres	B1 office uses will be encouraged at upper floor level in the primary frontage of the district centres, and anywhere in the secondary frontages. A loss of employment uses will generally be resisted in the district centres as they make a substantial contribution to the vitality and viability of the centre. However, offices are not the only use capable of generating employment and there may be circumstances where alternative types of job-creating development may be more suitable for a site (see PCS8).
Lakeside Business Park (IBM East)	The site east of IBM at Lakeside Business Park will provide around 69,000m ² of new B1 office floorspace (see PCS5).
Tipner & Port Solent	As part of a mixed use development at Tipner, at least 25,000m ² of office floorspace will be provided (see PCS1). Port Solent is the largest marina in Portsmouth Harbour and is therefore of significance to the marine leisure industry in the area. The city council will protect the marina and promote associated development at Port Solent (see PCS2).
Existing industrial estates and employment sites	The city council will promote office, manufacturing and warehouse (B1, B2, B8) development in existing industrial and business estates. These estates have the potential to provide approximately 62,000m ² of B2/B8 floorspace. The loss of existing B1, B2, B8 uses in those areas highlighted on the proposals map will be resisted. Service uses that would support B1, B2, B8 development and its occupiers, sui generis uses and other uses

	<p>appropriate in nature to an industrial estate location will also be acceptable, provided that they provide equal alternative employment opportunities.</p> <p>Marine and defence employment will be particularly encouraged, especially on waterfront sites and where operations already exist (eg Trafalgar Wharf; Portsdown Hill).</p>
Commercial Port	The city council will protect land at the port for uses directly related to the operational requirements of the port.
HM Naval Base	The city council will protect land at the naval base for development that meets the needs of the Ministry of Defence. However, should any land become surplus to MoD requirements during the plan period, the city council will support alternative uses that provide defence or marine related employment ⁷ . This is with the exception of the historic dockyard, to which separate provisions apply (see policy PSC3).

Implementation, delivery and monitoring

- 4.19 The allocation of employment sites such as at Northarbour and in the city centre, and the protection of existing employment areas will encourage market activity to deliver a varied supply of employment floorspace. The council's Regeneration and Business and Planning Departments will direct firms requiring office, manufacturing and warehouse floorspace or sui generis uses to these areas. The city council will also continue to work with the Partnership for Urban South Hampshire to further Portsmouth as a business location and promote individual sites.
- 4.20 The city council has completed a Supplementary Planning Document on Station Square and Station Street where a minimum of 10,500m² of office floorspace is expected to come forward. This development is considered to be central to the achievement of the city council's strategy for the city centre and its office market. A City Centre Masterplan will be produced to identify development opportunities throughout the city centre.
- 4.21 The city council has approved a planning application for the development of 69,000m² of offices on land at Northarbour, to the east of IBM. This development will be phased up to 2027 and will attract new firms and businesses to the city that would otherwise have located elsewhere. A section 106 agreement ensures that the necessary infrastructure is brought forward with the development. The council will encourage the implementation of this planning permission.
- 4.22 The city council is currently working in partnership with the South East of England Development Agency and land owners to bring forward the development of Tipner and Port Solent. This should result in the development of 25,000m² of office floorspace as part of a

⁷ Marine related uses are broad in terms of the Use Classes (Amendment) Order 2005. They include marine industrial uses (B2), marine, and marine engineering consultancy, marine salvage and distribution companies (B8), marine supplies shops (A1), marine engineering colleges (C1) and even residential marine engineering colleges (C2). The 2008 Solent Waterfront Strategy reviewed the requirements of marine industries in South Hampshire. It identified five marine sector sites of strategic economic significance in Portsmouth. These are: Port Solent, Portsmouth Commercial Port, the HM Naval Base and Dockyard, Horsea and Whale Island.

mixed use scheme at Tipner. The character of Port Solent based around a leisure marina will be retained through joint working with the landowners and through the development management process.

- 4.23 The city council's ownership of the commercial port, together with development management decisions, including the use of conditions, will limit development to port operational uses. This will ensure the policy stance for the commercial port is upheld.
- 4.24 The city council will continue to support the Ministry of Defence in its continued use of the naval base. However, should any land be released during the plan period, the city council will liaise with the MoD and the Defence Infrastructure Organisation so that defence or marine related employment can be encouraged to locate on land released in the base. The development management process will provide the necessary controls.

monitoring framework for PCS11 employment land

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To deliver at least 243,000m² employment floorspace by 2027 ▪ To deliver employment at key sites ▪ To protect existing employment sites 	<ul style="list-style-type: none"> ▪ Total amount of additional employment floorspace by type ▪ Employment land available by type ▪ Development of the key sites ▪ Number of existing employment sites lost

where else to look

- Employment Land Review - 2009
- PUSH Economic Development Strategy - 2010 www.push.gov.uk/pos-101109-r02-bto-amm-appendix-b.pdf
- PUSH Employment Floorspace Policy Framework - 2008 www.push.gov.uk/push_policy_framework_for_employment_floorspace.pdf
- PPS4 Planning for Sustainable Economic Growth - 2009 www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement4
- Sustainability Appraisal - 2011

Flood Risk

- 4.25 Portsmouth is at risk of flooding from a variety of sources. Flooding from the sea could potentially have the most catastrophic impact in Portsmouth, particularly if this is as a result of a breach in the flood defences. This section deals chiefly with how the city council proposes to deal with flood risk from the sea, but also contains provisions for managing surface water flooding.
- 4.26 Map 20 shows the tidal flood zones in Portsmouth. These give a broad indication of the areas at risk. In addition to this, more detailed information on flood risk is available in the PUSH Strategic Flood Risk Assessment (SFRA) and the Coastal Defence Strategies for the city. These plans give a more accurate picture of the level of risk, taking into account the condition of existing defences.

The Portsmouth Plan approach to flood risk

- 4.27 The city council's main aim through its approach to tidal flood risk is to ensure the safety of its existing and future residents and assets. The city is already home to thousands of people, businesses and property, and it is unrealistic to abandon the areas at risk of flooding. The city council believes that these areas must be made safe for the sake of existing properties and inhabitants, and this approach will also benefit potential development sites. Not doing so would severely limit the city's ability to realise the PUSH strategy for regenerating the city.
- 4.28 As well as tidal flood risk, some parts of the city face the risk of flooding from surface and foul water, which currently flow into one combined sewer system. This system can become overwhelmed during severe storms, leading to flooding of streets, homes and other property.
- 4.29 In addition, one of the two main interceptor sewers in the city is at capacity. In order to allow the strategic development sites on the western side of the city to come forward, capacity will need to be created by linking the western to the eastern interceptor.
- 4.30 Overall, the city council's strategy for managing these flood risk issues is to follow the flood risk management hierarchy promoted through PPS25 by taking the steps identified in the policy. In addition to this the council is preparing a surface water management plan to address surface water flooding through separating out surface and foul water, ensuring the rate of flow into the sewer system is not increased as a result of new development and promoting the use of sustainable drainage systems.

PCS12 flood risk

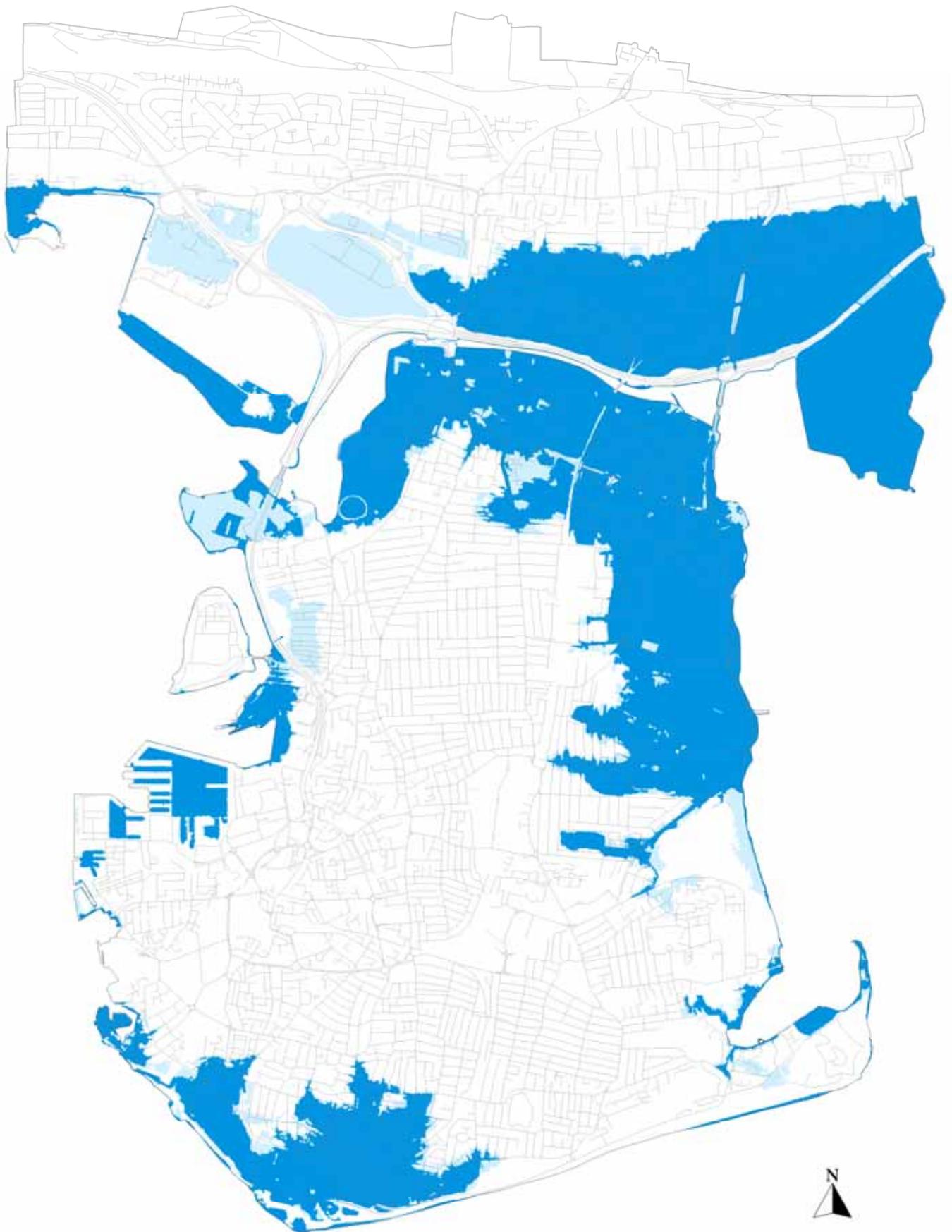
The city council will reduce flood risk by following the flood risk management hierarchy set out in PPS25. The council will:

- **Assess** the level of flood risk in making allocations and considering planning applications, in particular by reference to strategic and site specific flood risk assessments.
- **Avoid** flood risk by:
 - Taking a sequential approach to site allocations by prioritising those sites at a lower

risk of flooding;

- Applying the sequential test to planning applications, with the exception of applications for minor development* and for changes of use, including changes of use to residential. The sequential test will be considered met on:
 - Allocated sites; and
 - Non-allocated brownfield sites in those parts of flood zones 2 and 3 that the Strategic Flood Risk Assessment shows as low or medium hazard areas.
 - Requiring the exception test to be met in line with PPS25, in particular the requirement that development should be safe over its lifetime.
- **Substitute** less vulnerable development types for those incompatible with the degree of flood risk wherever possible, both in making allocations and on individual development sites.
 - **Control** flood risk by:
 - Maintaining and improving the city's flood defences;
 - Seeking contributions towards flood defences from development;
 - Where necessary, controlling flood risk on individual sites through on site flood risk management measures;
 - Seeking opportunities to improve the capacity problems of the existing sewer system, including through the promotion of a link between the east and west interceptor sewers;
 - Permitting new developments only where the necessary surface water drainage, foul drainage and sewage treatment capacity is available, or where additional capacity will be provided in time to serve any individual phase of the development without unacceptably reducing the level of service to existing users, or causing harm to the environment; and
 - Requiring surface water to be separated within the site and the post development rate of discharge of both surface and foul water to the combined system should be no greater than the existing rate.
 - **Mitigate** the residual flood risk that remains after the above steps have been considered by:
 - Ensuring that the design and layout of development minimises the risk to people and damage to property in the event of flooding; and
 - Having in place effective emergency response plans.

* minor development as defined by PPS25 (at the time of writing p7 of March 2010 PPS25).



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Map 20 - flood zones

Implementation, delivery and monitoring

- 4.31 The city council's approach to development and flood risk and the implementation of this policy approach is set out in more detail in the supporting paper on development and flood risk, produced by the city council in partnership with the Environment Agency. In summary, the policy approach will be implemented as follows:

Site allocations

- 4.32 PPS25 Development and Flood Risk promotes the sequential approach to allocating land for development. The city council will apply the sequential approach to making allocations. Wherever possible, the city council will avoid allocating sites at risk of flooding. However, given the amount of development to be provided and the lack of opportunities for development in the city, sites within tidal flood zones 2 and 3 will be needed for development (see the Strategic Housing Land Availability Assessment). This is particularly true for the few very large sites, as the city is reliant on these sites to meet its housing requirement.
- 4.33 While allocations therefore will have to be made in areas of flood risk, they will only be made where there is a reasonable prospect of the site being made safe before the development comes into use. An assessment of this will be made in the allocations process.
- 4.34 In addition, as development comes forward on these sites, applicants will need to demonstrate that development is safe (see development management below).
- 4.35 The strategic development sites put forward in this core strategy lie on the western side of the city, where the interceptor sewer is already at capacity. A link to the eastern interceptor sewer will have to be created to allow development to come forward. The city council has progressed a study into options and costs. The funding and implementation of this scheme will be linked to the development of the strategic sites.

Development management

- 4.36 After the publication of PPS25, the city council and the Environment Agency agreed a protocol for dealing with planning applications on unallocated brownfield sites at risk of flooding, which set out the common goal of enabling safe development in the city, and agreed principles for dealing with the sequential test in Portsmouth. The policy above takes forward the principles trialled in the protocol, so once the core strategy is adopted, the protocol will cease to have effect.
- 4.37 Where the principle of development is acceptable in terms of the sequential test, the exception test may still need to be met, depending on the proposed land use and its flood risk vulnerability classifications. Flood risk assessments for development proposals in flood zones 2 & 3 will be required to form part of the planning application and must demonstrate that the development is safe, and will continue to be safe over the lifetime of the development. In determining what is safe, the city council will refer to guidance agreed between the city council and the Environment Agency, which will be set out in an SPD on dealing with flood risk in new development.

- 4.38 The city council will expect the developer to address the residual risk that remains after flood management and mitigation measures have been put in place. This might include minimising the potential damage to property and risk to people through flood resistant and resilient design and layout, and putting in place effective flood warning and evacuation plans for the site.
- 4.39 In terms of drainage, developers will be expected to demonstrate that there is adequate capacity both on and off site to serve the development, by submitting appropriate information in support of their planning application. It may be necessary for developers to arrange for appropriate studies to ascertain whether the proposed development will lead to the overloading of the existing infrastructure.
- 4.40 In order to promote efficient use of the foul sewerage system, and release capacity for foul water conveyance, surface water should be separated within the site and the post-development rate of discharge of both surface and foul water to the combined system should be no greater than the existing rate. Sustainable drainage systems (SuDS) should be provided wherever practical to help achieve this. The use of SuDS, filter drains and storage at source will assist in achieving efficient drainage, reducing water run-off and encouraging the infiltration of water back into local aquifers.
- 4.41 Where there is a capacity problem and improvements in off-site infrastructure are not programmed, developers will be expected to requisition or otherwise fund infrastructure improvements.

Sea defences

- 4.42 The city council has developed a 100 year coastal defence strategy for Portsea Island, and is supporting the Environment Agency in the production of a strategy covering Portsmouth's coast north of Port Creek (The Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy).
- 4.43 The city council continues to seek approval for the Portsea Island Coastal Defence Strategy from the Environment Agency National Review Group. Authorisation and funding has been given to investigate further the schemes for two of the seven flood cells in the Strategy. The Portchester to Emsworth Strategy is still under development, but once approved will form the basis of future implementation of defences on the mainland coast.
- 4.44 The city council will continue to seek funding for future implementation of the strategies through bids to the EA National Investment Planning Group. However, the city council realises that Environment Agency Flood and Coastal Defence Grant in Aid (FDGiA) cannot be guaranteed, and for some areas is unlikely to be forthcoming.
- 4.45 The city council and its partners will therefore continue to investigate alternative sources of funding, including from landowners, developers and through PUSH. Key landowners support the Portchester Castle defence strategy, which acknowledges their responsibilities for maintenance and improvement of defences. When schemes are worked up, discussions will need to be held to confirm project funding and contributions from a range of organisations.

- 4.46 In cases where flood defences are needed on a site to allow a development to proceed, the developer must fund the provision or provide the necessary defences directly. The city council will also seek developer contributions, through CIL, towards strategic flood defences from development across the city. In this way the requirement in PPS25 that new development should reduce flood risk will be met. Collecting contributions towards defences also enhances the chances of receiving FDGiA and therefore of flood defences coming forward, which will allow developers to take a less precautionary approach to the design and location of their development.

Emergency response

- 4.47 The aim of any emergency response is to mitigate the effects of an incident on people, infrastructure and the environment and aid recovery.
- 4.48 In June 2009 the city council published its Flood Response Plan. It focuses on the roles and responsibilities of the Council within the co-ordinated response of a number of agencies to an incident. The plan sets out trigger points for activation of the plan, different response levels for different types of flood events, priorities for action and action points for the council.
- 4.49 The wider multi-agency response is being set out in a Multi Agency Flood Plan (MAFP), which is currently being developed. The council will keep its response plans under review to ensure the most effective response will be given in the event of a flood. Individual developments' Flood Warning and Evacuation Plans should be in line with the MAFP.
- 4.50 The approach put forward in this document seeks to ensure that development can continue in Portsmouth while ensuring that both existing and future development is safe and that water infrastructure continues to function efficiently. Taking this approach will help the city council discharge its duties under the Habitats Regulations and the Water Framework Directive, as well as being consistent with the guidance set out in PPS25.
- 4.51 Flood risk can only ever be one of many considerations in determining where development should take place, and the practice guide to PPS25 - 'Development and Flood Risk' supports this notion. As well as protecting people and property from the risk of flooding, the city council equally has a duty to plan for housing, jobs and facilities to meet the city's needs, and to ensure that those sites and areas in need of regeneration are able to realise their full potential so that they can help the city move forward. If adaptation to climate change and the predicted rise in sea levels were the only issue, it is likely that the overall housing requirement for Portsmouth would be reduced so that development need not occur in the tidal flood plain. However, this approach would fail to recognise the amount of investment and development that already exists in the flood plain. In addition, concentrating development on brownfield sites in the existing urban areas of South Hampshire will reduce the need to travel and thereby contribute to efforts to check further climate change.
- 4.52 The city council is confident that the proposed approach is realistic and workable. The development management approach has been agreed with the Environment Agency. A large part of the coastal defence strategy for the city has been approved and is beginning to gain funding. Developer contributions will be sought and other sources of funding will continue to be investigated in order to help ensure the delivery of strategic defences.

4.53 Without this policy approach, flood risk considerations would likely hold up future housing supply in the city, and the planning strategy for the South Hampshire sub region including Portsmouth's housing allocation would potentially have to be re-examined.

monitoring framework for PCS12 flood risk

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ Protecting the city against the impacts of climate change with regards to flood risk from the sea ▪ To reduce the risk of surface water flooding 	<ul style="list-style-type: none"> ▪ Number of dwellings at risk from flooding ▪ Percentage of the city's coastline protected to a 1 in 200 and 1 in 1000 flood year event standard ▪ New flood risk management measures installed ▪ Number of sustainable urban drainage schemes

where else to look

- PPS25 Development and Floodrisk
www.communities.gov.uk/publications/planningandbuilding/pps25floodrisk
- Development Control Floodrisk Protocol - 2009 www.portsmouth.gov.uk/living/15113.html
- Development and Tidal Flood Risk: Statement of common ground - 2011
- Strategic Flood Risk Assessment - Atkins www.portsmouth.gov.uk/living/13539.html

A Greener Portsmouth

- 4.54 Green and open spaces can bring a number of economic, social and environmental benefits including opportunities for social cohesion and biodiversity and the promotion of healthy living. Greening the built environment, along with appropriate investment in the city's open spaces to link them together and improve their quality and value, will provide a network of multifunctional green and open spaces. This is collectively known as a green infrastructure network which is particularly important in Portsmouth given the limited amount of existing and potential green spaces.
- 4.55 An extensive, high quality green infrastructure network can improve quality of life, support biodiversity and stimulate the economy. High quality green infrastructure is not simply desirable, but is essential to the city's continued development. It can provide a wealth of benefits including:
- Vital amenity and recreation space for residents and visual relief from the urban character of the city;
 - Alternative green space to reduce the impacts from development on the city's most sensitive nature conservation sites;
 - Opportunities for people to take part in sport and engage in physical activity, thereby improving health and wellbeing;
 - Habitat and movement corridors for a variety of animal and plant species;
 - A reduction in the likelihood and severity of surface water flooding as a result of climate change;
 - A reduction in the risk of overheating caused by climate change through increasing shade and evaporative cooling;
 - Enhancement of the city's cultural heritage helping to create a sense of place and identity; and
 - Attracting new employers and employees to the city.
- 4.56 The box below shows how Portsmouth's most effective green infrastructure assets contribute to a number of these functions:

The following areas are examples of green infrastructure assets and spaces in Portsmouth:

- Parks and Gardens - Victoria Park, Milton Park, Alexandra Park and The Rock Gardens at Southsea;
- Natural and semi-natural urban greenspaces - Hilsea Lines, Great Salterns and Farlington Marshes;
- Green corridors - the eastern coastline, Hilsea Lines and The Millennium Walk;
- Outdoor Sports Facilities - King George V playing fields, Farlington Sports Ground and Alexandra Park;
- Amenity greenspace - Southsea Common, Tangier Field and King George V playing fields;
- Provision for children and teenagers - Bransbury Park, Canoe Lake, the Paulsgrove indoor/outdoor play area and Somerstown Adventure Playground;
- Allotments - Moneyfields allotments, Milton Piece and Longmeadow;
- Cemeteries and churchyards - Kingston cemetery, Highland Road cemetery and Milton cemetery; and
- Heritage Landscape - Victoria Park, Hilsea Lines and the Round and Square towers.

Some areas are included in more than one typology to reflect their multifunctionality. For example, King George V playing fields are more likely to be used for sport at the weekend but available for a number of other uses, such as dog walking, for the rest of the week.

This is not intended to be a comprehensive list. See the Parks and Open Space Strategy for further details of Portsmouth's green infrastructure assets.

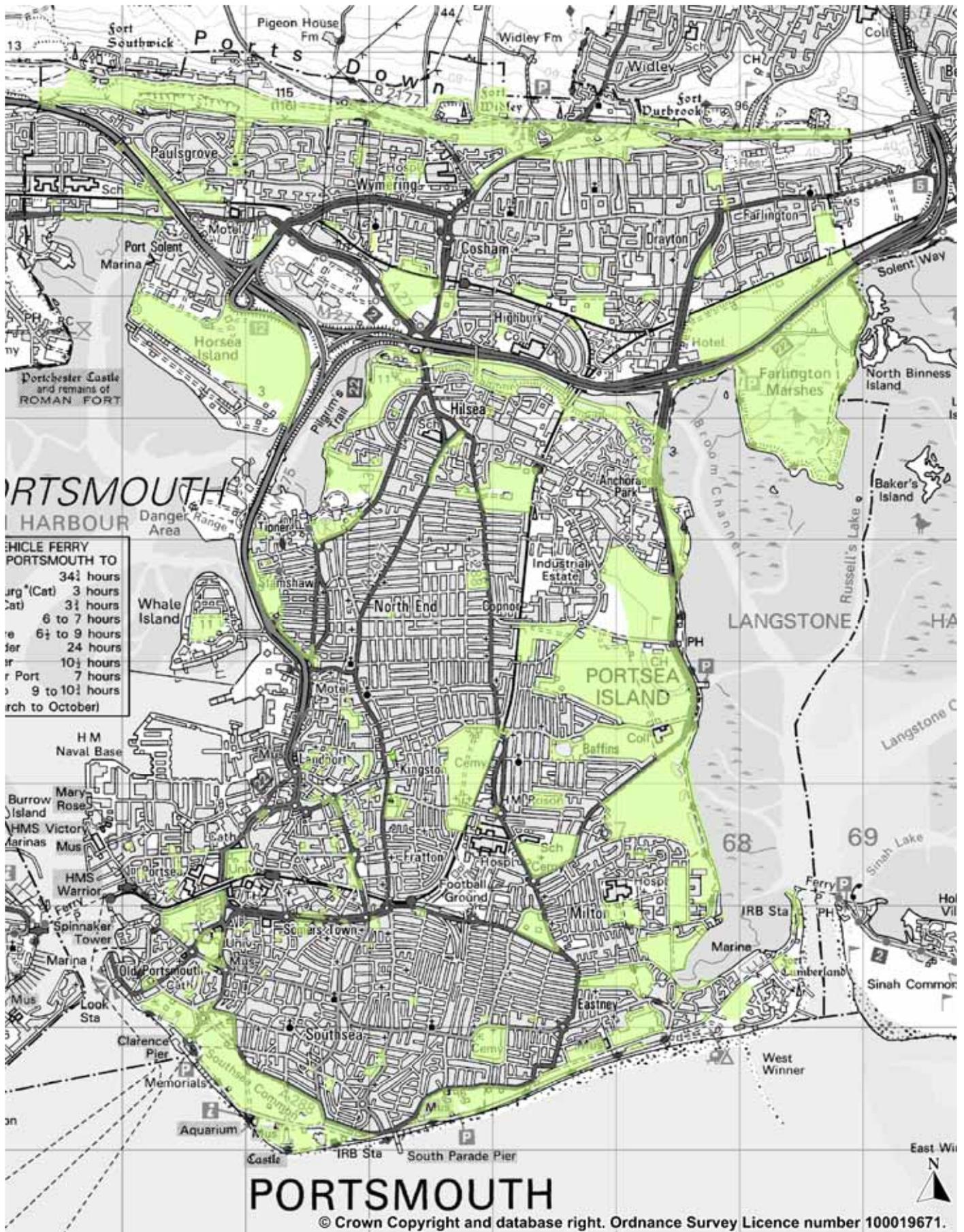
- 4.57 The seafront is probably the city's best example of a well used and versatile green infrastructure asset and is the most heavily visited section of the Solent coast. Southsea Common is a large open space, of which there are precious few in Portsmouth, and is used for sports and leisure, dog walking and enjoyment of the views across the Solent to the Isle of Wight. Towards the east of the seafront, Eastney Beach provides a more natural landscape with an excellent variety of coastal flora. Towards the west, some of the city's original fortifications are showcased within a network of paths and greenspaces.
- 4.58 To help realise its full benefits, the city council will work in partnership to protect, enhance and, where possible, extend the city's green infrastructure network.

Protecting and enhancing urban green spaces

- 4.59 There is a great deal of pressure on Portsmouth's green infrastructure network from increasing population numbers to climate change and the need for new development sites. The city lacks suitable spaces to provide additional green infrastructure assets to absorb this pressure. Therefore the council's priority will be to focus resources on protecting, enhancing and linking together the existing network. There will be a presumption against any development involving the net loss of open space unless there are wider public benefits that outweigh the harm of this loss. Furthermore, development contributions and other sources of funding will be used to enhance the quality and multifunctionality of the network. The level of contributions needed will be outlined in the Community Infrastructure Levy charging schedule.
- 4.60 Play spaces are one of the fundamental parts of the green infrastructure network, both as independent sites and as part of wider green spaces. High quality play spaces are vital for a child's physical, mental and emotional health and wellbeing. As well as purposefully designed play spaces, multifunctional spaces can also provide a stimulating play environment. Most homes in Portsmouth are within 800m of a play space and therefore children in the city are generally well provided for. To ensure this situation is maintained, the need for a new play space as part of larger developments will be highlighted if the development is located more than 800m from an existing play space or if the route to a play space would be unsafe. Guidance is available from Play England.

Protecting and enhancing natural habitats

- 4.61 Despite its urban nature, Portsmouth is fortunate to have a rich variety of biodiversity with some 30% of the city covered by statutory nature conservation designations. Langstone and Portsmouth Harbours are SSSIs, Ramsar Sites and SPAs. In addition, Langstone Harbour forms part of the Solent Maritime Special Area of Conservation and sections of Portsdown Hill are a designated SSSI. These areas will be protected from new development.



Map 21 - Protected open space

- 4.62 The city also has a number of areas outside these designated sites which are used as feeding sites by waders and Brent geese, or which are categorised as local wildlife sites because they contain county rare species and valuable habitats. These Local Wildlife Sites will be identified and protected through the Site Allocations DPD.
- 4.63 Trees are also a valuable component of the city's green infrastructure network and help to soften Portsmouth's dense urban form, offer shade and provide movement corridors for wildlife. More than 3000 trees of particular importance in the city are subject to Tree Preservation Orders (TPOs), and the council will continue to make TPOs when necessary.

Protecting and enhancing internationally important sites of nature conservation

- 4.64 In accordance with the Habitats Directive⁸ the city council considered the impact development in Portsmouth could have on nature conservation sites that have been designated in accordance with European Directives, such as Portsmouth, Langstone and Chichester Harbours. This evaluation is known as a 'Habitats Regulations Assessment' and involves the appropriate assessment of any part of the plan which could have an adverse impact on these sensitive sites. The assessment concluded that the impact of development in the city on the designated sites is uncertain because of a lack of data on the number of visitors to these sites and the disturbance they can cause to wildlife. The SDMP has been initiated to comprehensively assess the effect that development close to the Solent will have on the interest features of European sites as a result of recreational disturbance. The council will respond to the emerging evidence from the SDMP, the published findings and recommendations, and future related research.
- 4.65 Prior to this information being available, to help reduce pressure on these sensitive sites, the city council worked with neighbouring authorities and PUSH to develop the PUSH Green Infrastructure Strategy. The strategy is now being taken forward and developed into the PUSH Green Infrastructure Implementation Plan, which will provide a strategic approach to protecting European sites from recreational pressure and development, making other biodiversity improvements as well as improving health levels. It will contain a series of projects to enhance or expand the green infrastructure network across South Hampshire. The plan will be funded through CIL, potentially including a sub regional element, together with other sources such as capital funding and Heritage Lottery Fund grants. In the future, further mitigation measures, such as access management restrictions within and around the European sites themselves may need to be explored following the results of the SDMP. This comprehensive, strategic approach to recreation, based on the twin approach of discouraging recreation at European sites and providing high quality alternatives in less sensitive locations should mitigate any adverse effects that development along the Solent might otherwise have had on the interest features of European sites.

Provision of new green infrastructure

- 4.66 The PUSH Green Infrastructure Strategy and emerging implementation plan have directly influenced the proposals in the Portsmouth Plan. The implementation plan has two projects in Portsmouth: Horsea Island Country Park (see PCS3) and the transformation of the seafront to improve its value for residents, visitors and wildlife (see PCS9).

⁸ European Union Directive 92/43/EEC *on the conservation of natural habitats and of wild fauna and flora.*

- 4.67 At Horsea Island, Veolia are restoring the site as a condition to their using it as a landfill. After the site is handed over to the council, further improvements will be needed to make sure that the country park is of a high enough quality and easily accessible so as to attract significant numbers of visitors as well as a diverse range of wildlife. The improvements the city council intends to make include a natural play area, interpretation boards and habitat improvements, including a wader and Brent goose refuge. The park will also require on-site rangers and ongoing maintenance to ensure the high standards continue into the future.
- 4.68 At the seafront, the city council hopes to attract more people to visit the area both as a destination in its own right as well as the leisure attractions which are there. This will help to improve health, divert recreational pressure away from more sensitive sights and lead to an improved understanding and value for the local wildlife which exists at Eastney beach. The improvements at the seafront could include an improved public realm at Canoe Lake, creating more restaurants and cafés and improving the connectivity of the attractions. The improvements here will be guided by the adopted Seafront Strategy and the emerging masterplan.
- 4.69 Overall, the council are committed to implementing these essential green infrastructure projects. This will create 52ha of semi-natural greenspace within a reasonable travel distance, based on the results of the SDMP visitor survey, of every major residential development in South east Hampshire and further improve the most visited section of the Solent's coast. Along with the projects in Portsmouth the city council are, through PUSH, progressing with a further 13 projects across the sub region. This will provide a wide variety of alternative leisure sites, ranging from country parks, new recreational routes and coastal projects, to help draw people away from European sites. These strategic green infrastructure projects should help to mitigate the recreational pressure from development across South Hampshire. If the results of the SDMP show it to be necessary, the city council, together with its partners, will also progress a comprehensive Solent wide mitigation strategy to address the issue of recreational pressure and ensure the continued protection of the sensitive European sites.
- 4.70 New green infrastructure will also be required on sites of more than 50 dwellings in the form of on-site pocket parks.

PCS13 a greener portsmouth

The city council will work collaboratively to protect, enhance and develop the green infrastructure network in the following ways:

Protect green infrastructure by:

- Refusing planning permission for proposals which would result in the net loss of existing areas of open space, as shown on map 21, and those which would compromise the overall integrity of the green infrastructure network in the city, unless there are wider public benefits from the development which outweigh the harm.
- For European sites:
 - requiring a project level HRA on any development likely to have an adverse effect on a European site either alone or in combination with other plans and projects and refusing developments which would have an adverse effect on a European site;

- recognising the importance of currently important Brent goose feeding sites and high tide wader roosts outside the site boundaries to the ecological integrity of the European sites; and
 - responding to the emerging evidence from the SDMP, the published findings and recommendations and future related research.
- For nationally designated SSSIs:
 - the city council has a duty to further the conservation and enhancement of SSSIs under the Countryside and Rights of Way Act.
- For Local Wildlife Sites and Local Nature Reserves:
 - recognising the benefits of local sites for nature conservation and its enjoyment for residents and visitors;
 - designating sites through the Site Allocations Plan;
 - resurveying designated sites periodically as well as others which could meet the criteria for selection. Such sites will be adopted through refreshes of the Site Allocations Plan and given 'candidate' status prior to that;
 - ensuring that the intrinsic habitat value of the site can be retained or enhanced through development proposals; and
 - allowing development only if it clearly outweighs the substantive nature conservation value of the site, an impact on the site cannot be avoided or mitigated and compensatory measures are provided.
- Ensuring that development retains and protects the biodiversity value of the development site and produces a net gain in biodiversity wherever possible. Any unavoidable negative impacts on biodiversity as a result of development should be appropriately mitigated.
- Ensuring that development is informed and influenced by the presence of trees on site, particularly those protected by a TPO or within a conservation area. If the removal of any tree is unavoidable because it would be in best arboricultural practice a replacement tree of at least equal value to that lost should be planted on site unless it is shown to be impractical to do so.

Enhance green infrastructure by:

- Improving the quality and multifunctionality of the city's green infrastructure assets, particularly those of low value, so that they cater for the needs of wildlife and a broad section of the community;
- Working to improve linkages in the green grid wherever possible by improving accessibility to parks and gardens by foot, cycle and public transport and providing wildlife corridors;
- Ensuring the highest play value of sites, whether they are designed specifically for play or whether they are shared open space for the whole community;
- Encouraging the provision of green roofs and green walls where appropriate as part of meeting the requirements of PCS15 Sustainable Design and Construction; and
- Improving Southsea seafront for recreational users, visitors and wildlife.

Provide new green infrastructure by:

- Requiring pocket parks on development sites of 50 dwellings or more to a standard of 1.5ha per 1,000 population; and
- Creating the Horsea Island Country Park at the Paulsgrove Landfill site.

Implementation, delivery and monitoring

- 4.71 We aim to open the country park in 2014. At this point, the initiatives the council are intending to implement can begin, volunteer groups can be formed and residents across South Hampshire will have access to a new, large country park.
- 4.72 Improvements to Southsea seafront will be guided by the Seafront Strategy and emerging masterplan. The city council hopes to be able to fund the first phase of this work with grant support from the Heritage Lottery Fund and the PUSH Green Infrastructure Implementation Plan.
- 4.73 The other proposals in this policy will mostly be implemented through the Parks and Open Spaces Strategy. Further strategies relating to sustainable planting in parks and open spaces, Waders and Brent geese, play, cycling, walking, biodiversity and the Seafront will also contribute to the implementation of the policy and the creation of a greener Portsmouth⁹. In turn, PCS13 will also implement the parts of these strategies which relate to spatial planning.
- 4.74 Management and improvement of the parks and open spaces in the city will be carried out through the implementation of the Parks and Open Spaces Strategy. This will set standards for the provision of the quantity and type of green space and ensure they are safe, easily accessible and of the highest quality. The strategy will also direct funding to the areas of green infrastructure that need it most. The strategy includes a comprehensive assessment of the city's parks and open spaces. This assessment resulted in the 1.5ha per 1000 population standard for pocket parks on larger development sites.
- 4.75 Ecological expertise within development teams, early engagement with the city council and the provision of timely ecological surveys will help to strengthen biodiversity in Portsmouth through development. A project level Habitats Regulations Assessment will often be required for developments which may have a direct or indirect impact on European sites.
- 4.76 As part of its ongoing efforts to protect and enhance Portsmouth's green infrastructure network, the city council, in partnership with other stakeholders, will regularly survey existing and potential local wildlife sites. This survey process will identify species using these sites, the extent of the habitats and what measures could be put in place to improve the site's nature conservation value.
- 4.77 Conditions will be used to protect trees on development sites. Should the removal of one or more protected trees be permitted as part of a development, a condition will be imposed requiring at least the equivalent number of new trees be planted on the site. The city council will also require developers to replace any newly planted trees that fail.
- 4.78 There is a great deal of overlap between the proposals in this policy and those in PCS15 on sustainable design and construction, and therefore implementation of the green infrastructure policy could be secured through PCS15. For example, achieving the relevant Code for Sustainable Homes or BREEAM credits relating to ecology would demonstrate a

⁹ The Solent Waders and Brent Goose Strategy, the active travel strategy, The Southsea Seafront Strategy and masterplan, The Portsmouth Biodiversity Action Plan and the Play, Sport and Culture Strategy are also adopted or in development and their implementation will help to improve the city's green infrastructure network.

scheme's contribution to ecological enhancement whilst also helping it to achieve a higher Code or BREEAM rating.

monitoring framework for PCS13 a greener Portsmouth

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To create a network of multifunctional green open space in Portsmouth for the enjoyment of residents and wildlife alike ▪ To contribute towards becoming a more sustainable city ▪ To assist in creating a strategic framework for addressing the issue of recreational disturbance along the Solent ▪ To protect and enhance biodiversity in the city 	<ul style="list-style-type: none"> ▪ Amount of open space in the city ▪ Condition of SSSIs ▪ Access to open space ▪ Area of the city covered by local nature conservation designations ▪ Progress towards delivery of the country park ▪ Open space provision complied with on sites of more than 50 dwellings

where else to look

- PPG17 Planning for Open Space, Sport and Recreation
www.communities.gov.uk/publications/planningandbuilding/planningpolicyguidance17
- PUSH Green Infrastructure Strategy - 2010
www.push.gov.uk/push_gi_strategy_adopted_june_10-2.pdf
- Parks and Open Spaces Strategy (Draft) - 2011
- Open Space and Recreation Study - 2007 www.portsmouth.gov.uk/living/12803.html
- Sustainability Appraisal - 2011
- Habitats Regulation Assessment - 2011
- The Solent Disturbance and Mitigation Project -
www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Disturbance%20and%20Mitigation%20Project/
- The PUSH Green Infrastructure Implementation Plan (in development)
- Southsea Seafront Strategy and masterplan - www.portsmouth.gov.uk/living/17346.html
- Portsmouth Biodiversity Action Plan (in development)
- The Solent Waders and Brent Goose Strategy
www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Waders%20and%20Brent%20Goose%20Strategy/

A Healthy City

4.79 The environment in which people live can impact on their health and well-being. Design of a place and location of developments can help people build physical exercise into their daily routine, improve mental health and influence their access to health, leisure and recreation facilities.

The Portsmouth Plan approach to creating a healthy city

4.80 Portsmouth has more acute health inequalities and lower life expectancies than surrounding areas. Life expectancy differs between wards in Portsmouth with people in Drayton and Farlington living on average 7 years longer than people in Charles Dickens. Portsmouth also suffers from high levels of obesity with 52% of adults classed as obese (2005) compared to a national average of 37%. Obesity is one of two major contributory factors to low life expectancy in the city.

4.81 A key aim of the community strategy and this plan is to encourage and enable healthy choices for all and provide appropriate access to health care and support. The Portsmouth plan can contribute to improving health through:

- Increasing cycling and walking rates which not only increases an individual's physical activity but also improves health through a reduction in traffic emissions, improved air quality and a reduction in road accidents (see policy PCS17: Transport);
- Protecting and enhancing green infrastructure in the city because it provides areas for people to exercise, reduces stress levels, mitigates the effects of urban heat islands and can provide areas for growing food (see policy PCS13: A Greener Portsmouth);
- Requiring sustainable designs which make more use of natural light and ventilation and can make it cheaper to heat homes (PCS15 Sustainable design and construction);
- Designing safe environments which encourage people to go out more and can also benefit mental health (PCS23: Design and construction); and
- Ensuring good access to local facilities and services which can result in increased social interaction and increased levels of cycling and walking (see policies PCS17 transport and PCS18 local shops and services).

4.82 Major new developments within the city can impact on health in a variety of ways such as noise and pollution during the construction phase and access to or from the development by walking, cycling and public transport. Health impact assessments provide a way to assess the effects on health of a development proposal and mitigate any impacts so that health inequalities are reduced and health and well-being are improved.

4.83 Health care services in Portsmouth are provided by the main hospital at Queen Alexandra in the north of the city, a planned community hospital at St Mary's in the south of the city and a network of health centres. Current access to QA hospital is not very good for those without a car with only 31% of the population within a 20 minute journey by public transport. In general the level of healthcare provision is adequate except for an existing deficiency in GP provision in the Hilsea / Copnor area. Large new developments, such as Tipner and Port Solent are likely to create a need for additional health care facilities.

PCS14 a healthy city

The council will work to create a healthy city and improve the health and well-being of its residents by:

- working with partners to tackle health inequalities within the city and reduce the gap in life expectancy between the lowest (Charles Dickens (73.9 years)) and highest (Drayton & Farlington (80.7 years)) wards;
- reducing obesity levels in the city and improving physical and mental health by increasing the opportunities for formal and informal exercise through providing open space, play, recreation and sport and leisure facilities and making it easier to walk and cycle in Portsmouth;
- working with partners to promote healthy lifestyle choices;
- improving air quality in the city through implementing the councils Air Quality and Air Pollution SPD and Air Quality Action Plan;
- improving access by public transport to Queen Alexandra Hospital and ensuring new healthcare facilities are easily accessible by all transport modes;
- maintaining a good distribution of healthcare facilities across the city including allocating sites when necessary;
- supporting appropriate proposals for new or improvements to existing health care facilities including the community hospital at St Mary's, the reprovision of a surgery in Cosham and a new GP surgery in the Hilsea / Copnor area;
- requesting Health Impact Assessments from major new development proposals.

Implementation, delivery and monitoring

- 4.84 In order to improve the health and wellbeing of Portsmouth residents the council will work in partnership with a variety of organisations within and outside the council including the National Health Service, Sport England, private developers, voluntary and community groups, the Leisure Service and Transport and Street Management Service. The council is also working with its partner authorities as part of PUSH to deliver the PUSH Green Infrastructure Strategy which aims to increase the amount of open space and access to open space within the PUSH area.
- 4.85 An obesity strategy has been produced by the LSP which sets out three main aims to tackle obesity in Portsmouth - to change the obesogenic nature of the environment in the city, to create lifestyle opportunities so making healthy choices about diet and exercise are easy and to offer help to those already burdened with obesity. The implementation of this strategy will help to deliver the aims of this policy.
- 4.86 Development management decisions using this policy together with the other relevant plan policies (PCS1: Tipner, PCS2: Port Solent, PCS3: Horsea Island, PCS13: A Greener Portsmouth, PCS15: Sustainable design and construction, PCS16: Infrastructure and community benefit, PCS17: Transport and PCS18: Local shops and services) will ensure the aims of this policy are implemented.
- 4.87 The council through its site allocations document will allocate land for new healthcare facilities in areas of deficiency, in particular the Hilsea / Copnor area and any other areas where development will create a need for such facilities. Where large developments come forward the council will work with the PCT, or any future replacement, to identify if any new

facilities will be needed and work with the developer, as part of negotiations on a planning application, to ensure these are provided.

- 4.88 The council has produced a Local Transport Plan which contains many initiatives to improve public transport accessibility and walking and cycling routes. Therefore the implementation of this plan will contribute towards promoting and increasing active travel. The LTP also includes proposals to improve accessibility to Queen Alexandra Hospital.
- 4.89 The council will continue to work closely with the LSP and the obesity strategy group to ensure obesity levels decrease and life expectancy increases.

monitoring framework for PCS14 a healthy city

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To improve the health and wellbeing of the city's residents ▪ To ensure all residents have good access to health facilities 	<ul style="list-style-type: none"> ▪ Gap in life expectancy between worst quintile and rest of PCT ▪ Obesity in reception year children ▪ Proportion of households within 10 minutes by walking / public transport of health services ▪ Number of new healthcare facilities provided

where else to look

- Obesity Strategy for Portsmouth City Council - 2008
- Vision for Portsmouth - 2008
- LTP3 - 2011
- Sustainability Appraisal - 2011
- Building Health: Creating and enhancing places for healthy active lives - National Heart Forum, Living Streets, CABI, 2007
- Guidance on creating physical environments to encourage physical activity - NICE

Sustainable design and construction

- 4.90 The past decades have taught us that economic and social growth cannot be sustained without looking after the environment, both locally and globally. As we proceed through this period of Portsmouth's development we have an opportunity to ensure that we limit the city's impact on the environment. This will be done through a multi-agency climate change strategy¹⁰ to reduce carbon emissions and ensure the city is able to adapt to that climate change which is already inevitable. The Portsmouth Plan will play a key part in implementing this strategy.
- 4.91 This policy will specifically address sustainability standards in new buildings which, together with policies on flood risk, housing density, transport, A Greener Portsmouth and A Healthy City will ensure the city develops in a sustainable way. However raising the standard of new development only partially solves the problem. The council is also implementing the Greener Homes Strategy which will raise the environmental standard of existing homes and ensure that everyone in the city can minimise their environmental impact. Failure to address these issues now will place already stressed environments under a greater burden and reduce the quality of life for current and future generations.

The Portsmouth Plan's approach to sustainable design and construction

- 4.92 The 2009 climate change predictions show that, by 2080, summers in Portsmouth will be between 2°C and 7°C warmer than they were in 1990 with winters between 2°C and 5°C warmer¹¹. Portsmouth, along with the rest of South Hampshire has also been declared an area of 'serious water stress'¹² and without measures to address the issue, there is the potential for a deficit in the supply of fresh water in the Portsmouth area.
- 4.93 However, the development associated with the Portsmouth Plan can be part of the solution rather than exacerbating the problem. A feasibility and viability study prepared to inform this policy shows that development can, and should, accommodate sustainable building standards that are in advance of, and also go beyond, those which will be in the building regulations. Additionally, given that Portsmouth is in an area of serious water stress and that 95% of household water used is subsequently discharged to the wastewater system, enhanced standards of water efficiency will be required which will reduce the impact of new development on the city's already stretched sewerage system.
- 4.94 Given the city's densely built up nature, the availability of sites for larger scale renewable and low-carbon energy generating technology are limited. The suitability of sites for renewable and low-carbon energy and associated infrastructure will be explored through the Site Allocations DPD. Suitable sites will be allocated and criteria specific to that site will be included to address any adverse impacts that the development could have.

¹⁰ www.portsmouth.gov.uk/media/STP_climatechangestrategy.pdf

¹¹ © UK Climate Projections 2009.

¹² www.defra.gov.uk/environment/quality/water/strategy/pdf/future-water.pdf

PCS15 sustainable design and construction

All development which takes place in Portsmouth must contribute to addressing climate change. Unless otherwise agreed with the city council, development must achieve at least the standards set out below:

Residential development

Year	Overall code level	Energy (dwelling emission rate)
Up to the end of 2012	3	4
2013	4	5
2014		
2015	5	
2016 onwards	6	6

Proposals for 10 or more dwellings (gross) must use Low or Zero Carbon (LZC) energy technologies to reduce the total carbon emissions from each dwelling as part of the selection of measures to meet the overall Code for Sustainable Homes level.

Up to the end of 2012 there must be a 10% reduction in carbon emissions as a result of this method of supply. From 2013 onwards, there must be a 15% reduction in carbon emissions.

Residential conversions

Conversions yielding one unit or more should achieve Ecohomes or BREEAM Domestic Refurbishment 'very good' standard.

Non-domestic development

An 'outstanding' design according to the Building Research Establishment's Environmental Assessment Method (BREEAM) will be encouraged wherever possible in non-residential developments. However, all non-domestic development with a net increase in floorspace of more than 500m² should contribute to addressing climate change in Portsmouth and, unless otherwise agreed with the city council, must achieve at least the following BREEAM standards:

Year	Overall BREEAM standard
2011	Very good
2012	
2013	Excellent
2014	
2015	
2016 onwards	

Non-domestic development must also use LZC energy technologies to reduce the total carbon emissions from the development by 10% as part of the selection of measures to meet the overall BREEAM level.

Additional standards

The following standards will also be required from all development:

- Private amenity space should be provided for as part of all new build residential units;
- Site layout and building design should maximise solar efficiency; and
- Development should include recycled construction material as part of the development.

Flexibility

The standards achieved should be as detailed above, though are a matter for negotiation at the time of the planning application, having regard to abnormal costs, economic viability, the feasibility of meeting the standards on a specific site and other requirements associated with the development.

Implementation, delivery and monitoring

- 4.95 An SPD will guide the implementation of this policy and the city council will also explore the issue of a carbon offset fund. This would allow developers who find that it is not feasible to meet the prescribed energy requirements in PCS15 on-site to meet them through contributing to a fund which will be used specifically to reduce carbon emissions in Portsmouth.
- 4.96 In addition, sustainable design and construction are relatively new areas of planning and development and are subject to constant change due to technological advancement. The overall standards of PCS15 are based on levels of the Code for Sustainable Homes, EcoHomes and BREEAM, which are nationally recognised standards for sustainable buildings. Should these assessment methods be replaced or substantially changed in the future, the city council will amend the framework and structure of the policy through a supplementary planning document to ensure that the requirements of the policy are consistently achieved. This ensures that the policy is able to flexibly adapt to a change in national standards, without having to trigger a review of the Portsmouth Plan.
- 4.97 Incorporation of the principles of sustainable design and construction should take place at the inception of development proposals so as to ensure that complex, expensive retrofitting of designs are not necessary. It may be prudent for developers to arrange for appropriate studies and ensure their development team incorporates specific expertise on sustainable design and construction. Before planning applications are validated by the city council a pre-application estimator (or a design stage certificate if available) will need to be submitted with the application along with a covering letter from the registered assessor. A condition will be attached to any permission to ensure that buildings cannot be used until the post-construction certificate has been submitted to the city council.

monitoring framework for PCS15 sustainable design & construction

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ Ensuring the highest environmental standards in new buildings (both residential and non - domestic) and reducing the city's carbon emissions ▪ To contribute to regional and national renewable energy targets ▪ To ensure new residential development includes access to private amenity space 	<ul style="list-style-type: none"> ▪ Number of new homes meeting Code for Sustainable Homes and / or BREEAM standards ▪ Number of new non-domestic developments meeting BREEAM standards ▪ 30% reduction in the carbon footprint of the city council from 2010/2011 by 2016/2017

where else to look

- PPS1 Delivering Sustainable Development
www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement1
- Code for Sustainable Homes: Technical Guidance 2010
www.planningportal.gov.uk/uploads/code_for_sustainable_homes_techguide.pdf
- BRE Environmental Assessment Method for Buildings
www.breeam.org/podpage.jsp?id=369
- Sustainability Appraisal - 2011

Infrastructure and community benefit

4.98 Up to 2027 large amounts of development are planned for the city including 243,000m² of employment floorspace and 420-490 homes a year. This additional development and resulting population will place pressure on existing infrastructure or create a need for new infrastructure.

The Portsmouth Plan approach to infrastructure and community benefit

4.99 An Infrastructure Delivery Plan (IDP) accompanies this strategy and sets out all the infrastructure needs associated with its implementation, together with how these items will be delivered and how they could be funded. It identifies both those facilities that are needed city wide and those that are needed to support particular strategic development sites. Appendix 2 sets out all the projects that are critical to deliver this plan and map 22 indicates the location of the infrastructure projects.

4.100 As well as being a useful planning tool for the city council and its partners, the IDP has also helped to determine the amount of charge to be levied on development to contribute towards the cost of infrastructure.

4.101 New development in the city should also provide community benefits where this is appropriate and necessary. Types of community benefit could include improving skills levels in the city through the provision of skills training related to the type of new development or the use of local labour in construction.

PCS16 infrastructure and community benefit

The city council will work with its partners to bring forward infrastructure required as a result of this strategy as set out in Appendix 2.

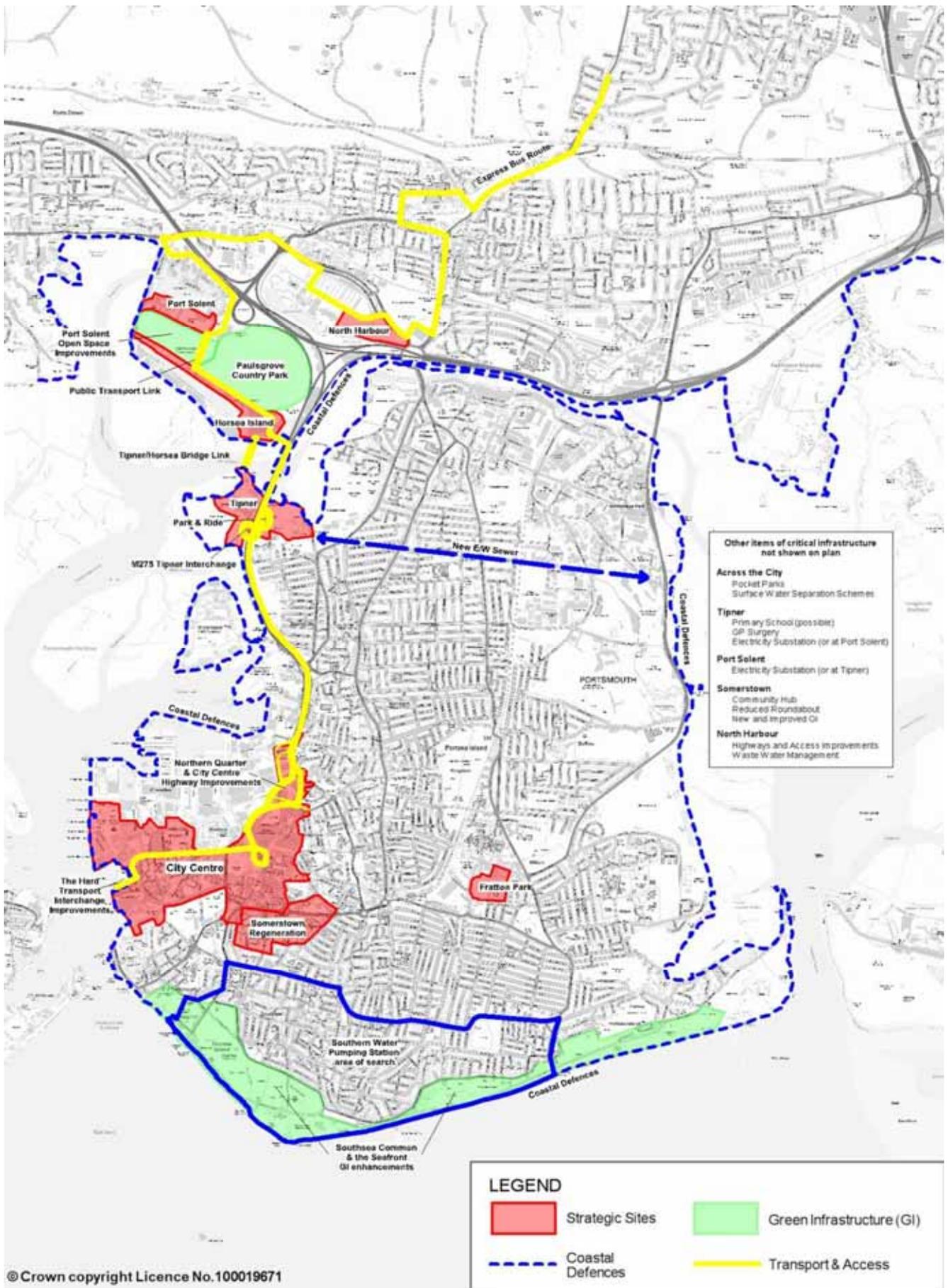
Development will be required to provide or contribute towards the provision of infrastructure needed to support it. Development will also be required to provide or contribute towards community benefits related to the development.

Where new infrastructure is needed to support new development, the infrastructure must be operational no later than the completion of the development or phase of development for which it is needed.

Implementation, delivery and monitoring

4.102 The city council has set out the mechanisms for delivering the infrastructure needed to support the Portsmouth Plan in its IDP.

4.103 As well as direct delivery through public funding and partnership working, the city council will expect developers to make a contribution towards infrastructure provision as set out in its charging schedule.



Map 22 - infrastructure projects

- 4.104 The Community Infrastructure Levy (CIL) Regulations was introduced in April 2010. The CIL is a standard charge that applies to all new development within an area, and local authorities can choose whether or not to bring in a charging system based on CIL. The city council intends for CIL to be one of the main mechanisms to ensure that the infrastructure needed to facilitate development is provided.
- 4.105 Section 106 agreements will still be used for infrastructure requirements on development sites, such as local access, on site open space, connection to services and some off site requirements for individual sites. Equally, the provision of affordable housing will continue to be secured via section 106 agreements.
- 4.106 Progress on the delivery of infrastructure to serve planned development will be reviewed as part of the annual monitoring report.

monitoring framework for PCS16 infrastructure & community benefit

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To ensure the infrastructure is delivered to accommodate growth in the city 	<ul style="list-style-type: none"> ▪ Provision of critical infrastructure as set out in Appendix 2 ▪ Level of CIL collected towards critical infrastructure projects ▪ Funding identified and secured for infrastructure projects

where else to look

- PPS12 Local Spatial Planning www.communities.gov.uk/publications/planningandbuilding/pps12sp
- Infrastructure Delivery Plan - 2011 www.portsmouth.gov.uk/living/19934.html
- Vision for Portsmouth - 2008
- Planning Obligations SPD - 2008 www.portsmouth.gov.uk/living/12751.html

Transport

4.107 Transport is an enabler of activity, and has a key role to play in building vibrant local communities, underpinning and enabling regeneration and the move towards an environmentally sustainable future.

The Portsmouth Plan approach to transport

4.108 Portsmouth has many attributes which give it significant advantages in the development of a sustainable transport system. In particular its density, flat topography and temperate climate encourage and enable sustainable travel choices.

4.109 Encouraging the integration of these modes into daily journeys within the city is a key way of tackling the growing issue of childhood obesity within the city: recent statistics suggest that 25% of 5 year olds in Portsmouth are overweight or obese and this figure is increasing steadily. The figure is higher for adults, where 60% are considered to be overweight or obese and again this figure is on the increase¹³.

4.110 However, transport also has the potential to be damaging to health through road traffic injuries and pollution, especially for those living near to transport corridors. Progress has been, and continues to be, made in reducing the numbers of people killed or injured in road collisions. Significant progress has been made in reducing the number and severity of casualties from road collisions, through an extensive programme of education, enforcement, engineering, and encouragement, as well as innovative measures such as the introduction of a 20mph limit on the majority of residential streets in Portsmouth. There is an overall downward trend in the severity and number of casualties from road collisions, despite fluctuations year on year.

4.111 Localised air quality issues in Portsmouth are improving, as evidenced through the revocation of 8 of the 13 Air Quality Management Areas identified in the 2006 Local Transport Plan 2¹⁴. However, accounting for 16.4% of carbon emissions¹⁵, vehicular transport is a major contributor to environmental degradation, affects health of residents and can have an adverse effect on the ecological integrity of European sites. Initial work on the likely contribution from roads to concentrations of nitrogen and ammonia oxides and the deposition rates of nitrogen and total acid on European sites has been completed. The city council is working with other local authorities in South Hampshire to develop the sub regional transport model which will provide the necessary traffic information and emissions modelling to more accurately predict the effect on the European sites. The council will support any further work which is required to model and implement any required avoidance or mitigation measures as a result of the effect of air quality. Interventions to promote active and public transport modes reduce the reliance on the private car, reduce the environmental impact of transport, and have an essential role to play in improving air quality and reducing carbon emissions in the city.

¹³ www.changeforchildren.co.uk/uploads/Portsmouth_Obesity_Part_1.pdf

¹⁴ www.portair.co.uk/Quality/87.htm

¹⁵ UE Scoping Report p 35

- 4.112 With the majority of the city being developed on Portsea Island, and only three roads linking Portsea Island to the mainland (M275, A3, A 2030), there is significant potential for congestion, with pockets of severe congestion at peak times, leaving the network vulnerable when unexpected incidents occur¹⁶. The majority of traffic entering the city in the morning peak is concentrated on the M275, carrying just under half (46%) of all inbound traffic.
- 4.113 It is along this Western Corridor into Portsmouth where the majority of regeneration through housing and commercial growth is anticipated to take place, and as such has been the focus of a specific Transport Study. The Western Corridor Transport Study (WCTS) found that the planned development for Portsmouth would lead to a 41% increase in inbound traffic to Portsmouth at the am peak, the majority of which would be along the M275 and western corridor. This increase in traffic will lead to congestion and delays creating problems for businesses, bus reliability, freight/delivery operations and air quality. The study put forward a package of measures to reduce problems caused by an increase in traffic based around improving public transport and introducing new Bus Rapid Transport (BRT) routes, implementing schemes for pedestrians and cyclists, specific highway improvement schemes for each of the strategic sites (Tipner, Port Solent, Horsea Island and North Harbour), including a Tipner - Horsea Island bridge link to enable better public transport access between the two sites and into the city centre and a series of smarter choices initiatives. The WCTS assumed the implementation of the revised highways arrangements that formed part of the approved redevelopment proposals for the northern part of the city centre. However, those proposals will not be implemented in the form that was previously approved and the opportunity to reassess the highway layout has arisen. The Core Strategy proposes a revised layout which will benefit all modes of transport and the ability to access the city centre and beyond, as set out in the plan text and policy referring specifically to the city centre. The revised highway arrangements will be necessary to facilitate the major development proposals for this part of the city centre.
- 4.114 The regeneration and economic success of Portsmouth is also dependant upon the reliability of the sub regional strategic road network, enabling people, freight and goods to access the city with ease. Because of this, and the fact that transport challenges cross political boundaries, Portsmouth City Council has joined forces with Southampton City Council and Hampshire County Council to form Transport for South Hampshire to develop and deliver transport improvements for this functional economic area. The future transport strategy for South Hampshire is set out in the Local Transport Plan 3 (LTP3), 2011-2031, which has been prepared by Portsmouth and Southampton City Councils and Hampshire County Council as Transport for South Hampshire.
- 4.115 The Portsmouth LTP 3 sets out the following vision for transport within the sub region:
“A resilient, cost effective, fully-integrated sub regional transport network, enabling economic growth whilst protecting and enhancing health, quality of life and environment.”

¹⁶ SEA Scoping Report p 24

- 4.116 It includes a series of seven challenges which are faced across the sub region;
- Securing funding to deliver transport improvements during what is expected to be a prolonged period of public-sector spending restraint;
 - Ensuring the timely delivery of transport infrastructure to support housing and employment growth and regeneration opportunities;
 - Ensuring continued reliable transport access to the sub region's gateway ports and airport;
 - Maintaining the existing transport network and its resilience to the effects of extreme weather events;
 - Widening travel choice to offer people reasonable alternatives to the private car for everyday journeys and reducing the need to travel, moving towards a low-carbon economy;
 - Managing the existing transport network to ensure that journey time reliability is maintained and improved to help support economic competitiveness, regeneration and growth; and
 - Mitigating the adverse impacts of transport activity on people, communities and habitats.

4.117 Within the strategy seven outcomes have been developed which are;

- Reduced dependence on the private car through increased number of people choosing public transport and active travel modes i.e. walking and cycling;
- Improved awareness of the different travel options available to people for their journeys, enabling informed choices about whether people travel and how;
- Improved journey time reliability for all modes;
- Improved road safety within the sub region;
- Improved accessibility within and beyond the sub region;
- Improved air quality and environment, and reduced greenhouse gas emissions;
- Promoting a higher quality of life.

4.118 These outcomes will be achieved through a package of 14 multi-modal policies, each containing a basket of delivery options. Included within the package of policies is the need to safeguard land for the development of transport infrastructure to support major developments, for example, the new motorway junction on the M275, and the provision of a bridge link from Tipner to Horsea Island. Land has also been safeguarded in the city for new railways stations as part of promoting alternatives to the private car.

4.119 The joint Strategy will be supported by an authority specific implementation plan. The Portsmouth implementation plan details the specific Portsmouth schemes to be taken forward to deliver the Strategy.

PCS17 transport

The council will work with its partners to deliver a strategy that will reduce the need to travel and provide a sustainable and integrated transport network, which will include:

- Encouraging development in areas around public transport hubs and along corridors where there is good access not only to public transport but also to goods and services. Locating development where there is the potential to improve accessibility for all through walking, cycling and by public transport;
- Continue partnership working within the sub region as part of Transport for South Hampshire to enable the challenges affecting the sub region to be addressed effectively;
- Safeguarding land for:
 - A new interchange facility at Portsmouth & Southsea station (to be delivered as part of Station Square development)
 - Improved interchange facilities at The Hard
 - Land for future stations at Farlington and Paulsgrove
 - Land for Park and Ride facilities at Tipner, including a new junction on the M275 for access, and Farlington
 - All modes bridge between Tipner and Horsea Island
 - A new road layout for north of the city centre (see map 9)
- Implementing highway improvements associated with the strategic sites;
- Promoting walking and cycling and improved integration with other modes;
- Creation of Bus Rapid Transit (BRT) routes in the short to medium term, with support for the implementation of a sub regional BRT linking Gosport, Fareham, North Fareham SDA and Portsmouth (including Port Solent and Queen Alexandra Hospital) in the longer term;
- Requiring travel plans from major new residential, business and retail development and schools; and
- Parking standards for new development are set out in a Supplementary Planning Document and Appendix 9 of the Local Plan.

Implementation, delivery and monitoring

- 4.120 Development management decisions will play a part in ensuring that the transport objectives of locating development in accessible locations, requiring travel plans and meeting parking standards are achieved.
- 4.121 The promotion of cycling and walking in the city will be met through implementing schemes in the LTP3: Implementation Plan to create a safer environment for walking and cycling. The longer term plans in LTP3 aim to promote active travel which may be included in future LTP3: Implementation plans. A walking strategy is being prepared to identify problems and put forward actions to increase walking in the city. The city council's Sustainable Transport team carry out initiatives to support cycling and walking such a "Commuter Challenge". The city council has also put in a bid for the Local Sustainable Transport Fund to improve access in to and within central Portsmouth which includes projects for cycling and walking.
- 4.122 BRT phase 1 from Fareham to Gosport is currently under construction and further phases, including Fareham to Portsmouth, will be developed once funding is available.

- 4.123 Transport schemes associated with the strategic sites (new city centre road layout, the bridge, Tipner motorway junction, park and ride and highway improvements) are dependent on securing funding. More information is contained in the individual policies for these sites, PCS1, PCS2, PCS3 and PCS4.
- 4.124 The remaining transport schemes will be implemented through partnership working with transport operators, landowners and developers when funding becomes available.
- 4.125 With the current financial situation there will be significantly less funding made available for local transport plans in the future. There is a need, therefore, to prioritise schemes in order to ensure that the highest value schemes, in terms of benefits, are taken forward.
- 4.126 To implement the transport proposals the city council will utilise a variety of public and private funding sources, including developer contributions, Government Funding Grants, and Local Transport Plan settlements. In addition the council will investigate the possibility of using TIF to fund the transport infrastructure necessary to deliver specific development proposals.
- 4.127 The bridge link from Tipner to Horsea Island risks impacting on protected bird species which move between Portsmouth and Langstone Harbours. The extent and severity of the impacts cannot be accurately established based on currently available information. However the behaviour of birds in relation to the current M275 bridge suggests that the habitats of greatest value are around Tipner Lake. As a result, birds are likely to move mainly between Langstone Harbour and Tipner Lake and so there would only be a minimal risk of collision mortality from the new bridge. However, as full details of the bridge link are not currently available, it is not possible to conclude with absolute certainty that a significant effect on the ecological integrity of Portsmouth Harbour and possibly Langstone and Chichester Harbours SPAs can be avoided. As a result, future design and optioning exercises of the bridge should pay particular attention to the potential adverse effects on European sites in order to ensure that the project is compliant with the Habitats Regulations and is thus deliverable. The city council has modelled the impact of development on the transport systems and proposed a package of measures to mitigate the impact of development on the road network. The preferred strategy to mitigate these impacts, package 2a of the Western Corridor Transport Strategy, with the addition of two express bus routes, is set out at Appendix 5 of this plan. The preferred package of transport interventions has been modelled as a package and it may prove to be the case that individual elements of the package are not delivered. If this is the case the city council would need to look at alternative transport solutions and model the impact of these as part of a package. It is envisaged that this would occur as part of the review process for the Portsmouth Plan and/or Local Transport Plan 3.

monitoring framework for PCS17 transport

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To improve public transport, cycling and walking in the city ▪ To ensure developments are located in accessible locations ▪ Delivery of the transport measures set out in Appendix 5 	<ul style="list-style-type: none"> ▪ Short term (within 5 years) - junction improvements at Tipner and Port Solent, all elements of the Tipner major scheme bid, pedestrian and cycle schemes between QA Hospital and the City Centre. ▪ Medium - long term (5 years and beyond) - provision of the Tipner - Horsea bridge, provision of 2 new 'Zip' bus routes, local bus service improvement, new bus only link road between Port Solent and Horsea Island, improvements specifically for Lakeside, improvements for the wider Western Corridor, smarter choices to support the preferred strategy ▪ Peak Period Traffic Flow ▪ Proportion of trips made by non car modes ▪ Non residential development in high accessibility zones ▪ Percentage of new residential development within 10 minutes walk / public transport of a school and major retail centre ▪ Progress towards transport proposals

where else to look

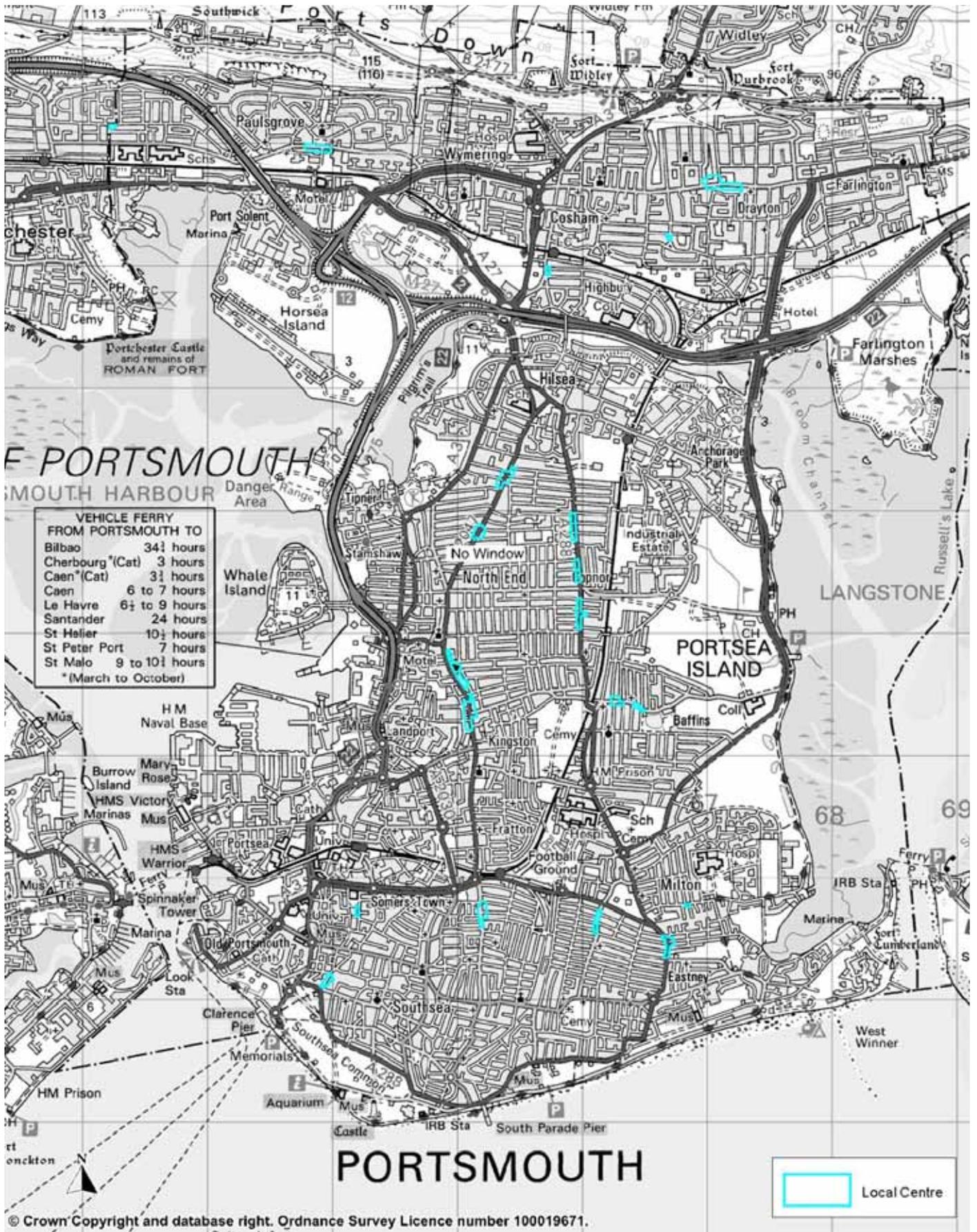
- LTP 3 - 2011
- Western Corridor Transport Strategy Report - 2010
www.portsmouth.gov.uk/living/18190.html
- The Conservation of Habitats and Species Regulations 2010 (The Habitats Regulations)

Local shops and services

4.128 Local centres along with local shops and services play a vital role in providing for the day to day needs of those living nearby. They are often used to 'top up' weekly shops and ensure that residents are able to access everyday essentials such as fresh produce, newspapers and other everyday essentials within a short distance of home and without the need to use a car.

The Portsmouth Plan approach to local shops and services

- 4.129 The city's local centres are the lowest tier of designated town centre and the strategy for these centres is to preserve their role as local service hubs. A maximum limit of 500m² gross will be applied to units in local centres to prevent development taking place which would be more suitable for higher order centres.
- 4.130 Although the city council recognises the importance of its town centres and has put in place robust policies to protect their role and function, concentrating all town centre uses into the defined centres might actually mean that people have to travel further to get to a shop, take-away or their place of work. One of the benefits of being such a densely built up city is that many out-of-centre locations are within easy reach of large numbers of people and are more accessible than some town centre locations.
- 4.131 A threshold of 280m² net floorspace has been set for out-of-centre shops and services, reflecting the threshold of the Sunday trading laws. As is shown in the 2009 Shopping Study Update stores above this size are more likely to serve larger car-borne catchments and the 'weekly shop'. Thus this approach facilitates the provision of shops and other town centre uses that are clearly designed for local needs and ensures that developments intended to serve a wider need are directed to larger town centres.



Map 24 - local centres

PCS18 local shops and services

The following retail areas will make up the city's network of local centres:

Allaway Avenue	Locksway Road
Castle Road	London Road (North)
Copnor Road (North)	London Road (South)
Copnor Road (South)	Portsmouth Road
Eastney Road	St James's Road *
Fawcett Road	Tangier Road
Havant Road, Drayton	Tregaron Avenue
Kingston Road	Winter Road
Leith Avenue	

The following local centres will come forward as part of the key development areas. Once complete, the provisions of this policy will apply.

Port Solent (the Boardwalk)
Tipner (Tipner East)
Grosvenor Street *

*Once Somerstown and North Southsea's new local centre at Grosvenor Street is complete, St James's Road will cease to be a designated local centre.

Development will help local centres to continue fulfilling their role and so must meet the following criteria:

- Shopping (A1) uses up to 500m² will be encouraged throughout all of the local centres;
- Other town centre uses will be supported provided that:
 - The local centre would continue to provide for the local top-up shopping needs of nearby residents and there would not be an over-concentration of non-shopping uses in the local centre as a whole or in the vicinity of the proposed development; and
 - There is no unacceptable adverse impact on the amenity of adjoining or nearby residents, taking into account the cumulative impact of other similar uses nearby.
- Above the ground floor, residential (C3) and office (B1a) uses will be encouraged, but not at ground floor level.

Proposals for town centre uses in out-of-centre locations will have to follow national policy regarding town centre uses, including the sequential test. Proposals for town centre uses of less than 280m² net floorspace will be exempt from this.

Implementation, delivery and monitoring

4.132 A supplementary planning document will aid the development management process by describing more fully the means by which the city council will ensure that proposals fully accord with PCS18. This process will be aided by a 'health check' which the city council performs on all town centres every year to assess the vitality and viability of the centre. This includes measuring the level of vacancies and the level of provision of each use class in each centre.

4.133 When permitting applications for small scale out-of-centre developments under this policy conditions may be used to limit the size of the net sales area.

monitoring framework for PCS18 local centres

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> To ensure local shops continue to provide essential services to their local communities 	<ul style="list-style-type: none"> Total amount of A1 frontage in each local centre Total amount of A3, A4 and A5 frontage in each local centre Total amount of vacant shop frontage in each local centre Mix of uses within each local centre

where else to look

- PPS4 Planning for Sustainable Economic Growth
www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement4
- Portsmouth Shopping Study Update - 2009 www.portsmouth.gov.uk/living/16972.html

PART 5

DEVELOPMENT MANAGEMENT POLICIES

Housing mix, size and the provision of affordable homes

- 5.1 There is a need to plan for and provide a variety of housing throughout the city to provide a choice of high quality homes and to create inclusive and mixed communities. In recent years, rising property prices have prevented many households from securing suitable accommodation. Furthermore, the highly constrained and densely populated nature of the city, together with the increase in demand for flats in the private sector in the early - mid 2000's, has resulted in a larger proportion of flatted developments coming forward.
- 5.2 Portsmouth is facing an ageing population; over the next 20 years the number of people aged 65 or over is expected to increase by 21%. This will have implications for the type of housing needed in the future.
- 5.3 In line with the vision and objectives of the Core Strategy, this policy strives to ensure that everyone in Portsmouth has an opportunity to live in a decent home which they can afford in a community where they want to live. To achieve this, the council will require larger properties and a more varied mix of dwelling types and sizes than has been achieved in the recent past as well as a sufficient supply of affordable housing¹⁷.

The Portsmouth Plan approach to housing mix

- 5.4 Of all new homes built in the city from 2001-07, 84% were flats, of which almost two thirds had two bedrooms. This form of accommodation is vital for certain sections of the population such as those entering the housing market for the first time. However, the number of new larger properties has dwindled to the detriment of those who require dwellings of three bedrooms or more including families that have out-grown their existing property.
- 5.5 Evidence from the 2006 South Hampshire Housing Market Assessment (HMA) (Part II) suggests that the number of people who will be likely to require larger properties in the city will increase over the plan period with significant predicted growth in one person and 'other' households (typically unrelated multi-person households) and a considerable increase in the amount of couple households. It recommends that 40% of new dwellings across the city should have three or more bedrooms whilst the remaining 60% should be split between one and two bedrooms.
- 5.6 On each site developers should seek to deliver a target of 40% family homes. Family homes refer to dwellings of three bedrooms or more. However, it is acknowledged there are a number of variables that can affect the ability of a site to accommodate larger family sized dwellings. For example, in areas where high density development is expected it may not be possible to produce the desired amount of larger housing units. Developers should provide reasoned justification if they cannot reach this target.
- 5.7 The provision of more family housing will offer more local choice to families who otherwise may have to look outside of Portsmouth for suitable housing. This policy will therefore contribute to the development of sustainable communities.

¹⁷ Affordable housing is defined in PPS3. It includes social renting (from councils and housing associations) and intermediate tenures that are priced at between social and market housing. One example is housing that is part-rented and part-purchased, known as shared ownership.

- 5.8 Portsmouth's Joint Accommodation Strategy for Older People (2006-2016) highlights the need for a variety of accommodation types for the elderly as a result of an ageing population. The strategy predicts that there will be gaps in the provision of extra care housing, residential care and nursing care. Some of these gaps could be met through the reconfiguration of care services such as providing more care for people within their own homes, however the need for nursing care cannot be accommodated in any other way. Therefore over the course of the plan period the council will need to work with its partners to ensure the provision of suitable types of elderly accommodation and allocate sites, if necessary, in the Site Allocations DPD.
- 5.9 Portsmouth's Ageing Population Strategy (2010) aims to create an age friendly city by 2020. One element of this is to provide a range of housing options for older people that are adapted to their personal needs and to encourage the development of enough extra care homes and modern fit for purpose nursing provision.

The Portsmouth Plan approach to housing size

- 5.10 This policy will also ensure that the internal space of new dwellings is increased over what has recently been delivered in the city. In line with national trends, the size of new dwellings has been reducing over recent years with the Royal Institute of British Architects noting that the average size of an average new dwelling in the UK is smaller today than the equivalent built in the 1920s.
- 5.11 The Planning and Compulsory Purchase Act 2004 compels local authorities to contribute toward sustainable development. To this end, Planning Policy Statement 1 contains provisions to achieve this, such as "recognising the needs and broader interests of the community to secure a better quality of life for the community as a whole" and ensure plans do not "focus on the short term or ignore longer term impacts and the needs of communities in the future"¹⁸. Furthermore, Planning Policy Statement 3 states the government's objective to ensure everybody has the opportunity to live in a decent, affordable home in a community where they want to live¹⁹. Together with other policies targeted at achieving sustainable development, setting internal space standards has become a viable option to ensure housing is of a decent size and therefore future proofed²⁰.
- 5.12 Further evidence from the Commission for Architecture and the Built Environment suggests that the market alone does not supply homes with space that residents require and that this disproportionately affects those on lower incomes. Providing larger dwellings can result in more personal and private space in the home which can contribute to improved health and wellbeing. For example, segregation of activity in a dwelling can provide areas for relaxation without compromising other people's enjoyment of the home.
- 5.13 The introduction of space standards will ensure internal floorspace in new developments is commensurate to the number of people the dwelling is designed to accommodate. This is important to ensure that family housing of three bedrooms or more is of a sufficient size for the number of people the unit can house and could bring the positive benefits to health and wellbeing outlined above. It will also improve the size of one and two bedroom houses and flats and therefore improve the chances for more people to live in a good sized home.

¹⁸ Planning Policy Statement 1, paragraph 26

¹⁹ Planning Policy Statement 3, paragraph 9

²⁰ Housing Space Standards report for the GLA, HATC Limited

- 5.14 The council will require all dwellings in the city to be built to the same minimum size standards required for affordable housing, as set out in the PCC document, "Providing affordable housing in Portsmouth"²¹. This will apply wherever possible to both private and publicly funded dwellings and for the sub-division of existing dwellings. The council will provide further detail and clarification on space standards in a future housing SPD.

The Portsmouth Plan approach to the provision of affordable housing

- 5.15 The affordability of housing and the provision of affordable homes are highlighted in the PUSH Housing Market Assessment (HMA) as significant issues across South Hampshire. Market housing remains out of reach of many in Portsmouth partly because the median weekly pay for wage earners is below both the national and regional averages.
- 5.16 The 2005 Housing Needs Study for Portsmouth showed a shortfall of 2964 affordable units per annum, over four times the overall target for housing delivery for the city. Since 2008, house prices have fallen sharply as a result of the recession and the affordability ratio for Portsmouth²² has fallen from a peak of 7.38 in 2007 to 5.44 in 2009, showing improved affordability. It is nonetheless important to consider that 2010 house prices in the city remain double what they were a decade ago whilst the affordability ratio has gone up by more than a third. Even after the recent improvements the gap between what the average household can afford and the average house price in the city is more than £18,000²³. Consequently, the affordability of housing remains a key issue in Portsmouth and on the basis of need alone the provision of affordable housing, to provide for those who cannot afford to secure a property on the open market, should be maximised.
- 5.17 The viability of housing development must also be taken into account as there is a demand for a step change in the delivery of all tenures of housing. The HMA found that on the basis of need alone, a target of 40% provision would be entirely justifiable. However, the 2010 Portsmouth Affordable Housing Viability Study Update determined that an overall target of 30% provision would help to address the sizeable level of need which exists whilst also ensuring that the supply of affordable housing does not render developments unviable.
- 5.18 Within this provision the PUSH affordable housing policy framework indicates a need for two thirds social rented housing and one third intermediate products. However, the council will need to be flexible in the type of affordable housing sought, to ensure as much as possible can be provided. On-site provision of affordable housing 'pepper potted' around the site will always be sought by the city council. Distributing affordable units in this way avoids social exclusion, helps to create mixed communities and is encouraged by national policy.

²¹ Providing Affordable Housing in Portsmouth is available from the City Council website

²² Lower quartile house prices:lower quartile earnings. Figures given are from Communities and Local Government housing statistics.

²³ Derived by combining a mortgage of three times the city's 2009 average household income, combined with a deposit of 20% of the average house price for June 2010 and compared with the June 2010 average house price.

PCS19 housing mix, size and the provision of affordable homes

Housing mix*

The provision of accommodation should meet the needs of families and larger households. Therefore developments should achieve a target of 40% family housing where appropriate.

Whilst developers should strive to meet this target, it is acknowledged that the appropriate number of family sized dwellings on a site is dependent on both the character of an area, the site and viability of a scheme.

The council will also encourage an increase in the amount of housing suitable for the elderly (sheltered accommodation, extra care housing, residential homes and nursing homes).

Housing size*

All new development and housing conversions should be of a reasonable size appropriate to the number of people the dwelling is designed to accommodate. Therefore, apart from in exceptional circumstances where it can be shown that the standards are not practicable or viable, all new dwellings and conversions should meet Portsmouth City Council minimum space standards for internal floorspace.

These standards will be kept under review to ensure an appropriate balance of dwelling size is achieved and maintained across the city.

* The requirements for housing mix and space standards do not apply to developments made up entirely of sheltered accommodation, extra care, or purpose built student housing.

Provision of affordable housing

All proposals for additional housing which would create a net increase of eight dwellings or more must make provision for sufficient affordable housing which will contribute to meeting the identified need in the city. Unless otherwise agreed with the city council, affordable housing should be provided at the following proportions:

Net increase in dwellings	Provision of affordable housing
8-10	20%
11-14	25%
15+	30%

The tenure mix of the affordable units should be 70% social rented and 30% intermediate products. In all cases where provision of affordable housing is required, on-site provision will be sought which mirrors the market element in terms of mix, size and type of dwellings.

The actual amount, mix, tenure and distribution of affordable housing should be as detailed above. There are occasionally specific circumstances associated with a development which would render it unviable if the required amount and type of affordable housing is provided. In such situations the council will negotiate with the developer so that the maximum amount and best mix of affordable housing can be provided whilst maintaining the scheme's viability, based on current land

values. In such situations, developers will have to present robust evidence that it would not be feasible or viable, so that it can be closely scrutinised and validated. In such situations, developers will be expected to provide as much affordable housing as would be possible without rendering the scheme unviable.

In exceptional circumstances, where it is not practical or viable to provide on-site affordable housing, provision will be sought on an alternative site. A financial contribution towards securing affordable housing elsewhere in the city will only be considered when both on- and off-site provision has been shown to be impossible. The charging scheme for off-site affordable housing is set out in the Planning Obligations SPD.

Affordable housing will not be required from care/nursing homes or from student accommodation. Affordable housing will be required from sheltered accommodation.

Implementation, delivery and monitoring

- 5.19 An SPD will be produced to effectively guide the development management process relating to housing. This will cover the requirements relating to housing mix, size and the provision of affordable homes together with those of the housing density policy.
- 5.20 It is vital that developers engage in pre-application discussions with the planning authority and the specialist Housing Enabling team to discuss their affordable housing proposals. These pre-application discussions will ensure that requirements for the development are fully understood by all, and that development contributes to an increased amount of affordable housing in Portsmouth which is delivered at an appropriate size and mix.
- 5.21 The council will always seek the maximum reasonable amount of affordable housing in new developments, so as to meet the identified need in the city. However, if there are specific circumstances associated with the development which would render the development economically unviable the council will negotiate over the amount and type of affordable housing. In such situations, developers will be expected to freely disclose the scheme's financial details to the council so that they can be closely scrutinised and validated. The council will conduct a robust and rigorous analysis of the financial viability of the proposed scheme and will only negotiate on this basis when it is satisfied that the full amount of affordable housing cannot be provided. In such situations, developers will be expected to provide as much as would be possible without rendering the development unviable. If it is necessary for the council to obtain independent advice on the financial viability of a scheme then applicants will be expected to meet the costs of this independent assessment.
- 5.22 It is considered that the provisions of this policy will ensure that new development in Portsmouth creates sustainable communities providing a variety of decent sized housing.

monitoring framework for PCS19 housing mix, size and the provision of affordable homes

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To increase the amount of affordable homes in the city ▪ To provide more family homes of 3+ bedrooms ▪ Ensure all new homes have sufficient internal living space 	<ul style="list-style-type: none"> ▪ Gross affordable housing delivered per year ▪ Number of new 3 bedroom family homes (on average 40% of total dwellings delivered per year) ▪ Average internal size of new dwellings ▪ Percentage of qualifying applications providing affordable housing

where else to look

- PPS3 Housing www.communities.gov.uk/publications/planningandbuilding/pps3housing
- Portsmouth Ageing Population Strategy 2011
www.portsmouth.gov.uk/media/Ageing_Population_Strategy_October_2010_FINAL.pdf
- Providing affordable housing in Portsmouth - 2008
www.portsmouth.gov.uk/media/HHSC_comhsg_hsgdev-apr08.pdf
- Affordable Housing Economic Viability Study update - 2010
www.portsmouth.gov.uk/media/Portsmouth_CC_viability_Study_Update_2010.pdf
- Strategic housing market assessment - www.push.gov.uk/work/housing-and-planning/housing-market-assessment.htm

Houses in multiple occupation (HMOs): ensuring mixed and balanced communities

- 5.23 National planning policy guidance (PPS1 and PPS3) provides the context for local planning policy to ensure that mixed and balanced communities are developed in the future and to avoid situations where existing communities become unbalanced by the narrowing of household types towards domination by a particular type, such as shared housing (HMOs).
- 5.24 PPS1 encourages development that 'supports' existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities' (page 3). It also requires that development plans 'ensure that the impact of development on the social fabric of communities is taken into account (page 7). PPS3 supports the role of development plans in promoting mixed communities and ensuring that a wide range of household needs are catered for.
- 5.25 While the contribution of HMOs to meeting the city's accommodation needs is recognised, particularly as a source of housing for people on low incomes, those on benefit payments and those starting off in the economy as young professionals, the potential negative social, environmental and economic impacts of high concentrations of HMOs on communities have been widely discussed.
- 5.26 The city council's private sector housing conditions survey (2008) notes that HMOs occur at a significant rate in Portsmouth, driven by the student population and residents on low incomes. In 2007/08 it was estimated that 5.1% of the dwellings in the city were HMOs compared to 2.5% nationally. It is likely however, given recent economic challenges and the continuing growth of the city's university, that numbers of HMO properties in the city have increased in the past two years.
- 5.27 In order to continue to accommodate the need and demand for houses in multiple occupation, while ensuring the future balance of established communities, policy PCS20 provides guidance for developers and prospective landlords with regard to the appropriateness of future HMO schemes in the city.

PCS20 houses in multiple occupation (HMOs): ensuring mixed and balanced communities

In order to support mixed and balanced communities, and to ensure that a range of household needs continue to be accommodated throughout the city, applications for changes of use to a House in Multiple Occupation (HMO) will only be permitted where the community is not already imbalanced by a concentration of such uses or where the development would not create an imbalance. For the purposes of this policy, dwellings in use as Class C4, mixed C3/C4 use and HMOs in *sui generis* use will be considered to be HMOs.

Implementation, delivery and monitoring

- 5.28 The policy will be implemented through planning decisions taken in the development management process. Once an application is received, the location will be checked against a database holding all existing HMOs, in order to determine if the proposed location would fall within an area of concentration. The city council will produce an SPD setting out in greater detail how this policy will be applied. In the meantime further advice to applicants is available on the planning pages of the city council's website.
- 5.29 The city council will continue to work with the University of Portsmouth to promote appropriate development of purpose built student accommodation.

monitoring framework for PCS20 houses in multiple occupation (HMOs): ensuring mixed and balanced communities

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> To avoid concentrations of HMOs within the city 	<ul style="list-style-type: none"> Change in number of homeless (particularly the 25 - 34 year old age group who will be affected by changes to the Local Housing Allowance which will mean they can no longer afford to rent whole properties and will increasingly turn to HMOs) Changes in the concentration of HMOs across the city Number of planning applications received for HMOs and whether approved or refused Any appeal decision relating to HMOs

where else to look

- Article 4 Direction: Houses in Multiple Occupation www.portsmouth.gov.uk/living/19524.html

Housing Density

- 5.30 Building density levels in Portsmouth are historically high given the natural constraints on developable land in the city. Recent building trends have followed this pattern with many new developments on Portsea Island coming forward at over 100 dwellings per hectare (dph).

The Portsmouth Plan approach to housing density

- 5.31 Portsmouth faces an increasing demand for housing throughout the plan period. It is essential to make the most effective and efficient use of land in the city to balance meeting this need with other development pressure. Higher housing densities in appropriate locations will allow the council to work toward meeting housing need on a limited supply of land.
- 5.32 New development in and around the city and district centres have had the highest density levels because of their limited developable land and good accessibility by public transport²⁴. This makes them more suited to higher density development than other areas in the city. Planning permissions granted in these areas over the past 5 years indicate the majority of approved developments were at densities of more than 100dph, whilst many were 200dph or more.
- 5.33 Higher densities of 100dph or more will be encouraged in areas that are highly accessible and close to essential facilities. These are the City Centre and Southsea Town Centre, and the district centres of Fratton, Albert Road and Elm Grove, North End and Cosham. Future housing development on strategic sites at Port Solent, Tipner and Somerstown should also be built to this higher density standard in order to deliver sufficient housing on these sites to work toward meeting the wider city need. Public transport infrastructure improvements and the provision of new shops and services at Tipner and Port Solent will mean the accessibility criteria will be met at these sites. Somerstown's highly accessible location in relation to the city centre results in its suitability for higher density development.
- 5.34 A minimum density of 40dph is considered appropriate for the remainder of the city. Although the majority of anticipated future housing development will likely take place at higher densities, a lower limit of 40dph will ensure land is used efficiently across the city whilst also allowing for development of a mix of housing types. This should bring forward much needed larger family dwellings of three bedrooms or more as well as smaller units. Evidence from the South Hampshire Housing Market Assessment suggests more family housing is needed in the city given a lack of recent provision of units of this type²⁵. Development of family housing will be encouraged in all areas of the city, although it is recognised that housing of this type is more likely to come forward in areas away from city and district centres (see policy PCS19).

²⁴ This means within 400m of a high frequency bus corridor and 800m walk from a railway station

²⁵ See Housing mix, size and the provision of affordable homes policy

5.35 The density ranges should be regarded as a guide to development in the city. The council recognises that appropriate housing densities depend on a range of factors such as character, existing density, accessibility and levels of open space. Therefore setting two distinct density ranges across the city will encourage development to come forward at densities appropriate to a site's location. The council's Urban Characterisation Study should be used for further information. Developers will be expected to show reasoned justification for building outside of these density ranges and also show that they have taken local characteristics into account.

PCS21 housing density

High density housing development will be encouraged in areas with very good public transport links which are close to local facilities and have been identified for intensification. Housing density development on site should be a minimum of 100dph in the following areas:

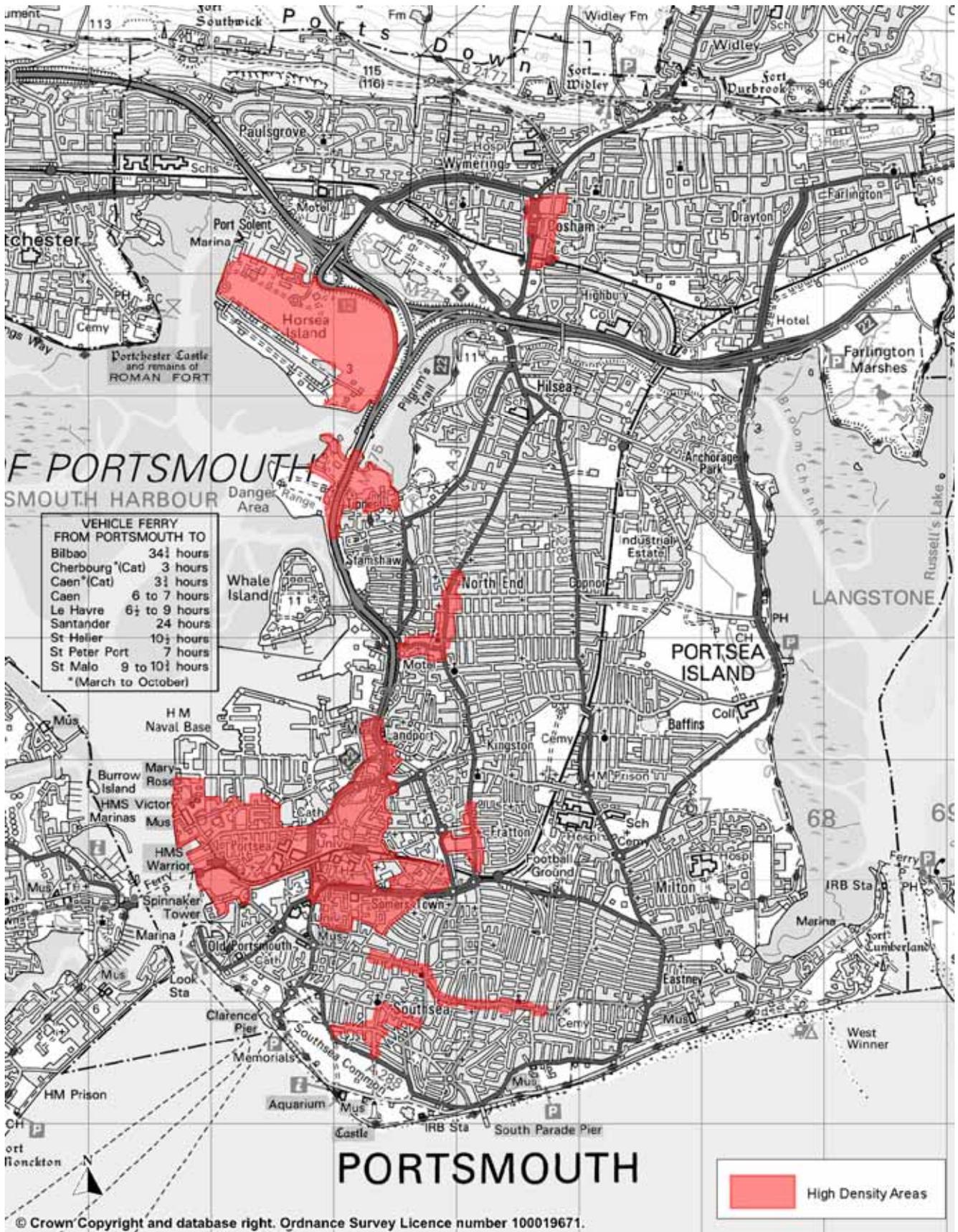
- City Centre
- Cosham District Centre
- Fratton District Centre
- Southsea Town Centre
- Albert Road/Elm Grove District Centre
- North End District Centre
- Port Solent
- Tipner
- Somerstown and North Southsea

Outside of these areas, housing density should be no less than 40dph.

The council recognises that appropriate housing densities depend on various factors. The rationale for developing at different density levels to those outlined above should be made by the developer in an accompanying design and access statement.

Implementation, delivery and monitoring

- 5.36 Applicants are advised to contact the planning authority at the earliest possible stage for pre-application discussions. The above density levels are meant as a guide to allow for the wide range of factors which influence development, therefore early discussions will ensure the best possible and most appropriate scheme is achieved.
- 5.37 The Urban Characterisation Study has been produced to assist with the implementation of high quality schemes in the city and should be used to assist applicants to deliver development at appropriate density.
- 5.38 To ensure the highest possible standards are achieved in new development, applicants should indicate within their design and access statements how they have derived the density of their proposal.



Map 25 - high density areas

monitoring framework for PCS21 housing density

Policy Outcomes	Key Indicators
<ul style="list-style-type: none">▪ To make the most efficient and effective use of land whilst attempting to meet the city's housing needs	<ul style="list-style-type: none">▪ Average density of housing (at least 40dph)▪ Average density of housing developments in high density areas

where else to look

- PPS3 Housing www.communities.gov.uk/publications/planningandbuilding/pps3housing
- SHLAA - 2009 & 2010 update www.portsmouth.gov.uk/living/10789.html
- Tipner, Port Solent and Horsea Island Concept Statement - 2011

Gypsy, Traveller & Travelling Showpeople accommodation

5.39 The criteria within the Policy below are consistent with Government guidance contained within Annex C of Circular 01/2006.

The Portsmouth Plan approach to gypsy, traveller and travelling showpeople accommodation

5.40 The design and layout of any sites should take account of the CLG Good Practice Guide 'Designing Gypsy and Traveller sites' (2008).

PCS22 gypsy, traveller & travelling showpeople accommodation

When determining planning applications for temporary or permanent Gypsy, Traveller or Travelling Showpeople sites, the criteria below must be adhered to:

- Sites should not be located on existing allocations or permissions for retail and employment uses, open space and nature conservation;
- Permanent sites must not be located in Flood Zones 2 & 3;
- Transit sites must not be located in Flood Zone 3;
- Neither permanent nor transit sites should be located on contaminated land;
- Sites should be capable of being readily serviced by water and electricity;
- Sites should have good access to the road network and be accessible by public transport, cycling and walking;
- Sites should be in reasonable proximity to local facilities including schools, shops, medical and welfare services; and
- Sites should have the potential to be appropriately landscaped to avoid any adverse visual impact and to ensure adequate levels of privacy and residential amenity for occupiers and adjacent occupiers.

Implementation, delivery and monitoring

5.41 This policy will be implemented through planning decisions taken in the development management process.

monitoring framework for PCS22 gypsy, traveller & travelling showpeople accommodation

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ Provision of accommodation for gypsies, travellers and travelling showpeople 	<ul style="list-style-type: none"> ▪ Number of applications for gypsy, traveller and travelling showpeople accommodation

where else to look

- Circular 01/2006
- Gypsy, Travellers and Travelling Show people: A Strategy for Portsmouth 2009
www.portsmouth.gov.uk/yourcouncil/16895.html

Design and conservation

- 5.42 Portsmouth has been shaped and characterised by its maritime history and defence role. However, recent development in the city, such as Gunwharf Quays, has begun a new chapter in the life of Portsmouth as a desirable place to live which epitomises contemporary waterfront living.

The Portsmouth Plan approach to design and conservation

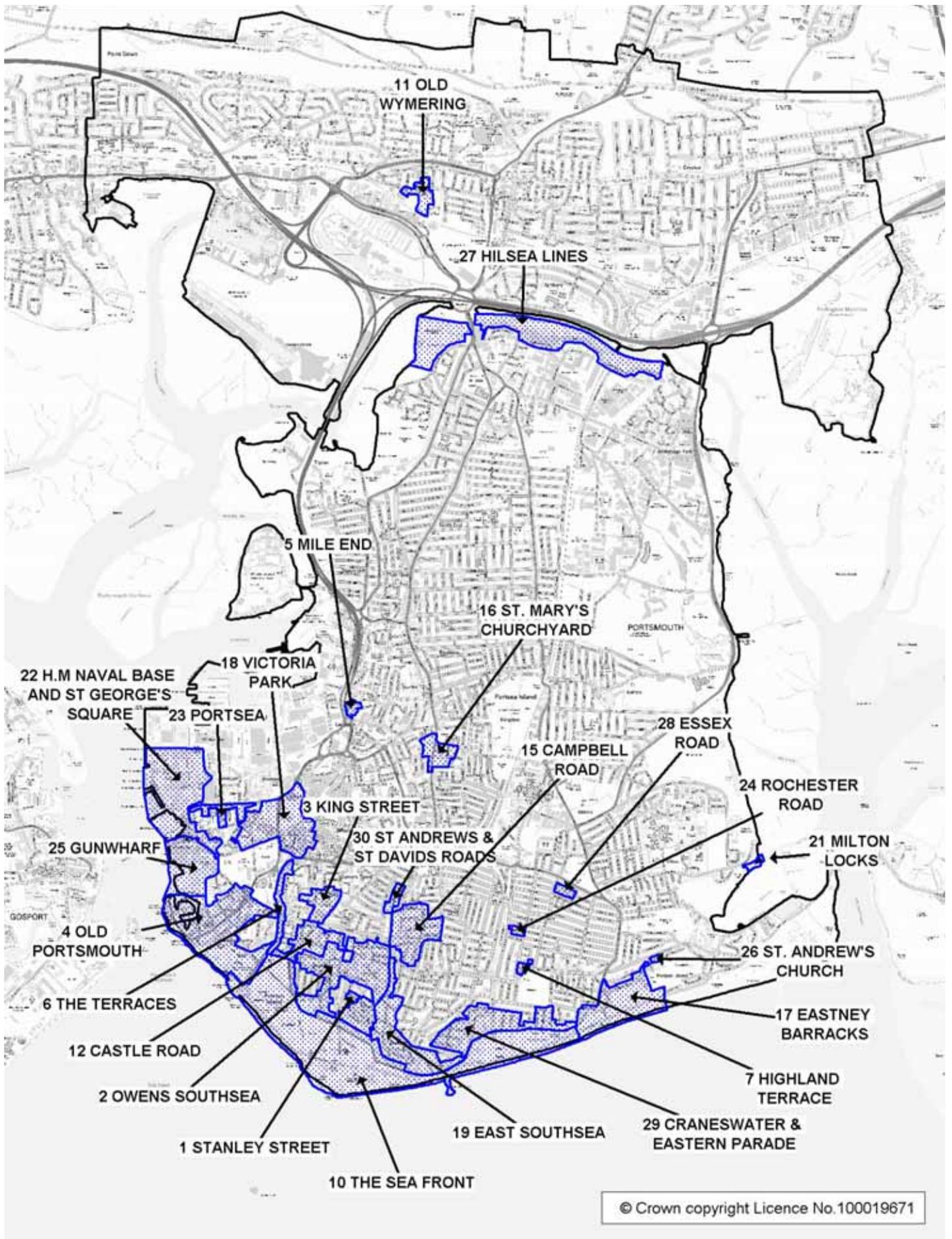
- 5.43 Portsmouth should continue to develop in this way but new development must also recognise the unique historic maritime characteristics of the city. To this end, only the highest standards of architectural quality will be sought in new development. Furthermore, the city council will work proactively to ensure the valuable elements of the city's history are preserved and enhanced.

PCS23 design and conservation

All new development must be well designed and, in particular, respect the character of the city.

The following will be sought in new development:

- Excellent architectural quality in new buildings and changes to existing buildings
- Delight and innovation
- Public and private spaces that are clearly defined, as well as being safe, vibrant and attractive
- Development that relates well to the geography and history of Portsmouth, particularly the city's conservation areas (see map 26), listed buildings, locally listed buildings and scheduled ancient monuments
- Protection and enhancement of the city's historic townscape and its cultural and natural heritage, in particular its links to the sea
- Appropriate scale, density, layout, appearance and materials in relation to the particular context
- Protection and enhancement of the city's important views and settings of key buildings across the sea, harbours and from Portsdown Hill
- Creation of new views and juxtapositions that add to the variety and texture of a setting
- Flexibility to respond to future changes in use, lifestyle and demography
- Promotion and encouragement of public art
- Car parking and cycle storage should be secure, well designed, integral to the scheme and convenient to users
- Active street frontages in town centre uses
- Consideration of how to reduce crime through design
- Accessibility to all users
- Protection of amenity and the provision of a good standard of living environment for neighbouring and local occupiers as well as future residents and users of the development.



Map 26 - Conservation areas

Implementation, delivery and monitoring

- 5.44 The design and conservation policy will be implemented through decisions made during the development management process.
- 5.45 It is acknowledged that it will not be possible to fulfil all of the criteria in the policy in every development. Applicants are therefore encouraged to engage in pre-application discussions with the planning authority in order to address any potential issues before an application is made. This will result in a smoother and timelier planning process.
- 5.46 The planning authority has produced an Urban Characterisation Study which provides information on the different areas of the city and will help to ensure new development respects the character of its surroundings. A web-based design guide will be produced which will collate the latest national design guides and locally distinctive design characteristics for ease of reference.
- 5.47 The “Reducing crime through design” SPD should be used to ensure new development reduces opportunities for crime, as well as the fear of crime.
- 5.48 The documents listed above are valuable tools for producing well designed buildings in Portsmouth. Applicants should take note of the guidance and advice available and, where design and access statements are required, should show how they have taken them into account in the design process.
- 5.49 Good design is extremely important for development on prominent sites in the city. As part of the design process for these sites, applicants should consider staging a design competition to produce locally distinctive buildings and/or public art to complement the development.
- 5.50 The city council will continue to seek advice from design review panels on applications for sites likely to have a significant impact on the locality. Generally these will be major development applications and those of citywide importance. This advice will be a consideration in the determination of the relevant planning application.
- 5.51 The council will continue to encourage new development to be built to Building for Life standards.

monitoring framework for PCS23 design and conservation

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ To create an attractive living environment ▪ To achieve the highest quality of design standards in development across the city ▪ Protecting and enhancing the city's conservation areas, listed buildings and other heritage assets 	<ul style="list-style-type: none"> ▪ Percentage of people satisfied with their local area as a place to live ▪ Improvements in design quality of new development ▪ New developments meeting Buildings for Life standards ▪ Area of the city designated as conservation areas

where else to look

- PPS1 Delivering Sustainable Development
www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement1
- Urban Characterisation Study - 2011
www.portsmouth.gov.uk/media/PLN_UrbanCharacterisationStudy.pdf
- Conservation area guidelines - www.portsmouth.gov.uk/living/322.html

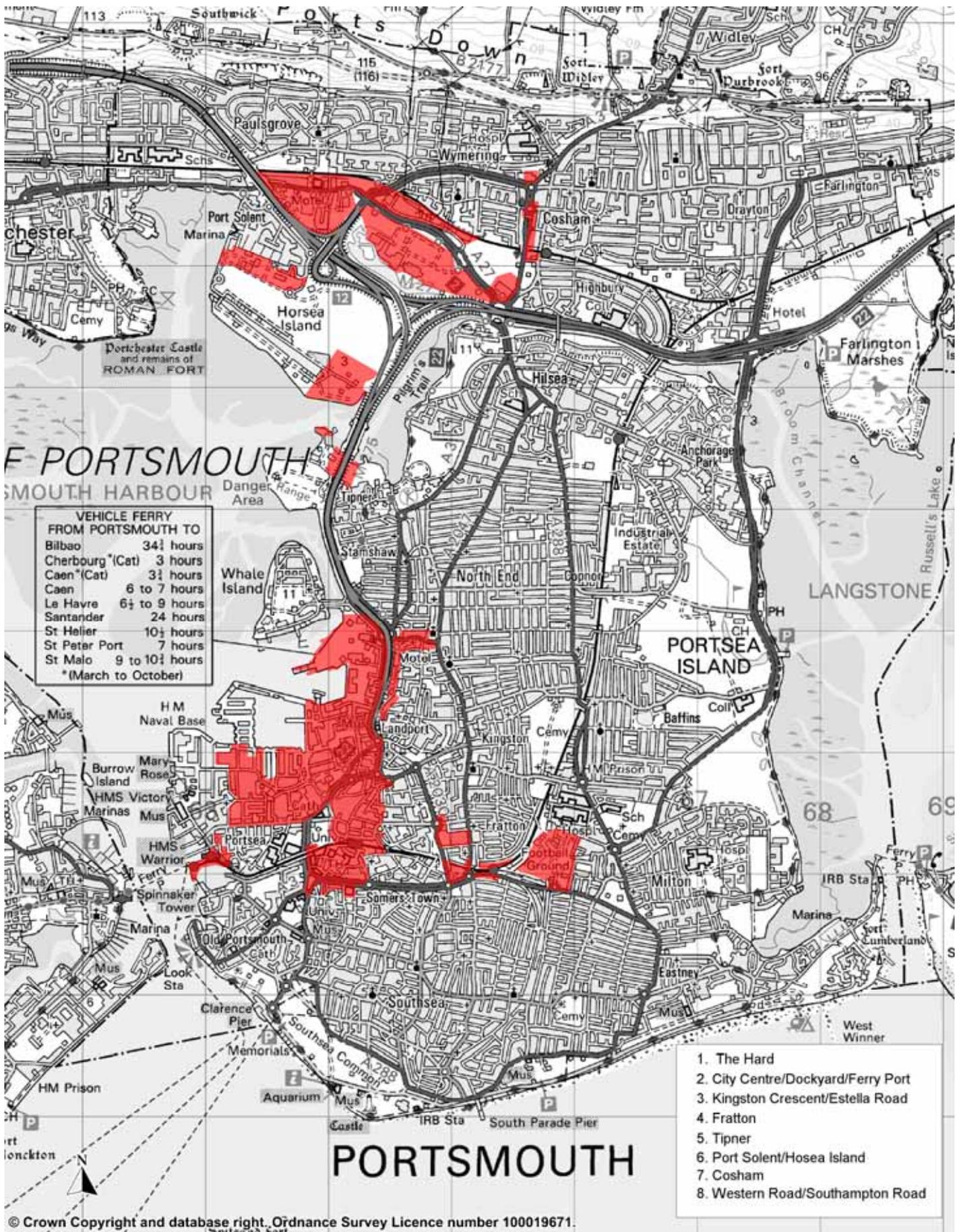
Tall buildings

- 5.52 Tall buildings²⁶ can impact positively and negatively on the character and appearance of an area. If they are well designed and located appropriately within an area, they can create a sense of excitement, indicate success and wealth, and become something to be proud of. If they are poorly designed, however, they can detract from the character of an area and become a burden both for the local population and local authority. Historically in Portsmouth, tall buildings have been dealt with on an ad hoc basis which has not always produced the best results. Therefore it is important to have a coherent strategy setting out appropriate locations and design criteria for tall buildings.
- 5.53 Portsea Island is mainly flat and does not rise above sea level by more than a few metres at any point. As a result, the city's buildings are the dominant feature of the skyline and make a significant contribution to the character of Portsmouth. This means it is especially important to make the correct decisions on the location of tall buildings in the city and insist on the highest standards of architectural quality.

The Portsmouth Plan approach to tall buildings

- 5.54 As the city develops over the plan period the number of applications for tall buildings is likely to increase as the city strives to develop key regeneration sites, meet its housing target and create a business hub in the city centre.
- 5.55 The council has identified eight areas of opportunity where tall buildings are considered acceptable in principle. These areas are regarded as suitable for a variety of reasons including:
- Proximity and ease of access to public transport;
 - Proximity to local commercial/shopping centres;
 - The presence of existing tall buildings within the area; and
 - The suitability of their character and other townscape and ecological factors.

²⁶ A tall building is considered to be: any building above 5 storeys in height (i.e. 6 storeys or more in height) and/or any building of 20m or above in height.



Map 27 - preferred locations for tall buildings

PCS24 tall buildings

The preferred locations in Portsmouth for tall buildings are:

- The Hard
- City Centre/Dockyard/Ferryport
- Kingston Crescent/Estella Road
- Fratton
- Tipner
- Port Solent/Horsea Island
- Cosham
- Western Road/Southampton Road

These areas are identified on the proposals map.

There is a presumption against tall buildings outside of the preferred locations unless the particular merits of a proposal outweigh this general presumption.

Where proposals fall within 500m of Portsmouth Harbour SPA/Ramsar or Chichester and Langstone Harbours SPA/Ramsar sites, specific measures shall be taken to ensure there is no adverse effect on ecological integrity.

Proposals for tall buildings should follow the assessment criteria laid out in the council's Tall Buildings SPD.

Implementation, delivery and monitoring

- 5.56 The tall buildings policy will be implemented through planning decisions taken in the development management process.
- 5.57 Applicants wishing to make an application for a tall building should engage with the planning authority at the earliest possible stage for pre-application discussions. Due consideration must be given to the Tall Buildings SPD which sets out the assessment criteria and the most suitable locations for this form of development.
- 5.58 Applicants are required to produce a tall buildings statement in addition to a design and access statement clearly showing how the proposal responds to the criteria set out in the SPD.
- 5.59 The design criteria outlined in PCS23: Design and conservation, as well as the principles established in PCS15: Sustainable design and construction should also be met in any tall building application.

monitoring framework for PCS24 tall buildings

Policy Outcomes	Key Indicators
<ul style="list-style-type: none"> ▪ The construction of the highest quality tall buildings in the city in appropriate areas. 	<ul style="list-style-type: none"> ▪ Number of tall buildings developed in identified areas of opportunity ▪ Design awards for tall buildings

where else to look

- Tall Buildings Study - 2008 www.portsmouth.gov.uk/living/13847.html
- Tall Buildings SPD - 2008 www.portsmouth.gov.uk/living/13847.html
- Urban Characterisation Study - 2011
www.portsmouth.gov.uk/media/PLN_UrbanCharacterisationStudy.pdf
- Solent Waders and Brent Goose Strategy - 2010
www.solentforum.org/forum/sub_groups/Nature_Conservation_Group/Waders%20and%20Brent%20Goose%20Strategy/

PART 6

APPENDICES

Appendix 1: evidence base studies

Document title	Who created it	Date
Draft Portchester Castle to Emsworth Coastal Defence Strategy	Halcrow for the Environment Agency	2009
PUSH Strategic Flood Risk Assessment	Atkins for PUSH	2008
North Solent Shoreline Management Plan		Consultation - 9 February - end May 2010. Further information at the New Forest NSSMP website
Portsea Island Coastal Defence Strategy Study	Halcrow for PCC	2010
Draft Portsea Island Coastal Defence Strategy Plan - Appropriate Assessment	Halcrow for PCC	2008
Development and Tidal Flood Risk: Statement of common ground	PCC	2011
Environment Agency protocol	Environment Agency and PCC	2008
Employment Land Review	PCC	2009
PUSH Employment Floorspace Policy Framework	PUSH	2008
PUSH Economic Development Strategy	DTZ for PUSH	Oct 2010
Property Requirements for Distribution and Logistics	Roger Tym & Partners for PUSH	2008
Solent Waterfront Strategy	SEERA	2007
Shaping the Future of Portsmouth - a strategy for economic growth & prosperity	PCC	2011
South Hampshire Housing Market Assessment	DTZ for PUSH	Completed 2006. Updated December 2008, 2009 & 2010.
Housing Needs Study	Fordham Research for PCC	2005
Portsmouth Housing Strategy	PCC	2005-2010
Affordable Housing Economic Viability Study update	Adams Integra for PCC	2010
Strategic Housing Land Availability Assessment	PCC	Completed 2009, updated 2010
Ageing Population Strategy	PCC	2010
Tipner, Port Solent and Horsea Island Concept Statement	Savills for PCC	2011
Somerstown & North Southsea Area Action Plan - submission version	PCC	2010
Southsea Seafront Strategy 2010-2016	PCC	2010
South Hampshire Town Centre Sub Regional Study	DTZ for PUSH	2006

Document title	Who created it	Date
Portsmouth Shopping Study Update 2	Colliers CRE for PCC	2009
Portsmouth Hotel Futures	Hotel Solutions for PCC	2007
Evening and Late Night Economy Strategy	PCC	2007
Southsea Town Centre Area Action Plan	PCC	2007
Station Square and Station Street SPD	David Lock Associates for PCC	2007
The Hard SPD	PCC	2010
Portsmouth Western Corridor Transport Strategy Report (draft)	Atkins for PCC	2010
Transport Impact Evaluation	Peter Brett Associates for Harbour authorities (PCC, HBC, GBC & FBC)	Stage 1 Report Completed June 2009.
Local Transport Plan 3 - Joint South Hampshire Strategy	TfSH	2011
PUSH Green Infrastructure Strategy	UE Associates for PUSH	2010
Open Space & Recreation Study	Kit Campbell Associates for PCC	2007
Parks and open spaces strategy (draft)	PCC	2011
Assessing the implications of Portsmouth City Council's draft policy for higher sustainability standards in new developments	Impetus Consulting Ltd for PCC	2009
Sustainability Appraisal	PCC	Completed 2007, updated 2008, 2010, 2011
Habitats Regulation Assessment	UEA for PCC	Screening Statement 2008, appropriate assessment ongoing
Sustainability Strategy	PCC	2007
Climate Change Strategy	PCC	2009
Tall Buildings Study	PCC	2008
Urban Characterisation Study (draft)	PCC	2011
Infrastructure Delivery Plan	PCC	2010
School Organisation Plan	PCC	
Equalities Impact Assessment	PCC	2011
Community Strategy and Story of Portsmouth	PCC	2008
Hampshire and Isle of Wight Gypsy and Traveller Accommodation Assessment	David Couttie Associates	2006

Appendix 2: critical infrastructure

The table below sets out the key infrastructure projects that are needed to support Portsmouth's growth and development over the period of this Core Strategy as identified in the Infrastructure Delivery Plan (IDP) (February 2011). It should be noted that the IDP will be kept under review to keep it up to date as information on infrastructure needs and projects emerges. The table also identifies the policies that a particular item of infrastructure contributes towards implementing (in addition to policy PCS16, which deals generally with infrastructure delivery and community benefit). It should be noted that, due to the compact nature of the city, there is often not a direct correlation between the location of a piece of infrastructure and the population it is intended to support. While some items will specifically serve a particular site or development area, the compact nature of the city means that other items will benefit a wider area, or even the whole city, both its existing population and new developments proposed in the strategy.

Category	Project	Portsmouth Plan policy	Delivery Partners	Estimated cost	Potential Sources of Funding	Estimated Timescale	Costs / Funding / Delivery Notes	Further Details
Community and Cultural Infrastructure	Community Hub in Somerstown	PCS5	PCC		part CIL	2011 - 2016	As part of delivery of Somerstown Regeneration Project;	Somerstown and North Southsea AAP
Education	Primary School Places	PCS1 & 9	PCC	site by site	Government grant; developer contributions	ongoing - when needed for development	£10,372 = estimated cost of primary school place	PCC Primary Capital Programme Strategy for Change, June 2008
Flood Risk Management	Surface and Foul water separation	PCS12	PCC, developers, Southern Water	site by site	Developers; Ofwat	2011 - 2016	Costs will vary from site to site; Southern Water projects have secured funding for period 2010-2015	Southern Water Business Plan 2010-2015
	New pumping station and out-fall along the south-coast of the city	PCS12	Southern Water	commercially sensitive	Ofwat	2016 - 2021	Funding was not secured for 2010-2015 business planning period - Southern Water will keep need for this facility under review and funding may come forward in the future.	Southern Water Business Plan 2010-2015

Category	Project	Portsmouth Plan policy	Delivery Partners	Estimated cost	Potential Sources of Funding	Estimated Timescale	Costs / Funding / Delivery Notes	Further Details
	Link from western to eastern interceptor sewer	PCS2, 3 & 12	Developers of western strategic sites in conjunction with PCC & Southern Water	£1.5M or £5.2M	CIL; PUSH; Developer	2011 - 2016	costs shown are for two possible options; one serving the strategic sites, the other a wider scheme	Atkins Report: Portsmouth Growth Sewerage Options: Outline Feasibility Report, April 2010
	Portsea Island Coastal Defence Strategy	PCS12	PCC, EA, Landowners, Developers	£116,642,000	EA Grant in Aid; Developers & Landowners; CIL	2011 - 2016	Costs = PVC for all cells, 20yrs; based on 2010 strategy study with early 2011 update work	Portsea Island Coastal Defence Strategy - StAR May 2010
	Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy	PCS12	PCC, EA, Landowners, Developers	£12,818,000	EA Grant in Aid; Developers & Landowners; Highways Agency; CIL	2016 - 2021	Costs = PVC for all cells, 20yrs; based on based on 2009 draft strategy with early 2011 update work	2009 draft Strategy summary
Green infrastructure (GI)	Southsea Common & the Seafront	PCS9 & 13	PCC, Natural England, EA, English Heritage		PCC; lottery; CIL;	Seafront strategy action plan splits actions into short term (1yr), medium term (2-5 yrs), long term (6-16yrs)	Mainly to be implemented through seafront strategy, which has action plan attached. £2m needed for promenade works;	PUSH Green Infrastructure Strategy
	Paulsgrove Country Park	PCS3 & 13	PCC, Veolia	£2.1M	National Lottery grants, developer contributions, Veolia	2011 - 2016	Funding secured for implementation, but ongoing maintenance funds needed	PUSH Green Infrastructure Strategy
	Pocket parks for Portsmouth	PCS13	PCC	site by site	PCC, CIL; direct developer provision	ongoing - when needed for development	To be implemented through open spaces strategy & as part of new large development sites	PUSH Green Infrastructure Strategy

Category	Project	Portsmouth Plan policy	Delivery Partners	Estimated cost	Potential Sources of Funding	Estimated Timescale	Costs / Funding / Delivery Notes	Further Details
	New and improved green infrastructure in Somerstown	PCS5 & 13	PCC / developers		Developer; CIL	2011 - 2016	As part of delivery of Somerstown Regeneration Project	Somerstown and North Southsea AAP
	Open Space enhancements at Port Solent	PCS2 & 13	Developer, PCC, Natural England		Developer	2016 - 2021	To be borne directly by developer	Tipner & Port Solent Concept Statements
Health	Additional GPs	PCS1 & 14	PCT, Tipner developers	£2M	PCT, GPs, Tipner Developers	2011 - 2016	Cost info based on £1M estimate for 1 surgery in Savills Nov 2010 viability work	Tipner & Port Solent concept statements
Transport and Access	Bridge Link Tipner - Port Solent	PCS1, 3 & 17	PCC; Tipner / Horsea / Port Solent Developers	£25M	developers; LABV ; TIF; DfT, PUSH; CIL	2016 - 2021	Cost estimate from Savills Nov 2010 viability work	Aktinks Western Corridor Transport Study April 2010; Bridge Feasibility study; Tipner & Port Solent concept statements
	M275 junction at Tipner (CONSIDER W/ P&R)	PCS1	PCC; Tipner Developers	£33M	DfT, LABV; TIF; CIL; PCC; LTP	2011 - 2016	Cost is combined cost for M275 junction and P&R; substantially reliant on DfT funding which has been secured(Major Scheme Business Case; Tipner & Port Solent concept statements
	Park and Ride at Tipner (CONSIDER W/ M275 junction)	PCS1 & 17	PCC, developer, future occupiers	see M275 junction	DfT, LABV; TIF; CIL; PCC; LTP	2016 - 2021	Reliant on M275 junction	Tipner & Port Solent concept statements
	City Centre North Road Improvements	PCS4 & 6	PCC; CCN developers	£25M - £30M	PCC; TIF; LABV; highways PFI; CIL	2016 - 2021	Current cost estimate at Feb 2011	TIF proposal draft September 2010
	Highway and access improvements to link Lakeside to Cosham	PCS5	Developer, PCC		Developer	2011 - 2016	To be borne directly by developer	PCC Planning Committee Report 14 October 2009

Category	Project	Portsmouth Plan policy	Delivery Partners	Estimated cost	Potential Sources of Funding	Estimated Timescale	Costs / Funding / Delivery Notes	Further Details
	The Hard Interchange	PCS4 & 17	PCC, Network Rail, bus operators, land owners	£2M	LTP, network rail, PCC, land owners / occupiers; CIL	2011 - 2016	Detailed feasibility study planned	The Hard SPD
	Station Square Interchange	PCS7 & 17	PCC, Network Rail, bus operators, land owners	£2,250,000	LTP, network rail, PCC, land owners / occupiers; CIL	2016 - 2021	Project currently on hold, but will be needed later in plan period	Station Square & Station Street SPD
Utilities	Electricity Sub-station for Tipner & Port Solent	PCS1, 2 & 3	Developer in conjunction with S&S	£2M	Developer	2016 - 2021	To be borne directly by developer	Tipner & Port Solent concept statements
	Water Supply Pipeline for Tipner West	PCS1	Developer, PCC, Portsmouth Water		Portsmouth Water	at same time as Tipner junction	Significant cost savings if implemented at same time as Tipner junction	Portsmouth Water advice
Waste Management	Waste Water at Lakeside	PCS5	Developer, Southern Water		Developer	2011 - 2016	To be borne directly by developer	PCC Planning Committee Report 14 October 2009

Appendix 3: housing trajectory

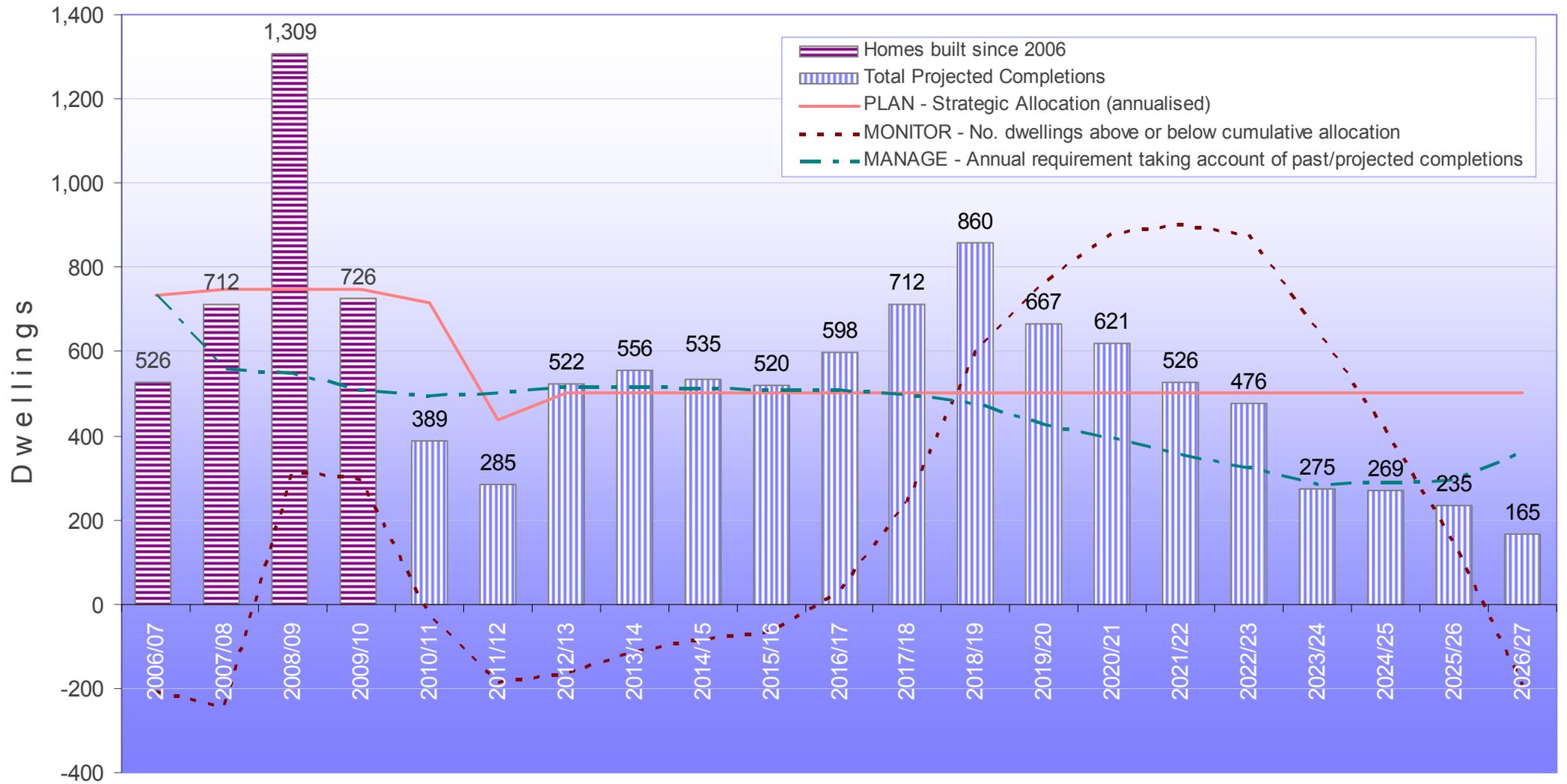
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Homes built since 2006	526	712	1,309	726							
Development in the pipeline					339	235	225	236	119	30	32
Strategic Sites					0	0	24	60	170	200	275
Other town centres							75	55	10	0	0
Potential housing sites							98	105	136	190	191
Windfall					50	50	100	100	100	100	100
Total Projected Completions					389	285	522	556	535	520	598
Cumulative Completions	526	1,238	2,547	3,273	3,662	3,947	4,469	5,025	5,560	6,080	6,678
PLAN - Strategic Allocation (annualised)	735	746	748	748	716	439	503	503	503	503	503
MONITOR - No. dwellings above or below cumulative allocation	-209	-243	318	296	-31	-185	-166	-113	-81	-64	31
MANAGE - Annual requirement taking account of past/projected completions	735	558	549	507	494	501	515	515	512	510	509

2006/07-2011/12 (pre-adoption)		Portsmouth Plan 0-5 years	
Completions from 2006/07 - 2009/2010	3,273	Development in the pipeline	642
Development in the pipeline	574	Strategic sites	729
Strategic sites	0	Other town centres	140
Other town centres	0	Potential sites	720
Potential housing sites	0	Windfall	500
Windfall	100	TOTAL:	2,731
TOTAL:	3,947		

2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
0	0	0	0	0	0	0	0	0	0
425	561	405	305	175	125	125	119	100	50
32	40	45	42	146	157	0	0	0	0
155	159	117	174	105	94	50	50	35	15
100	100	100	100	100	100	100	100	100	100
712	860	667	621	526	476	275	269	235	165
7,390	8,250	8,917	9,538	10,064	10,540	10,815	11,084	11,319	11,484
503	503	503	503	503	503	503	503	503	503
240	597	761	879	902	875	647	413	145	-193
500	476	428	394	357	323	284	287	297	358

Portsmouth Plan 6-10 years		Portsmouth Plan 11-15 years	
Development in the pipeline	0	Development in the pipeline	0
Strategic sites	1,871	Strategic sites	519
Other town centres	305	Other town centres	157
Potential sites	710	Potential sites	244
Windfall	500	Windfall	500
TOTAL:	3,386	TOTAL:	1,420

Plan period (2006/07 - 2026/27)	
Homes built from 2006/07 - 2009/10	3,273
Development in the pipeline	1,216
Strategic sites	3,119
Other town centres	602
Potential sites	1,674
Windfall	1,600
Total	11,484



Appendix 4: employment floorspace provision

Employment floorspace - requirements and supply (m ²)	
B1 office requirement	184,800
B1 Supply	
Completions since 2006	19,262
Existing permissions to 2010	13,839
North Harbour	69,030
St Mary's West	9,000
Tipner	25,000
Station Square	10,350
Broad location - city centre & Cosham town centre	65,000 (approx)
Total:	211, 500 (rounded)
B2 & B8 requirements	117,075
B2 & B8 Supply	
Completions since 2006	40,028
Existing permissions to 2010	39,252
Existing industrial estates	62,200 (approx)
Total:	141,500 (rounded)

Appendix 5: transport measures

Scheme	Details
Two new “Zip” bus routes serving the Portsmouth Western Corridor and the wider area and improved local bus service.	<ul style="list-style-type: none"> ▪ “ZIP2”: Waterloo - Queen Alexandra Hospital - Lakeside - Port Solent & Horsea Island - Tipner - City Centre - The Hard Interchange (Limited stop every 10 minutes) ▪ “ZIP3”: Fareham Railway Station - Portchester - Port Solent & Horsea Island - Tipner - City Centre - The Hard Interchange (limited stop every 10 minutes)
Local bus service improvement	<ul style="list-style-type: none"> ▪ Service 57 from Warsash - Fareham - Portchester - Paulsgrove - Hilsea - Portsmouth would also become a half hourly service in the peak periods (currently hourly)
Tipner - Horsea Bridge, enabling interlinked public transport access between the Tipner, Port Solent / Horsea Island and Lakeside developments	<ul style="list-style-type: none"> ▪ A new bridge link between Tipner and Horsea to allow both north and southbound all vehicle movement between Tipner and Horsea Island (local access only), providing the opportunity to operate direct bus services between the key development sites in the City Centre, Port Solent & Horsea Island, Lakeside to the Queen Alexandra Hospital. ▪ A bus gate between Port Solent and Horsea Island prevents traffic using the Tipner - Horsea link bridge rather than the M27, whilst allowing direct competitive bus services. Port Solent development traffic would access the road network via the Port Way junction, and Horsea Island via the link bridge.
All elements of the Tipner Major Scheme Bid, which will enable a mixed use development to be built at Tipner and deliver improved public transport links to the city centre.	<ul style="list-style-type: none"> ▪ Tipner Interchange - a grade separated junction, making use of the two existing motorway underbridges and north and south bound slip roads on the M275 providing access to the Tipner development. ▪ A Park and Ride car park site to the east of Tipner Interchange, with bus facilities to be opened in 2013 (approx. 750 spaces), served by the X42, 20 and a new Park and Ride service, providing a minimum of 10 minute frequency. ▪ City bound bus lane on the M275 between the proposed Tipner Interchange and the Rudmore Roundabout and full signalisation at Rudmore Roundabout to allow bus priority. A 50mph speed limit from the Tipner Interchange to the Rudmore Roundabout.
Schemes for pedestrians and cyclists	<ul style="list-style-type: none"> ▪ Pedestrian and cycle schemes between the Queen Alexandra Hospital and the City Centre.
Improvements specifically for Tipner, in addition to the Major Scheme Bid	<ul style="list-style-type: none"> ▪ Widening Twyford Avenue to provide improved access to Tipner from the A3. ▪ Tipner Loop - road around development site from Twyford Avenue to Tipner Lane routing traffic. ▪ Improvement to the Twyford Avenue / A3 Northern Parade Junction.
Improvement specifically for Port Solent / Horsea Island	<ul style="list-style-type: none"> ▪ Increase junction capacity at Port Way / A27 Junction and widening the A27 two lanes in each direction with bus lanes and bus advance signals from the Port Way junction to the Johnson & Johnson junction (A3/A27). ▪ New road access around the former Paulsgrove Tip between Port Solent and Horsea Island. Includes bus only link

Scheme	Details
	to prevent “through traffic” between Port Way / A27 junction and the Tipner - Horsea Link bridge.
Improvements specifically for Lakeside	<ul style="list-style-type: none"> ▪ Johnson & Johnson junction (A3 / A27). Retain existing traffic signal operation and widen the carriageway to provide traffic lanes to provide additional capacity. ▪ Lakeside new western access (signalised junction). ▪ North Harbour roundabout signalisation and carriageway widening. ▪ Lakeside new eastern access (signalised junction). ▪ Portsbridge Roundabout full signalisation and other improvements. ▪ Bus priority, bypassing Portsbridge Roundabout.
Improvements for the wider Portsmouth Western Corridor	<ul style="list-style-type: none"> ▪ New / improved interchanges at Station Square, The Hard, and the Queen Alexandra Hospital. ▪ Northern Road Bridge replacement. ▪ Real Time Passenger Information (RTPI) and Smartcards.
Smarter choices to support Preferred Strategy	<ul style="list-style-type: none"> ▪ To be developed by PCC as part of the LTP3.

Appendix 6: replacement of saved local plan policies

The table below sets out which City Local Plan policies the Portsmouth Plan policies replace. It should be noted that this only includes the saved policies from the City Local Plan 2006 and not those deleted in 2009.

City Local Plan Saved Policy	Portsmouth Plan Policy
SP6 Retail and town centre development	PCS4 Portsmouth City Centre, PCS8 District Centres, PCS18 Local Shops & Services
SP7 Housing Provision	PCS10 Housing Delivery
SP8 Employment & Economy	PCS11 Employment Land
DC1 Design Principles	PCS23 Design & Conservation
DC3 Landmark Buildings	PCS23 Design & Conservation, PCS24 Tall Buildings
DC5 Amenity and Pollution	PCS23 Design & Conservation
DC7 Provision of Infrastructure	PCS16 Infrastructure & Community Benefit, PCS15 Sustainable Design & Construction
DC9 Storage of refuse	PCS15 Sustainable design and construction
DC10 Conservation Areas	PCS23 Design & Conservation
DC12 Locally Important Buildings	PCS23 Design & Conservation
DC14 Trees	PCS13 A Greener Portsmouth
DC17 Sites of national nature importance	PCS13 A Greener Portsmouth
DC18 Sites of local nature conservation importance	PCS13 A Greener Portsmouth
DC19 Nature conservation interest on non designated sites	PCS13 A Greener Portsmouth
DC20 Protection of Open Space	PCS13 A Greener Portsmouth
DC23 Renewable Energy	PCS15 Sustainable Design & Construction
DC25 Transport Issues in New Developments	PCS17 Transport
DC27 Contributions towards transport improvements	PCS16 Infrastructure & Community Benefit
DC28 Parking Standards	PCS17 Transport
DC29 Travel Plans	PCS17 Transport
DC30 Primary Employment Land and Sites	PCS11 Employment Land
DC32 District centres	PCS8 District Centres
DC33 Local Centres	PCS18 Local shops and services
DC34 Local Shops	PCS18 Local shops and services
DC40 Affordable housing	PCS19 Housing mix, size and the provision of affordable housing
DC41 Gypsies and travellers	PCS22 Gypsy, Traveller and Travelling Showpeople Accommodation

DC42 Sub-division of existing dwellings	PCS19 Housing mix, size and the provision of affordable homes
DC46 Public open space in new residential developments	PCS13 A Greener Portsmouth
DC47 Housing Density	PCS21 Housing Density
DC50 Contributions towards crime prevention	PCS16 Infrastructure & Community Benefit
DC51 Late night uses	PCS4 Portsmouth City Centre PCS8 District Centres
CD1 City Centre North Urban Priority Area	PCS4 Portsmouth City Centre
CD2 City Centre Redevelopment Sites	PCS4 Portsmouth City Centre
CD3 Multi Storey Car Park, Isambard Brunel Road	PCS4 Portsmouth City Centre
CD4 New Theatre Royal	PCS4 Portsmouth City Centre
CD5 City Centre Principal Retail Area	PCS4 Portsmouth City Centre
CD6 City Centre Secondary Retail and Commercial Area	PCS4 Portsmouth City Centre
CD7 Guildhall Square	PCS4 Portsmouth City Centre
CD8 City Centre South Transport Interchange	PCS4 Portsmouth City Centre
CD9 City Centre Environmental Improvements	PCS4 Portsmouth City Centre
CD15 Land adjacent to Military Road	PCS11 Employment land
CD16 The Hard Interchange	PCS4 Portsmouth City Centre
CD17 Historic Dockyard Heritage area	PCS4 Portsmouth City Centre
CM2 Land East of IBM	PCS5 Lakeside Business Park
DF1 Farlington Railway Station	PCS17 Transport
EC2 Southsea Seafront Area	PCS9 The Seafront
FT1 Land South of Little George Street	PCS13 A greener Portsmouth
HS2 Land South of Valiant Gardens	PCS13 A greener Portsmouth
NL1 Tipner Urban Priority Area	PCS1 Tipner
NL3 Portsmouth Harbour Cruising Club	PCS1 Tipner
NL4 M275 junction at Tipner	PCS1 Tipner
NL5 Tipner Coastal Footpath/cycleway	PCS1 Tipner
NL6 Commercial Docks and Ferryport	PCS11 Employment Land
PG1 Paulsgrove Landfill Site	PCS3 Horsea Island
PG2 Port Solent - Tipner bus, pedestrian and cycle link	PCS3 Horsea Island
SJ2 Clarence Pier / Funacres	PCS9 The Seafront
SJ7 Albert Road Specialist Commercial Area	PCS8 District Centres
ST3 Somerstown and North Southsea Principal Regeneration Area	PCS6 Somerstown & North Southsea
ST4 Gunwharf Quays and The Hard Specialist Commercial Area	PCS4 Portsmouth City Centre

Appendix 7: glossary

Area Action Plan (AAP)	A plan for a specific geographical area where change is needed or anticipated and detailed policies are required to achieve this.
BREEAM	This stands for the Building Research Establishment's Environmental Assessment Method. This is the preferred way of measuring the environmental sustainability of commercial buildings.
Brownfield land	This is strictly defined as "previously developed land" and means that in the past a permanent structure has existed on the site at some time, or still does.
Building Regulations	National standards, separate to the planning system designed to uphold standards of public safety, health, and construction. These regulations are how the Government will make all new homes zero carbon by 2016.
Bus Rapid Transit (BRT)	This is a broad term given to a variety of transport systems that, through improvements to infrastructure, vehicles and scheduling use buses to provide a service that is of a significantly higher quality than an ordinary bus service. For the PUSH area, BRT is anticipated to be a limited network of routes with dedicated vehicles linking major communities and employment centres with frequent, limited stop services, including using the M27 if appropriate.
Car club	These provide members with quick and easy access to shared vehicles for short-term hire. All they have to do is: book - unlock - drive - pay. Car clubs are usually more affordable than car ownership for low mileage drivers.
Coastal strategy	A report that defines coastal defence policy in the form of a plan for the future defence management of the shoreline. It provides the basis for the development of sustainable coastal defence policies with preferred implementation action plans for the next 100 years.
Code for Sustainable Homes	A framework that rates the environmental sustainability of new housing.
Conservation Area	An area of special architectural or historical significance, the character or appearance of which it is desirable to preserve or enhance.
Core Strategy (also known as the Portsmouth Plan)	This will include an overall vision as to how Portsmouth will develop. It will set out how much development is intended to happen where, when and by what means it will be delivered.
The Development Plan	The Development Plan comprises the Local Development Framework and the Minerals and Waste Development Framework.
European sites	These provide ecological infrastructure for the protection of rare, endangered or vulnerable natural habitats and species of exceptional importance within the European Union. These sites consist of Special Areas of Conservation (SACs) and Special Protection Areas (SPAs), whilst Government policy is to include

	Ramsar sites as well. Under the Conservation of Habitats and Species Regulations 2010 (the Habitats Regulations), plans or projects which could have a significant impact on European sites must be subject to a Habitats Regulations Assessment.
Frontage	<p>The city council uses frontage to measure the level of various uses in its town centres.</p> <p>Each unit's frontage comprises the width of that unit as it faces directly onto the street and generally includes the entrance to the unit. For units with two entrances (such as those in shopping malls or corner units), both stretches of frontage will be included. Angled elevations and flank elevations are not measured, except for how they may increase the overall width of the unit. There are exceptions to this principle where the importance of the unit warrants a different frontage than this definition would give. These are set out in the Town Centres SPD.</p>
Gross Value Added (GVA)	The difference between the value of goods/services produced and sold, and the cost of raw materials and other inputs which are used up in production.
Growth point	This designation allows access to funding to provide the infrastructure to support large scale, sustainable growth, including new housing. South Hampshire is one of many growth points in the country which collectively share Government funding to support the provision of infrastructure.
Gypsy and Traveller Accommodation Assessment	This assesses the needs and wider demands of Gypsy and traveller communities for suitable accommodation
Habitats Regulations Assessment	The European Habitats Directive requires 'appropriate assessment' of plans and projects that are, either alone or in combination with other plans and projects, likely to have a significant impact on Natura 2000 sites
Houses in multiple occupation	<p>Shared dwelling houses occupied by between three and six unrelated people who share basic amenities such as a kitchen and/or bathroom. In terms of planning 'use classes', these are defined as use class C4 Houses in Multiple Occupation²⁷.</p> <p>Where a house is occupied by seven or more unrelated people, it does not fall within the C4 use class and is considered an HMO in a 'sui generis' use.</p> <p>A detailed definition of what constitutes an HMO (and types of buildings which are not HMOs) is set out in sections 254 and Schedule 14 of the Housing Act 2004.</p>
Index of Multiple Deprivation (IMD)	The IMD brings together many different indicators of deprivation such as those which relate to health, education and quality of life. These are then combined into a single overall score for an area.

²⁷ under the Town and Country Planning (Use Classes) (Amendment) (England) Order 2010

Infrastructure	The facilities and services needed for a place to function. This includes roads and utilities as well as school places, GP surgeries, libraries and a plethora of other facilities.
Landmark building	A building or structure that stands out from its background by virtue of its height, size or other aspect of design.
Lifetime Homes Standard	Incorporation of the 16 design features that make up lifetime homes ensures that the home is accessible and adaptable to any circumstances.
Listed building	A building which due to exceptional architectural or historical significance affords special protection. Development of the site, or surrounding sites would have to take account of this.
Local Development Document	A collective term given to Development Plan Documents and Supplementary Planning Documents.
Local Development Framework (LDF)	A series of new planning documents that will replace the City Local Plan.
Local Development Framework Project Plan	A timetable for the production of all the Local Development Framework documents. This is often referred to as a Local Development Scheme.
Local Transport Plan	A strategy which outlines the approach to planning for transport anticipated in the city and links land use changes with transport planning.
Local Wildlife Site	These are designated at a local level as they contain features of substantive nature conservation value. The purpose of designation is to provide recognition of this value, to give sites a degree of protection and to encourage access to wildlife and nature. Elsewhere in Hampshire these local sites are known as sites of importance for nature conservation (SINCs).
Partnership for Urban South Hampshire (PUSH)	A partnership of 11 local authorities in South Hampshire, from the New Forest in the west to Havant in the east, set up to co-ordinate economic development, transport, housing and environmental policy. Often referred to as the sub regional level.
Planning Policy Guidance Note (PPG)	Planning policy produced by central government under the old planning system. Planning Policy Statements are replacing these.
Planning Policy Statement (PPS)	National planning policy produced by the government as part of the new planning system.
Portsmouth City Local Plan	This document (adopted in 2006) guides current development in the city. This will be replaced by a series of documents known collectively as the Local Development Framework.
Portsmouth Local Strategic Partnership (LSP)	The LSP is an umbrella partnership bringing together representatives from the public, private, voluntary and community sectors.
The Portsmouth Plan	This is the name given to the core strategy of Portsmouth's Local Development Framework (see core strategy).

Premium bus network (PBN)	This describes the proposal by TfSH partners to invest in a comprehensive network of core bus services offering frequent services between key destinations, with improved passenger waiting facilities, passenger information and reliable services achieved by bus priority measures where appropriate.
Ramsar	An internationally important wetland site given protection at the 1971 Ramsar Convention in Iran.
Site of Special Scientific Interest (SSSI)	Areas designated by Natural England that are of national importance in terms of ecology or geology.
South East Plan	This was the regional planning policy for the south east, including Portsmouth. The South East Plan was revoked by the Localism Act.
Special Area for Conservation (SAC)	An area of open water or land of international importance designated to conserve natural habitats and wild fauna and flora, which are considered rare or endangered and are recognised as being under a particular threat.
Special Protection Area (SPA)	An area of international importance for the conservation of wild birds and of migratory species, with a particular focus on wetlands.
Strategic Development Area (SDA)	There are two SDA's proposed in south Hampshire over the next 20 years: one at Hedge End and one to the north of Fareham. An SDA is a large-scale, greenfield development with the one to the north of Fareham providing up to 10,000 new homes, along with employment and the necessary shopping and other services to support the development.
Strategic Flood Risk Assessment (SFRA)	This highlights the potential level of risk of flooding on land throughout the city both now and into the future. It also includes maps which show which areas would be most dangerous in the event of a flood, based on water depth and velocity.
Strategic Housing Land Availability Assessment (SHLAA)	The SHLAA will be a key component of the evidence base to support the delivery of the core strategy. The report aims to identify a sufficient land supply to accommodate the city's housing need.
Strategic Housing Market Assessment (SHMA)	A report considering the different types of housing required in response to predicted population change.
Sub region	An area made up of a number of districts and cities. Locally, the area covered by the 11 PUSH authorities is referred to as the sub region.
Supplementary Planning Document (SPD)	Provides additional guidance to development plan policies for a specific area or a specific topic. SPDs only provide more detailed guidance on existing policies though, they do not create new policies.
Sustainability Appraisal	An assessment of proposed policies or plans judged against the concept of sustainable development.
Sustainable Community Strategy	The high-level visioning document for an area, dealing with wide social, economic and environmental issues that affect the city. The vision set down in the Sustainable Community Strategy guides the

Sustainable Development	<p>direction of the Core Strategy. Portsmouth's Sustainable Community Strategy has been called 'Vision for Portsmouth 2008-2018'.</p> <p>Sustainable development is development that meets the social, economic and environmental needs of the present without compromising the ability of future generations to meet their own needs.</p>
Town Centre	<p>A collective term in national planning policy given to retail centres which also includes a type of centre called town centres. Under proposals in this document Portsmouth would have a city centre, a town centre (Southsea), four district centres and a number of local centres.</p>
Transport for South Hampshire (TfSH)	<p>A newly formed body with executive powers for transport matters for South Hampshire headed by the three Executive Members for Transport for Portsmouth City Council, Hampshire County Council and Southampton City Council.</p>
Zero-carbon development	<p>Development that emits a net total of zero tons of carbon dioxide a year. This is different to carbon neutral development where emissions can be offset by planting trees or using renewable energy.</p>

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