



## Local Development Framework

## Annual Monitoring Report

December 2005



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## **Portsmouth Local Development Framework**

### **ANNUAL MONITORING REPORT 2005**

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## SUMMARY

This is the first annual monitoring report on the City Local Plan prepared by Portsmouth City Council and covers the period 1 April 2004 – 31 March 2005. The report has looked at the Council's progress towards its Local Development Scheme and has monitored key planning policies to see if they are being implemented successfully. As this is the first monitoring report it has not been possible to identify any trends. The key findings from the report are summarised below.

### Key findings

- To date all local development documents are being prepared in accordance with the timetables set out in the Portsmouth Local Development Scheme and are on track to be adopted on time.
- Progress has been made on most of the Council's key regeneration sites and these will be continually monitored to ensure their implementation.
- There has been a net increase in the number of listed buildings and conservation areas therefore the council has been successful in protecting the city's heritage.
- The protection of sites designated for important nature conservation value has been effective. The condition of SSSIs in Portsmouth is generally good and there has been no loss in area of sites protected for their nature conservation value within Portsmouth.
- Planning policies for open space are in general operating well. During 2004-05 only 0.03% of the total open space was lost. However the policy requiring financial contributions towards open spaces was only applied in 50% of relevant cases.
- Progress on implementing the transport proposals in the plan has been slow as they are dependent on securing the necessary funding and other agencies.
- Transport benefits are routinely secured as part of new development in the city.
- It has not been possible to monitor many of the transport policies and consideration will be given to implementing a monitoring system for transport policies.
- Retail policies are working effectively, there has been an increase in retail floorspace and most retail development is focused in the town centres in line with local and national policies.
- Existing key employment sites have been protected successfully. It has not been possible to monitor the number of jobs created in the monitoring year and consideration will be given to this for the next report.
- In some years housing completion rates have fallen below the annual requirement however over the past three years completion rates have been increasing. Projected housing supply indicates that the strategic housing target for Portsmouth can be met and possibly exceeded, continual monitoring is needed to ensure that this remains the case.
- Portsmouth has exceeded Government targets for residential development on previously development land and for the density of new residential development.
- The provision of affordable housing is satisfactory in relation to planning policy but it does not meet the housing needs of the City. This will be monitored carefully to ensure the provision of affordable housing is increased in line with new planning policies for Portsmouth.
- There has been a net gain in community facilities and the Council has been successful in securing community facilities as part of new developments.
- There has been a decline of sales of land-won sand and gravel from quarries in Hampshire. In nine of the last ten years sales have been below the level required by Government. This will be addressed in the Minerals & Waste core strategy and through the need to allocate any minerals sites.

## ANNUAL MONITORING REPORT 2005

### 1. INTRODUCTION

- 1.1 The Planning & Compulsory Purchase Act 2004 introduced a new planning system which involved the following main changes:
- Old style Local Plans to be gradually replaced by a Local Development Framework (LDF), which is a folder of separate planning policy documents called Local Development Documents. These documents make up the statutory planning policies for Portsmouth and will be used to guide the future development of the city.
  - All local authorities have to prepare a project management plan, known as a Local Development Scheme (LDS) setting out all the new policy documents that the council intends to produce and a timetable for their production. The LDS for Portsmouth was approved in March 2005 and amended in September 2005.
  - To produce an annual monitoring report every December. Section 48 of the act requires all authorities to produce a monitoring report every year.
- 1.2 This is the first annual monitoring report for Portsmouth relating to the City Local Plan and the forthcoming Local Development Framework. The report covers the time period 1 April 2004 – 31 March 2005. This report has two purposes:
- to assess progress on the timetable set out in the Local Development Scheme (LDS); and
  - to assess the implementation of planning policies and whether planning objectives are being achieved.
- 1.3 Progress on the LDS is monitored to indicate if the preparation of the new documents is on track and where it is not reasons for the delay. The monitoring of policies is necessary in order to assess if policies are working as intended and highlight the need for any change. Monitoring, as well as looking back to see if policies are working, can also look forward to help shape future policies as the results of monitoring will form part of the evidence base for new planning documents. Monitoring helps to identify changed circumstances and highlight any issues that may need to be addressed by a new policy or a new Local Development Document (LDD).

#### Structure of the report

- 1.4 This report contains the following chapters:
- Monitoring Framework
  - Local Characteristics
  - Progress towards the Local Development Scheme
  - Analysis of the City Local Plan Policies – this chapter is divided into 8 sections. Each section relates to a strategic objective of the plan and monitors policies that set out to achieve the objective.
  - Minerals & Waste Monitoring
  - Future monitoring reports – this section will identify any gaps in data that should have been collected for this report or any difficulties in collecting data and will identify ways to overcome these difficulties.
  - Conclusions and recommendations

## **2. MONITORING FRAMEWORK**

- 2.1 A monitoring framework was prepared which set out what would be monitored and how the monitoring would be carried out. A summary of that report is included here.
- 2.2 The Local Development Scheme and planning policies in the City Local Plan (proposed modifications 2005) have been monitored. To monitor the LDS a spreadsheet has been set up to track progress of the local development documents as they go through preparation. The spreadsheet is continually updated as each document reaches the next stage in their preparation.
- 2.3 Planning policies will be monitored to demonstrate whether they are working and to identify if changes to policy are needed to reflect changes in government guidance. Portsmouth's City Local Plan was adopted in December 1995. A review of the plan started in 2001 and following a Local Plan Inquiry proposed modifications to the plan were published in August 2005. No new planning policy documents were produced by the end of March 2005 under the new system therefore it is the policies in the City Local Plan (Proposed Modifications) 2005 that will be monitored for the purposes of this report.
- 2.4 The guidance states that the "saved policies" should be monitored which strictly speaking are the policies in the adopted City Local Plan (1995), however these policies are outdated and are about to be replaced by the policies in the City Local Plan (proposed modification 2005). The policies in the proposed modification document are used as much as the policies in the adopted plan. It makes more sense to monitor the more recent policies especially since one of the objectives of monitoring is to identify if any policies need changing and the policies in the adopted plan will be replaced to reflect the current situation in Portsmouth and recent Government guidance.
- 2.5 As the latest version of the plan was published in August 2005 it is up to date with all government guidance and therefore in this report policies will not be assessed against government guidance. The next AMR will address any changes that may be needed to reflect changes in government guidance.
- 2.6 Key policies have been grouped together under strategic objectives and then monitored against a set of indicators related to the objective. The government has devised a set of core indicators and these have been used, alongside local indicators developed by the Council, to monitor policies.
- 2.6 The data that has been collected comes from a variety of sources, mainly from information already held in the planning service, but also from:
- Monitoring results of the Local Transport Plan
  - Monitoring results of the Community Strategy
  - Housing department monitoring
  - Environmental Protection Department
  - Regeneration and Business Service
  - Hampshire County Council monitoring reports
  - Census
  - Environment Agency data

In this way it has been possible to use data that is already collected rather than starting afresh or duplicating work that is carried out elsewhere within the Council or by other agencies.

### 3. LOCAL CHARACTERISTICS

- 3.1 Portsmouth is essentially an island city connected to the mainland by three main transport routes. The city covers a land area of 4,028 hectares, the total administrative area includes part of the two harbours (Portsmouth and Langstone) totalling 6,019 hectares. Portsmouth has a population of approximately 188,000 people and the largest age cohort is the age range of 20-40.
- 3.2 Portsmouth has some of the densest housing outside London, characterised by extensive areas of terraced housing with little locally available open space. Approximately half of the households in Portsmouth live in terraced housing. There is limited space for development with the city bounded by the Solent and two intertidal harbours to the south, east and west and Portsdown Hill to the north. Therefore most, if not all, development in the city takes place on brownfield land. Against this dense urban background Portsmouth has some of the most significant ecological habitats in Britain and Europe. Portsdown Hill is a prime example of chalk downland and much of it is an SSSI. Both Portsmouth and Langstone Harbours are ecologically significant, particularly as roosting and feeding areas for internationally important species of migratory birds and both are protected by international designations.
- 3.3 Housing, in particular affordable housing is an important issue for the city. There are currently 81,000 households in the city and the average household size is 2.3 persons. Single person households account for 33% of total households, which is an increase of 15% since 1991. The number of households is projected to increase to 193,600 partly due to the increase in single person households thus increasing the need for housing development in the city.
- 3.4 The condition of much of the city's private housing stock is a major concern, 9% (6,470) of private sector dwellings are estimated to be unfit and 22% (15,360) are thought to be in substantial disrepair. Reasons for this are that over 46% of the city's housing was built pre 1919 and predominantly low incomes means people have less to spend on the upkeep of their property. The SAP rating shows how energy efficient homes are in the city. Improved energy efficiency reduces the use of fossil fuels, reduces energy running costs and reduces fuel poverty. SAP rating range from 1 (extremely energy inefficient) to 100 (extremely energy efficient) and the average for the UK is 45 and for the South East region is 50.5. The average rating for the City Council's own homes is 64, the average for social rented stock is 61 and for the private stock is about 40.
- 3.5 Affordable housing is a key priority for the city. Although house prices may be low compared to other areas in the region prices have risen faster in Portsmouth than elsewhere. The average house price in Portsmouth (October – December 2004) was £158,200 (Land Registry). This represents a rise of 27% over the December 2003 figure of £114,900. In addition to this average household incomes are £24,540 compared to a national average of £26,200. However in some wards average income is as low as £15,000 making the purchase or rental of a property on the open market impossible.
- 3.6 Regeneration is important to the city and in recent years there have been successful developments such as Gunwharf Quays. A wide range of specific

projects and area-based renewal initiatives are being promoted through the local plan as well as other Council strategies. These include proposals at Tipner and the City Centre.

- 3.7 Flooding is an issue of local importance to Portsmouth. In Portsmouth 14,715 properties fall within a high risk of tidal flooding (a flood event in every 1 in 200 years), this equates to 17.6% of the city's housing stock and 31% of the city's land area. 9,542 properties fall within a medium risk of tidal flooding (1 in every 1,000 years), which equates to 11% of the city's housing and 16 % of total land area. The combined totals are 24,257 properties and the remaining 59,367 properties are at low risk of flooding. The majority of Portsmouths' coastline is protected from flooding in one way, the coastal defences include a wide variety of different types of barrier, including steel sheet piling, vertical and sloping concrete/masonry walls, rock amour, concrete wave return walls, grassed earth bunding and timber groynes. Under current conditions around 74% of the city's sea defences are able to withstand a 1:200 year tidal event while the remaining 26% are in need of improvement and would probably be overtopped in the event of a 1:200 flood occurring.
- 3.8 Crime prevention came out as the top priority for residents in a MORI poll that fed into the Community Strategy 2004-2009. From 2001-2005 crime levels have increased from 11,679 to 14,337 an increase of 23%. Portsmouth is considered to be a high crime area by the Government Office for the South East and is seeking to reduce crime by 20-22.5%, which is more than the national target of 15%.
- 3.9 There are targets to reduce traffic growth and increase the use of bus, rail and cycling. Currently in the city the volume of traffic entering the inner urban area has increased, the inbound flow of 15,258 vehicles in 1999 has increased to 15,787 in 2004. Levels of bus usage have remained fairly consistent in Portsmouth with a small increase from 11,215 passengers per day in 1999 to 11,572 in 2002. The number of cycle trips as a percentage of urban traffic has decreased from 7.8% in 1998 to 5.5% in 2004.

**4. PROGRESS TOWARDS THE LOCAL DEVELOPMENT SCHEME**

4.1 The Portsmouth Local Development Scheme was submitted to GOSE on 24<sup>th</sup> March 2005 and came into effect on 19th April 2005. The LDS was amended in September 2005 to take account of changing local circumstances and this resulted in the deletion of the Hilsea Lido Planning Brief and the Historic Dockyard Planning Brief. The Local Development Documents that will make up the Portsmouth LDF and the Hampshire Minerals & Waste Development Framework in the first three years are:

Portsmouth LDF

- Statement of Community Involvement
- Core Strategy DPD
- Site Allocations DPD
- Area Action Plans – Somerstown, The Hard, Southsea and Port Solent.
  
- Open Space SPD
- Planning Contributions SPD
- Designing out Crime SPD
- Air Quality and Planning SPD

Hampshire Minerals & Waste Development Framework

- Core Strategy
- Minerals Sites
- Waste Management Sites

4.2 Monitoring the progress of the LDS involves identifying if the documents set out above are being prepared in line with the timetables in the LDS and if the key milestones for their preparation are being met. The key milestones for DPDs are:

- i. Commencement of the preparation process of a DPD
- ii. Public participation on preferred options
- iii. Submission of a DPD
- iv. Pre-examination meeting
- v. Commencement of examination
- vi. Adoption of a DPD

The key milestones for SPDs are:

- i. Draft SPD and SA report issued for public consultation
- ii. Adoption and publication of SPD.

4.3 The documents that were programmed to have started during the monitoring period are Portsmouth Statement of Community Involvement, Southsea Town Centre Area Action Plan, Open Space SPD, and the Minerals & Waste Core Strategy. Progress of these documents is as follows:

Statement of community involvement

4.4 The key milestones that the SCI was programmed to have reached during the monitoring period were commencement of preparation and public participation on preferred options.

<b>Key Milestone</b>	<b>Target Date</b>	<b>Actual Date</b>
Commencement of SCI	October – November 2004	October – November 2004
Consultation on preferred options	March – April 2005	11 March – 22 April 2005

The table demonstrates that the SCI has met the first two key milestones and is on track to achieve the remaining milestones.

Southsea Town Centre Area Action Plan and Open Space SPD

- 4.5 The LDS indicated that the preparation of these two documents should have started during the monitoring period as the evidence gathering stage was programmed to have finished in April / May 2005. The preparation of the Open Space SPD started in October 2004 and the preparation of the Southsea Town Centre Area Action Plan started in February 2005, both documents have now reached further stages in their preparation and are on track to be adopted within the timescales set out in the LDS.

Minerals & Waste Core Strategy

- 4.6 The key milestone the Minerals & Waste Core Strategy should have met during the monitoring period was to start the preparation of the strategy. Work on the core strategy did start at the end of 2004 and has currently reached the issues and options stage. This document is also on track with the timescales set out in the LDS.

**Summary Points**

- During the first monitoring period all the local development documents have met their milestones and are on track to be adopted on time.

**5. ANALYSIS OF CITY LOCAL PLAN POLICIES**

5.1 This section focuses on monitoring the policies in Portsmouth City Local Plan First Review 2001-2011 (Proposed Modifications) August 2005. There are many policies in the plan and it would be impossible to monitor every single policy therefore the strategic plan objectives are used instead. Policies have been grouped together under one objective that they all aim to achieve. A set of indicators and targets will be used in order to assess the implementation and effectiveness of the policies, a full set of these are set out in appendix 1. The indicators are a mix of core indicators that the Government has identified for all planning authorities to use and more local indicators that are relevant to policies contained in the City Local Plan.

5.2 It is recognised that as this is the first annual monitoring report it may not be possible to collect information on all the indicators. Any missing information and suggestions on how to tackle this in future monitoring reports is set out in chapter 6 of this report. It may also be difficult to draw conclusions for certain indicators, as this is the first time they have been monitored and no past information for comparison exists in most cases.

5.3 The objective topic areas that will be used for the purposes of monitoring in this report are:

- Objective 1: Urban Renaissance
- Objective 2: Design and Heritage
- Objective 3: Natural Environment
- Objective 4: Transport
- Objective 5: Retail, town centres and the economy
- Objective 6: Housing
- Objective 7: Pollution and Amenity
- Objective 8: Community

**5a: Urban Renaissance**

*Objective: To promote the social, physical and economic regeneration of Portsmouth.*

*Indicator: Progress towards the development of major regeneration sites in the city.*

- i. A wide range of specific projects and area based renewal initiatives are promoted through the local plan. Table 1 charts the progress of the major regeneration sites set out in the plan and highlights if any have yet been implemented.

**Table 1: Progress of regeneration sites**

<b>Policy number</b>	<b>Site</b>	<b>Proposal</b>	<b>Progress</b>
CD1	City Centre North Urban Priority Area	Mixed use comprehensive redevelopment for mainly retail.	Outline application received on 29 July 2005 for 99320m <sup>2</sup> of retail, 6650m <sup>2</sup> leisure, 200 residential units, hotel and office accommodation. If approved the scheme is expected to be completed by 2009.
CD2	City Centre Redevelopment sites	Four sites have been identified for redevelopment for town centre uses.	Not implemented.
CD11	Historic Ships Car Park, Queen Street	Allocated for a mix of uses to include employment, housing and a car park.	Permission granted in February 2005 for 541 residential units and commercial units.
CD16	The Hard Interchange	Redevelopment or refurbishment of public transport interchange facilities.	Not implemented. It is proposed to produce an Area Action Plan for the Hard as part of the LDF by 2010.
CD17	Historic Dockyard Heritage Area	Redevelopment for residential, employment and tourism related uses.	Not implemented as the land will not now be released by the MOD.
NL1	Tipner Urban Priority Area	Regeneration of the area to provide a range	Not implemented. A masterplan is currently being

		of uses including residential, employment, open space, car parking and a greyhound stadium.	drawn up by the Councils preferred development partners.
ST3	Somerstown & North Southsea Principal Regeneration Area	Regeneration of the area to include refurbishment and redevelopment of housing, new community facilities, open space, employment and improved public transport links.	Not implemented. An area action plan is currently being prepared as part of the LDF and is due to be adopted by 2008. Much consultation with the community has already been carried out and design consultants have been appointed to draw up a regeneration plan.

- ii. Although none of the major sites have been implemented, preparatory work, such as drawing up initial plans, has been started on most of the sites. One site has the benefit of planning permission, one site has a current application and five sites have no progress at all.

**Summary Points**

- Some progress has been made on most of the major regeneration sites. Some of the sites will take time to be implemented due to issues of access and contamination.
- Area Action Plans will be prepared for some of the regeneration areas to provide a more detailed development plan policy to enhance the prospects of implementation.
- These sites will continue to be monitored to ensure that the necessary regeneration takes place.

**5b: Design and Heritage**

*Objective: To protect and enhance the quality and variety of the urban environment.*

*Indicators: Number of listed buildings, locally listed buildings and conservation areas*

- i. There are policies in the local plan to protect the listed buildings and ensure that the character and appearance of conservation areas are protected.
- ii. In Portsmouth there are over 600 listed buildings, 12 of which are Grade I, 31 are Grade II\* and 403 are Grade II and there are 267 entries on the local list. During the monitoring period there have been 6 additions to the statutory list all at Grade II and no listed buildings have been lost through damage or demolition.
- iii. At the start of the monitoring period there were 23 conservation areas covering an area of 390.59 hectares out of a total of 4028 hectares. At the end of the monitoring period an additional conservation area had been designated at Essex Road and two conservation areas had been revised resulting in a slight reduction of the area covered by conservation areas from 390.59 to 390 hectares. Therefore during the monitoring period the number of conservation areas increased but the area covered by conservation areas has decreased, however this was only by 0.15%. The reason for the decrease in area is that HMS Nelson was excluded from the Guildhall & Victoria Park Conservation Area and post war housing areas were excluded from the Portsea Conservation Area, as the post war architecture does not merit the protection of a conservation area.

**Summary points**

- There has been a net gain in the number of listed buildings.
- There has been an increase in the number of conservation areas and a slight reduction in the area covered by conservation areas in order to exclude buildings that do not merit the status of a conservation area.
- Policies to protect the city's heritage are achieving their objective.

**5c: Natural Environment**

*Objective: To protect the natural environment and habitats and maintain open space.*

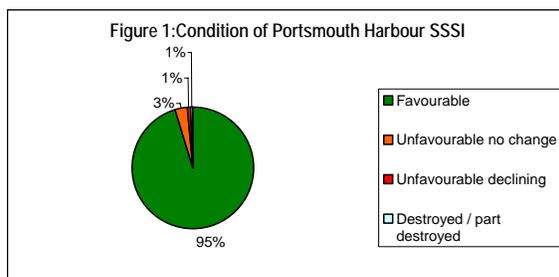
*Indicators: Percentage of SSSIs in a favourable condition  
Change in areas designated for nature conservation value at national, regional and local levels  
Amount of open space  
Percentage of eligible open spaces managed to green flag award standard  
Contributions towards open space from new development*

- i. Local Plan policies are aimed at protecting sites of importance for nature conservation and open spaces within the city.

Sites of nature conservation value

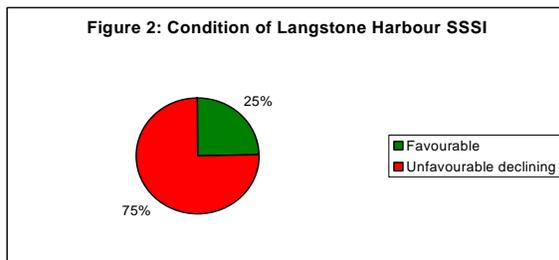
- ii. There are three SSSIs within Portsmouth: Portsmouth Harbour; Langstone Harbour; and Portsdown Hill. The national target is for 95% of SSSIs to be in favourable or recovering condition by 2010. The state of the SSSIs in Portsmouth is as follows:

Portsmouth Harbour: 95.4% in favourable condition  
 3.5% in unfavourable condition  
 0.1% in unfavourable / declining condition  
 0.4% is destroyed / part destroyed



Source: English Nature February 2005

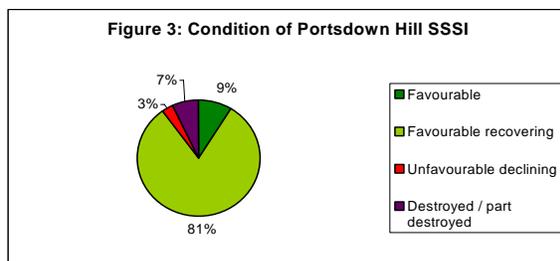
Langstone Harbour: 25% in favourable condition  
 75% in unfavourable / declining condition



Source: English Nature March 2005

- iii. The majority of Langstone Harbour is in unfavourable or declining condition and therefore needs to be kept under observation to ensure that there is no further decline.

Portsmouth Hill: 8.8% in favourable condition  
 81.9% in unfavourable / recovering condition  
 2.7% is unfavourable or declining  
 6.5% is destroyed or part destroyed



Source: English Nature February 2005

- iv. Although only 8.8% of Portsmouth Hill is in a favourable condition the majority of the hill is recovering. Past problems have largely been due to inappropriate scrub control and urban fringe problems such as flytipping and damage from motorcycles. The recovering area is undergoing scrub clearance and cattle grazing and there have been works to restore the chalk grassland.
- v. As well as the three SSSIs, which are nationally protected, there are 12 Sites of Local Nature Conservation Importance (SINCs), which cover an area of 1671 hectares and 130 hectares respectively. To date there has been no change in the areas designated as SSSIs or SINCs, which indicates that the protection policies in the plan are working.

Open Space

- vi. It is important to maintain an adequate level of open space and enhance the existing open space so that the residents of Portsmouth have access to areas for formal and informal recreation. There is a total of 923 hectares of open space in the city, which equates to 23% of the total land area in Portsmouth. There are 232 open spaces listed in the local plan, 8 of which would qualify for a green flag award (3.5%). The council aims to protect existing open space through the implementation of policy DC20 which seeks to prevent development, which would involve the loss of open space. During the monitoring period one application was granted which involved the loss of open space in order to build a club house and form a bowling green. The amount of open space lost was only 0.27 hectares, which equals 0.03% of the city's open space.
- vii. The City Plan has a further policy (DC46) to negotiate a financial contribution towards open space from developments of 15 or more residential units. The money is used to improve the quality of existing open space, as there is limited land available within the city to create new areas of open space. Over the monitoring period there were 20 applications of 15 or more units where there would be a requirement for open space, however a commuted sum for open space was only secured from 8 of the applications (40%). The commuted sums amounted to £335,600.

### Summary Points

- On the whole the condition of the SSSIs in Portsmouth is good, with the exception of Langstone Harbour. 95% of Portsmouth Harbour is in favourable condition and the majority of Portsdown Hill is in a recovering condition.
- Any planning applications in or around Langstone Harbour will need to be carefully considered to ensure they do not worsen the condition of the harbour.
- None of the areas protected for their nature conservation value have been lost.
- An insignificant amount of open space was lost over the last year therefore open space has been adequately protected during the monitoring period.
- The results of monitoring show that policy DC46 (negotiating financial contributions towards open space) has not been applied to all relevant applications. In some cases this could have been because other benefits of a higher priority were negotiated instead, however this policy should continue to be monitored to ensure that it is applied in every possible case. The Council is producing an SPD to set out clearly how and when the policy should be applied and this should lead to better implementation of the policy and an increase in open space contributions.

### 5d: Transport

*Objective: To reduce adverse traffic impacts*

*Indicators: Progress towards transport proposals  
Contributions towards public transport and walking/cycling  
enhancements and preparation of travel plans  
Number of cycle trips in the city*

#### Transport proposals

- i. The City Local Plan includes a variety of transport proposals for the city and table 2 charts the progress of these proposals.

### Table 2: Progress of transport proposals

<b>Policy number</b>	<b>Proposal</b>	<b>Progress</b>
SP4	New junction with the M275 at Tipner	Awaiting outcome of speed reduction order.
SP4	LRT between Portsmouth, Gosport and Fareham	A revised scheme has been submitted to the Secretary of State for funding and a decision is awaited.
SP4	Park & Ride from Tipner to the Hard	Awaiting outcome of speed reduction order.
SP4	Car parks (Park & Ride) at Tipner and Farlington with weekend and holiday overflow at the IBM site.	<p>Car park and park &amp; ride at Farlington is linked to the proposal for a new railway station at Farlington. Securing a new railway station is a protracted process and it is at the early stages but initial studies appear promising. Subject to funding being available the car park could be implemented at an earlier date.</p> <p>The IBM site is currently used for park &amp; ride overflow at weekends.</p> <p>Park &amp; Ride at Tipner is reliant on the regeneration at Tipner.</p>
SP4	Port Solent – Tipner public transport, pedestrian and cycle link	There was originally a proposal for a bus/cycle/pedestrian bridge to link Tipner to Port Solent enabling through bus service and it was to be substantially funded through the landfill tax. The emergence of a monorail proposal, with its own requirement for a structure over Tipner Lake, resulted in the original proposal being put on hold. The monorail structure, if built, would provide for pedestrians/cycles/horses. If the monorail does not go ahead the City Council will need to reconsider bringing forward the original proposal.
SP4	Safeguarding land for new	See reference to progress

	railway stations at Farlington and Paulsgrove	at Farlington above.
SP4	Dualling of Hope Street and realignment of Marketway.	This proposal is dependent on the redevelopment of the City Centre North scheme. The outline application has been received and the implementation date for this transport proposal is expected to be 2007-2008.
SP4	Improved access to HM Dockyard (East Gate)	The widening of East Gate is complete. The first phase of the improved access will be undertaken as part of the City Centre North highway works. The second phase, requiring land acquisition is dependent on funding being available and as yet is not formally programmed.
SP4	Interchange improvements at City Centre South, the Hard and Cosham.	The nature of improvements at the Hard are dependent on the decision on the LRT. At Cosham there are opportunities to improve the waiting facilities for bus passengers through redevelopment of land adjacent and to the north of the bus interchange. There are also opportunities to improve the Cosham Station to improve safety and convenience, which would need to be undertaken in consultation with South West Trains.
SP4	Extended cycleways, including Portsbridge to Broadmarsh	Major cycleway schemes are subject to the availability of finance. The completion of the Broadmarsh to Eastern Road cycle path by the Highways Agency has highlighted the need to continue this to Portsbridge but there are costs and difficulties associated with this such as a crossing over or beneath the railway line. The principle of the scheme has been accepted in design terms but has not yet been progressed.

		<p>Other sections of the cycle network will be completed by funding through the LTP capital programme, contributions by developers and through minor improvements implemented in conjunction with the highways PFI. Funding is also available through the Safer Routes to Schools and Road Safety Schemes.</p>
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- ii. Many of the transport proposals set out above are reliant on funding or form part of larger schemes that are yet to come forward. The implementation of the transport schemes relies on government or private investment outside of the control of the City Council. Some schemes have been implemented, such as cycle ways and the widening of East Gate. All the remaining schemes are waiting for a decision from the Secretary of State, a planning application to be submitted or for funding to become available. The progress of the transport proposals will continue to be monitored in future years.

Transport improvements

- iii. The policy in the City Local Plan states that contributions towards transport improvements will be required where they are necessary to enable the development to go ahead. Travel plans are required from major development proposals (over 500m<sup>2</sup>). During the monitoring period the Council secured:
- £3,400 towards public transport
  - £10,000 towards bus shelters
  - Free bus passes
  - Park and Ride (related to the Fratton Park Stadium application)
  - Money towards widening the esplanade if needed as a result of the development
  - Two s.278 agreements were signed requiring various highway improvements.

Over the monitoring year there were four applications (excluding residential) that were of a size that requiring a travel plan. Two were granted conditional permission subject to a travel plan being produced, one involved setting up a car share club and one made no reference to travel plans. This indicates that the policy is operating relatively well. Future monitoring will indicate if there is any improvement in the number of travel plans required as part of new development in line with the policy.

Cycling

- iv. Reducing travel by the private car and promoting other forms of transport such as cycling is a key Government objective. The Council has a target to triple the number of cycling trips as a proportion of all traffic by 2011 in its community strategy. Table 3 shows the total number of cycle journeys in the city and the percentage of cycle journeys from all vehicles for the last 5 years.

**Table 3: Number of Cycle Trips per day**

	2000	2001	2002	2003	2004
Total cycle trips	5476	4816	5501	4845	4421
% Cycles	6.22	5.35	6.07	5.52	5.04

- v. Unfortunately the table shows a reduction in the number of cycle trips over the last two years. During the monitoring period there has been a 20% fall in cycling compared with the average of the preceding three years. The reasons for the decrease in cycling are uncertain. It could be due to the inaccuracy of cycle counters, the fact that the University has consolidated in the city centre resulting in fewer students cycling to university and a lack of secure parking for cycles amid high levels of cycle theft. To counter this the council has installed additional cycle counters at key locations to improve the accuracy of collected data, a new off road cycle track opened which has increased cycling along that particular route, employers and shopping centres are being encouraged to provide secure cycle parking and using planning conditions to ensure cycle parking is provided with new residential units. The Council is fairly optimistic that with all this work the current trend can be reversed.

**Summary points**

- Progress has been made on some of the transport proposals however many of them are dependent on financial resources and planning proposals that are yet to be implemented.
- A variety of transport related benefits, including travel plans, have been secured during the 2004-2005.
- Cycling has decreased recently but action is being taken to reverse this trend. The results of the next monitoring report will indicate if the action is working.

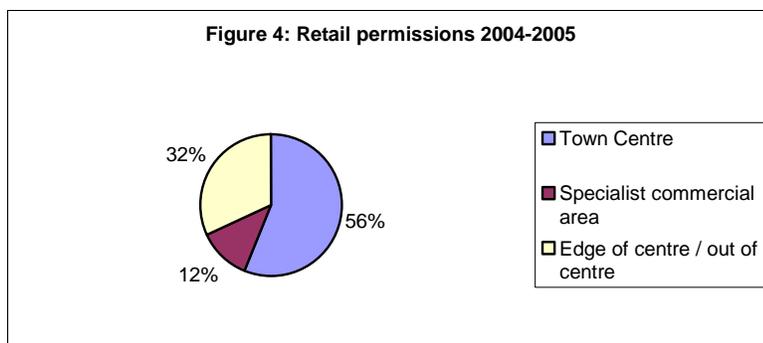
**5e: Retail, town centres and the economy**

*Objective: To strengthen and diversify the City's economy and to increase local employment opportunities.*

*Indicators: Percentage of new retail and leisure developments in town centres  
 Percentage of A1 uses in the main centres  
 Percentage of vacant units in centres  
 Proportion of A3 uses in town centres  
 Number of jobs created  
 Number of primary employment sites / premises lost*

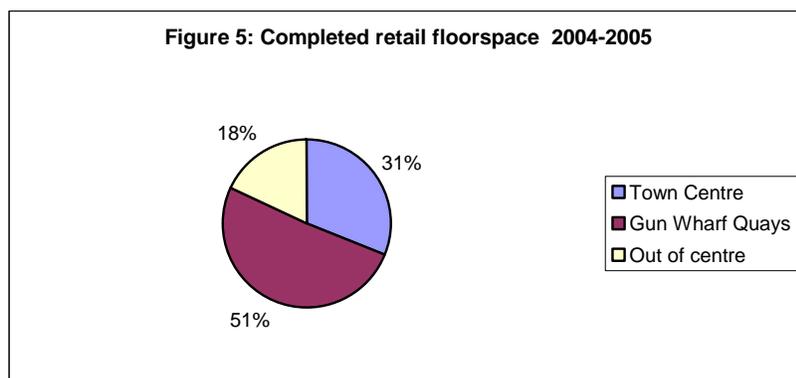
Retail & town centres

- i. A key objective of government policy as set out in PPS6 is to concentrate new retail development and other key town centre uses in town centres through employing the sequential test. This is reflected in the City Local Plan policies SP6 and DC36, which will only allow retail development in out of centre



developments where there is a clearly defined need for the development and where it can be demonstrated that there are no suitable or available town centre sites. The chart below shows the percentage of retail permissions in or out of centres.

- ii. The chart shows that only 56% of new retail permissions were granted in town centre locations. However, an additional 12% were granted in specialist commercial areas, Albert Road and Gunwharf, which although these are not designated town centres policies covering these areas SJ7 and ST4 direct retail development to these locations as they are considered established, accessible retail destinations. Therefore in effect 68% of retail developments are granted in centre. The majority of the 32%, which have been granted in edge of centre or out of centre locations, were in locations formally designated as mixed use areas where the aim was to allow commercial uses in such areas. This policy has been deleted from the plan following the Inspectors recommendation at the local plan inquiry and therefore the next monitoring report should show an increase in the percentage of retail developments granted in designated centres.
- iii. The actual amount and percentage of retail and leisure floorspace completed in town centres is also monitored. During the monitoring period a total of 2913m<sup>2</sup> retail floorspace was completed and 678m<sup>2</sup> of leisure was completed. All of the leisure floorspace was completed in the specialist commercial area Gunwharf Quays. The majority of completed retail floorspace (51%) was in the specialist commercial area of Gunwharf Quays. 18% of the completed floorspace was out of centre however this was from one development. The chart below shows the amount and percentage of retail floorspace completed.



Source: HCC monitoring systems

- iv. The City Local Plan states that for the city's two main retail centres (City Centre policy CD5 and Southsea policy SJ5), in the primary retail area the percentage of A1 retail frontage should not fall below 75%. This is to ensure that the predominant role of the principal retail areas remain a shopping one. Analysis of the level of A1 units in the two centres indicates that the city centre is at the 75% limit and therefore there should be no further loss of A1 retail frontage. Future monitoring of the retail frontage in the city centre will demonstrate if the policy is working.

**Table 4: Percentage of A1 frontage**

	Percentage of A1 Frontage
City Centre Primary Retail Area	75
Southsea Primary Retail Area	83.93

Source: PCC monitoring systems

- v. Table 5 shows the percentage of vacant units in town centres. The UK average is 10.1%. The level of vacancies in Portsmouth's town centres is generally low and below the national average with the exception of Fratton District Centre. A retail study for Portsmouth recommended that Fratton District Centre should be consolidated and this will be considered in the relevant local development document.

**Table 5: Percentage of vacant units**

	Percentage of vacant units
City Centre	8
Southsea	4
Albert Road	9
Cosham	4.4
Fratton	13.6
North End	5.75

Source: PCC monitoring systems

- vi. There are policies in the City Local Plan that aim to limit the amount of bars and restaurants to 35% of the retail frontage in Southsea secondary shopping area (policy SJ6) and part of Albert Road (policy SJ7). The reason for this is to prevent the amenity problems associated with such uses from increasing. As at April 2004 the percentage of restaurants and bars in the two areas were as follows:

Southsea 34.58%  
 Albert Road 35.27%

Policies SJ6 & SJ7 need to be used to refuse future bar and restaurant uses to meet the objective of preventing associated amenity problems, unless existing bars / restaurants change their use. Next year the monitoring report will show if the policies have been successful.

#### Economy

- vii. The Local Plan aims to encourage economic activity through site allocations for employment and policies that seek to retain employment sites for continued employment use where appropriate. Annual monitoring shows that 15 planning permissions were granted for business use and 100% of them were on previously developed land. This will produce an additional 36,200m<sup>2</sup> of employment floorspace. In addition to this there are 9 sites allocated for employment uses, including the land east of IBM.
- viii. During the monitoring period 28 companies relocated in Portsmouth, this number includes those relocating within the city and therefore although it is not a gain it does show that jobs are being sustained in the city and not lost. In terms of jobs 334 have been sustained in Portsmouth and 116 new jobs have been created in Portsmouth. For start ups and small business support

this has seen an additional 220 full time jobs and 55 part time jobs created during the 2004 calendar year.

- ix. Policy DC30 in the City Local Plan aims to protect the city's most important employment sites and premises and prevent their redevelopment to other uses. It is important to maintain a stock of employment land within the city so that existing businesses can expand and new businesses can locate in the city. Between April 1996 – March 2004 185,430m<sup>2</sup> of office and industrial floorspace were lost to other uses. Existing industrial estates, business parks and key office buildings need to be retained in order to safeguard existing jobs and provide the opportunities for new ones. During the monitoring period none of the primary employment sites or premises have granted permissions to be redeveloped for alternative uses. Therefore there has been no loss of the city's most important employment sites and premises. However, this indicator only covers employment sites within protected areas and not the many smaller employment sites located throughout the city. There has been a loss of employment land to other uses outside of the protected areas.

**Summary Points:**

- The majority of new retail development is granted in town centres.
- Vacancies in town centres are generally low except in Fratton where there may need to be a consolidation of the centre in the future.
- The retail role of the two most important centres is being maintained.
- Both Southsea and Albert Road are at the 35% limit and therefore no further bar or restaurant uses should be permitted. The next monitoring report will indicate if the policy to prevent the amenity problems associated with such uses from increasing is working.
- A variety of sites are identified for employment in the City Local Plan.
- No key employment sites have been lost during the monitoring period.

**5f: Housing**

*Objective: To meet the housing requirements of the City's population.*

*Indicators: Progress towards strategic target and the number of dwellings completed each year.*

*Number of dwellings on allocated sites / windfall sites*

*Percentage of dwellings on previously developed land*

*Density of new residential development*

*Number of affordable housing units provided*

*Number of non-housing applications granted in housing revival areas*

- i. Housing delivery is at the top of the government's agenda. All local planning authorities need to meet their housing targets, especially in the South East where the pressure for house building is the greatest. A housing trajectory is set out in appendix 2 this shows the net additional dwellings since 1996, projected completions upto 2011, the annual strategic target, the number of dwellings above or below the cumulative target and the annual net dwelling gain needed to meet the strategic target.
- ii. The following indicators show how Portsmouth is currently performing on housing delivery.

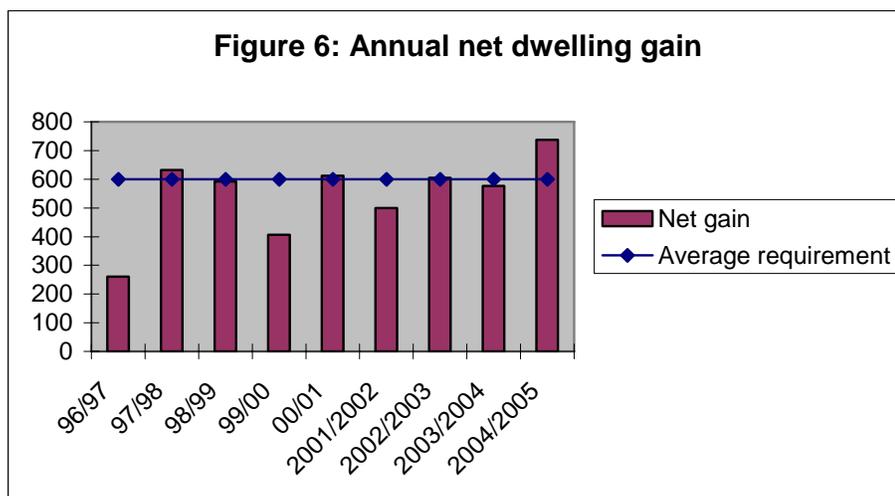
Progress towards strategic housing target and number of dwellings completed per year

- iii. The strategic housing target for Portsmouth as set out in the Hampshire Structure Plan is to provide 9,000 additional dwellings between 1996-2011. This equate to 600 dwellings a year.
- iv. Since 1996, 4923 units have been completed which leaves a further 4077 units to be provided by 2011 to meet the Structure Plan requirement. This equates to 680 a year.
- v. Recent completion rates in Portsmouth have been 547 units a year (1996-2005), which is 91% of the structure plan requirement. However, over the last three years this average has risen to 639 dwellings per year. The following table and chart represent this information graphically.

Table 6: Progression towards strategic housing target

Year	1996/7	1997/8	1998/9	1999/2000	2000/01	2001/02	2002/03	2003/04	2004/5	Total
Net dwellings gain	261	632	592	407	612	500	605	577	737	4923
Remaining Requirement	8739	8107	7515	7108	6496	5996	5391	4814	4077	4077

Source: HCC monitoring systems



Source: HCC monitoring systems

- vi. Figure 6 above indicates that in four years the council exceeded the annual net additional requirement and in two years fell significantly below the annual requirement. The Council expects to meet and even exceed its Structure Plan baseline requirement by 2011 if we look at forecasted supply especially as there are some large sites (expected to deliver over 500 units) in the development pipeline.
- vii. The future housing supply has been estimated at over 6,000 units upto 2011. This figure is made up of:
  - Large sites currently under construction

- Large sites with planning permission but not started. These have been discounted at 10% to take account of the fact that not all planning permissions are implemented.
- Local Plan allocations (as included in the Hampshire Land Supply Schedule).
- Additional capacity – from planning permission granted since April 04 and allocated sites where we are aware that the actual number of dwellings coming forward will be more than that set out in the City Local Plan or the HLSS.
- Identified small sites
- Estimated windfall – this is calculated by projecting forward past rates of housing completions.

**Table 7: Housing supply 2005-2011**

	05/06	06/07	07/08	08/09	09/10	10/11	Total
Identified supply	870	881	909	580	250	698	4188
Windfall sites	0	73	158	387	387	387	1392
Large urban capacity sites	0	50	90	40	50	380	610
Totals	870	1004	1157	1007	687	1465	6190

Source: PCC monitoring systems

- viii. Although at the current time Portsmouth is not meeting its housing target the situation is improving. The annual completion rate has risen recently and the over the last three years the average completion rate has been 639 units per year, which is just over the strategic annual requirement. The number of net dwellings completed during 2004/05 was 737 units, which is above the strategic annual requirement of 600 units and more than the projected number of completions (of 645) for that year. The Council is confident that the strategic target of 9000 additional dwellings by 2011 will be met because:
- The number of dwellings completed each year has been gradually rising;
  - Portsmouth has just under a four year supply of planning consents (2256 units);
  - The projected supply upto 2011 shows that if all sites come forward the strategic target will be exceeded by more than 2000 units thus leaving a comfortable margin for error; and
  - The majority of the future supply comes from identified sites (sites with planning permission or allocated in the Local Plan), which have a greater degree of certainty of coming forward.
- ix. In order to help maintain a supply of housing land the Council has designated some parts of the city as Housing Revival Areas. Policy DC44 in the Local Plan states that proposals for new retail or business premises will not be permitted nor will significant intensifications of existing businesses. In the monitoring period 2004-2005 no planning permissions were granted for non-residential uses in the housing revival areas, therefore, the policy is operating as intended.
- Previously developed land and
- x. 737 units (new build and conversions) were completed during 2004-05 and 100% have been built on previously developed land. This has significantly exceeded the national target of 60% of residential development to be on previously developed land. This is not surprising in Portsmouth, which is essentially an island city with little open space, where the only development

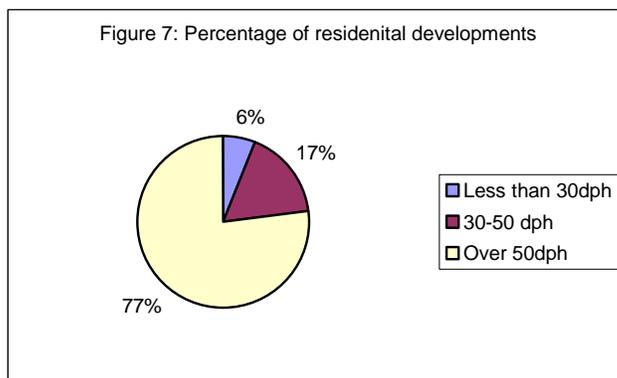
opportunities are on brownfield sites. 236 of these units were on sites that had been allocated in the City Local Plan at one point during the review and the remaining came through from windfall sites. Therefore just over 30% of dwellings built in the monitoring period came from local plan allocations.

Affordable housing

- xi. Between 1 April 04 and 31 March 05 a total of 130 affordable units were completed. This is 23% of the total housing completed during that year. The City Local Plan policy states that affordable housing should be provided on sites of 15 or more units. Although a percentage target was not set out in the policy practice has been to negotiate 25% of the units on site as affordable. During the monitoring period for sites of 15 or more on average only 14% of the units were affordable, which is less than the 25% stated in policy. One reason for this is that most of these sites were granted permission when an earlier policy was on operation. The previous policy stated that 20% of units on sites of 20 or more units should be affordable. Another reason is that the total figures include completions at Gunwharf where in the initial phases of the development affordable housing was not sought due to the extraordinary costs of the development. If the Gunwharf sites are taken out and only sites of 20 or more units are taken into account then the percentage of affordable units was 20%, which is in accordance with the earlier city plan policy. Details on affordable housing provision are set out in appendix 3.
- xii. The Council has set a target of providing 150 affordable homes a year through the planning system. Monitoring has indicated that this target was not met in 2004/05 since only 130 affordable units were completed. The Council's performance in relation to affordable housing should improve next year as more sites will come forward that will be subject to the policy requiring 25% of units on sites of 15 or more units to be affordable. In future years the Council expects the amount of housing provided through the planning system to increase as there are proposals to strengthen the affordable housing policy and supplementary guidance is being prepared.

Density

- xiii. PPG3 requires local planning authorities to avoid the inefficient use of land and states that the density of new residential developments should not fall below 30 dwellings per hectare. Policy DC47 in the city local plan sets out a range of appropriate densities depending upon location and the lowest density level is 30 dwellings per hectare. Figure 7 shows the density of new residential development completed in Portsmouth during the monitoring period.



Source: HCC monitoring systems

- xiv. Figure 7 above indicates that the vast majority of residential development in Portsmouth takes place at high density, 70% of residential development completed during the monitoring period were over 100 dwellings per hectare. Of the 6% that fall below the minimum of 30 dwellings per hectare most involved the conversion of a shop unit into a flat or the creation of a flat in the roofspace of buildings and the application area related to a larger area than the net developable area.

**Summary Points:**

- Since 1996 in 5 years housing completion rates have fallen below the annual requirement.
- Projected future supply indicates that Portsmouth will be able to meet and even exceed its housing requirement to 2011. This will need careful monitoring to ensure the housing requirement is met.
- Government targets for development on previously developed land and density have been exceeded.
- The provision of affordable housing has been in line with the previous policy. This will need continual monitoring to ensure targets in the new policy are achieved. The results of the next monitoring report will indicate if the targets are being achieved or not.

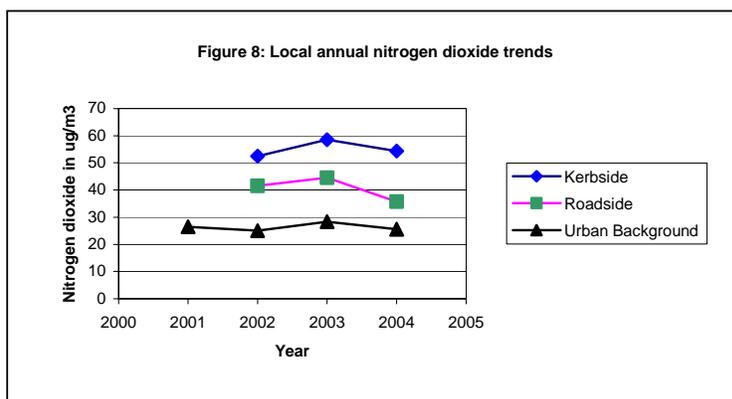
**5g: Pollution & Amenity**

*Objective: To minimise pollution, conserve natural resources and safeguard public health and safety*

*Indicators: Progress towards air quality objectives  
Contributions towards crime prevention and an increase in the number of people thinking there is less crime.  
Number of planning permissions granted contrary to advice from Environment Agency on flooding or water quality  
Renewable energy capacity installed by type*

Air Quality

- i. Policy DC5 in the city Local Plan deals with Pollution and Amenity and states that development is allowed if it would not cause unacceptable levels of air, noise, light or other pollution. The government published a national air quality strategy, which aimed to reduce public exposure to air pollutants, improve air quality and sets air quality objectives for a number of important air pollutants. The consideration of air quality impact will apply particularly to developments expected to generate significant additional traffic and sensitive developments located close to significant sources of air pollution.



Source: PCC data

- ii. The graph demonstrates the annual mean nitrogen dioxide concentrations for the period 2001-2004. The national objective for nitrogen dioxide concentrations to be met by December 2005 is 40ug/m<sup>3</sup>. A 2004 study, and the graph above indicate that there is strong evidence that the annual mean NO<sub>2</sub> objective for 2005 would be exceeded. In order to improve air quality 13 air quality management areas have been designated although these were all designated outside of the monitoring period (April 2005). The City Council is trying to improve air quality in the City principally through measures to reduce existing emissions and ensure new development does not compromise this objective by increasing emissions significantly or introducing new residents for example to areas of poor air quality. An SPD is being produced on air quality and planning which sets out how any air quality issues involved in a planning application could be resolved through mitigation measures. Next years monitoring report should be able to show if any improvements in air quality have been made.

#### Safety

- iii. The Council is preparing a supplementary planning document on Designing out Crime, which should ensure that new developments create a feeling of safety. This may help to improve the people's perceptions of crime levels in the future. Where security issues resulting from a development can not be resolved through design the Council requires developers to make a financial contribution towards crime prevention measures.
- iv. To improve safety and security within the city the Council has a policy of requesting developers to make financial contributions towards crime prevention measures where new development may have an impact on the safety and security of people and property. During the monitoring period one application involved 8 CCTV cameras being installed as part of the development. The perception of crime is also a useful indicator. Between 2001-2005 there was a slight increase from 7% to 9% in the number of people thinking there was less crime, more encouragingly there was a decrease in the number of people thinking there was more crime 36% to 24%.

#### Flood protection and water quality

- v. For the year 2003-2004 Portsmouth granted no applications that were contrary to the advice from the Environment Agency on flood protection grounds, data is not yet available for the year 2004-2005. Data is not yet available on permissions granted contrary to advice from the Environment Agency on water quality.

#### Renewable energy

- vi. To date there have been no large-scale renewable energy projects in Portsmouth. This is partly due to the largely urban nature of the city and the environmental constraints it faces. While there may be potential for wind generation on Portsdown Hill this would need to be carefully balanced against the existing landscape quality and the potential for interference with MoD installations. There have been recent installations of small-scale developments such as solar panels at Leamington House,

Somerstown and a recent Council development at Hillsley Road (Paulsgrove), which incorporated renewable technologies. It is difficult to monitor progress in this regard as renewable energy projects at householder level do not always require planning permission. It is fair to say that Portsmouth's progress to achieving the government's targets has been limited.

#### **Summary Points**

- The council is performing fairly well on pollution and amenity issues although it is hard to measure performance in some cases due to a lack of data. Also there is no historic data so it is hard to identify any trends to demonstrate if the council's performance is improving or not.
- No developments have been granted contrary to Environment Agency advice on flooding.
- CCTV cameras have been secured as part of a development and an SPD on Designing out Crime is being prepared.
- More needs to be done to achieve government targets on renewable energy. Consideration should be given as to whether a policy is needed in the LDF on renewable energy requirements.

#### **4h: Community**

*Objective: To promote equality of opportunity and provide for local needs locally*

*Indicators: Provision of new infrastructure as part of new developments  
Number of community facilities*

- i. During the monitoring period £3,000 was negotiated for community facilities as part of one development, an arts centre was provided as part of one development and public art was provided as part of another development.
- ii. During the monitoring period permission has been granted for 12 community uses, including counselling services, doctors surgeries and school tuition centre, and permission has been granted which involved the loss of two community facilities. Therefore there has been a net gain of 10 community facilities.

#### **Summary points**

- Community facilities have been secured as part of new developments in the city.
- There has been a net gain in community facilities during the monitoring period.

**6. Minerals & Waste Monitoring**

- 6.1 A joint Minerals & Waste Development Framework is being prepared by Portsmouth, Southampton and Hampshire County Council. This section provides a summary of the main achievements in minerals and waste planning in Hampshire over the last year. A full monitoring report on minerals and waste has been prepared jointly by the three authorities and is attached separately as an accompanying report.
- 6.2 The Government have identified some Core Output Indicators which authorities are required to collect data for and report on. These indicators are set out below together with the results of monitoring.

**6a. Minerals**

*Indicator: The production of primary land won aggregates in tonnes.*

The regional and national Aggregate Monitoring (AM) Surveys provide current and historical data for the production of primary land won aggregates. However, the AM2004 Survey is held up because the minerals industry is concerned that the application of the Freedom of Information Act may mean that the information supplied by individual companies will not remain confidential. Failure to complete AM2004 and more particularly the four yearly national AM2005 which gives information on regional flows, will have serious implications for the completion of all Minerals Development Frameworks.

**Sand and Gravel Production**

Under current Government guidance, and as set out in the Minerals and Waste Local Plan, we are required to provide for the production of 2.7 million tonnes per annum (mtpa). This will drop to 2.63 mtpa under the emerging policy guidance of the South East Plan. Production (sales) of land-won sand and gravel from Hampshire sites in 2003 was 1.8 million tonnes (mt). An estimate of 1.5mt has been made for 2004 based on knowledge of individual sites. Sales in nine of the past ten years have been below the 2.7 million tonnes per annum level provided for in the adopted Minerals and Waste Local Plan and the overall trend is one of declining sales of land-won sand and gravel from quarries in Hampshire.

Hampshire Sand and Gravel Sales 1994 to 2004 (thousand tonnes)

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Soft Sand</b>	488	568	504	901	752	711	504	386	308	337
<b>Sand &amp; Gravel</b>	2,07	1,74	1,92	1,80	1,80	1,69	1,78	1,80	1,50	1,15
<b>Total</b>	2,56	2,30	2,43	2,70	2,55	2,41	2,29	2,19	1,80	1,49
	2	9	1	4	9	0	3	3	8	2

Source: Hampshire County Council Aggregates Monitoring 1995 – 2004; and Aggregates Monitoring Report 2003 (SEERAWP 04/09) SEERA February 2005

**Sand and Gravel Reserves and Landbank**

Permitted reserves (the amount of sand and gravel approved for working) of land won sand and gravel in Hampshire at the beginning of 2004 were 12.1 mt. Permitted reserves of land won sand and gravel in Hampshire at the beginning of 2005 were estimated to be 11.2 million tonnes (mt) comprising

1.6mt of soft sand and 9.6mt of sharp sand and gravel. Planning permissions for extraction of an additional 0.9mt of sand and gravel were granted in 2004.

#### **Future Development of Mineral Sites**

The landbank of permitted reserves of sand and gravel in Hampshire at the beginning of 2005 was sufficient for only 4.15 years at the 2.7mtpa allowed for in the Minerals and Waste Local Plan. This is significantly less than the 7 year landbank we are required to maintain, and one of the future challenges facing Hampshire will be the identification and delivery of enough minerals sites through the Minerals and Waste Development Framework process to meet our statutory requirement of providing for the extraction of 2.63 mtpa up to 2020.

*Indicator:* The production of secondary/recycled aggregates in tonnes.

The regional AM2003 Survey collected data for the first time on the production of secondary and recycled aggregates. This is to be repeated for AM2004.

However, the survey only examines recycling of aggregate from construction and demolition wastes at sites with specific planning permission for recycling and not the production of recycled aggregates directly from construction and demolition development sites.

Hampshire will use the latest available production of secondary and recycled aggregates data, planning applications data analysis to provide the input to the regional COI 5b and will use estimates and projections to ascertain the need for allocations in the Development Framework.

#### **Production of Secondary Aggregates**

Secondary or recycled aggregates (e.g. crushed concrete) is an important alternative to primary aggregate, sand and gravel dug from the ground. Hampshire, Portsmouth and Southampton together produced approximately 680,000 tonnes of secondary aggregate in 2003 (the last available survey data).

#### **6b. Waste**

*Indicator: Capacity of new waste management facilities (those which have received planning permission and are operable) by type (cubic metres or tonnes).*

The tonnages for Hampshire for 2004/05 were 248,000 tonnes per annum (for planning permissions implemented during 2004/05). Note that this figure is subject to confirmation.

For monitoring, Hampshire will use the latest available data for the capacity of new waste management facilities by type from planning applications data analysis, including planning permissions issued and their capacities; old permissions becoming operational; and new permissions becoming operational.

*Indicator: Amount of municipal waste arising and managed by management type and the percentage each management type (e.g. recycling / landfill) represents of the total waste managed.*

The tonnages for Hampshire for 2004/05 were:

Recycling:	132,980.69	(20.13%)
Composting:	66,706.29	(10.10%)
Energy Recovery:	156,789.70	(23.74%)
Landfill	304,033.76	(46.03%)
Total	660,510.44	(100%).

For monitoring, Hampshire will use the latest available data for the amount of municipal waste arising and managed by management type and the percentage each management type represents of the total waste managed from planning applications data analysis and data collected by the County Council as Waste Management Authority through Project Integra.

**Summary**

- 6.3 Monitoring of policies is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. For this first annual monitoring of minerals and waste it is not yet possible to determine trends, particularly for the waste policies. A more thorough examination of the performance of existing and emerging policies over the next three years will indicate how successfully they are being implemented.

## 7. Future monitoring reports

7.1 As this was the first monitoring report carried out in Portsmouth it has not been possible to monitor all the core or local indicators intended. This is because some data was not available in time at the time of writing this report, some data has not been collected in the past, adequate monitoring systems did not exist for some information and other information was available but not in a format ready to analyse.

7.2 This section sets out the data that has not been collected together with reasons and identifies how these will be addressed in future reports.

### Core indicators

7.3 The Government identified a set of 22 core indicators that all local authorities should monitor annually. 12 of these core indicators have been monitored in this report. The indicators that it has not been possible to monitor this time round are:

#### *i. Business*

Amount of land developed for employment by type.

Amount of land developed for employment by type, which is in a development and / or regeneration area.

It has not been possible to collect the above information because a new computer system to monitor development has been installed but the information on employment has not been loaded on to the system. Therefore it has not been possible to pull out any reports on how much employment land has been developed. This is only a temporary situation and the system should be up and running in time for the second annual monitoring report.

Employment land supply by type.

A total amount of employment land available is given in the report. The information is not broken by type because many of the applications were for a mix of B1/B2/B8 uses.

#### *ii. Transport*

Percentage of completed non-residential sites complying with car parking standards.

Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary school, secondary school, employment and a major retail centre.

This information was not collected mainly due to time constraints. The Council has the software to map new residential developments in relation to public transport and local facilities and this information will be included in the next AMR.

A system may need to be set up in order to monitor if completed non-residential development comply with car parking standards. Consideration will be given as to how to collect this information so that it can be included in the next AMR.

iii. *Local Services*

Amount of completed office development and percentage completed in town centres.

This information has not been collected because the data is not currently available due to a new computer system not fully working but the information will be available for next years AMR.

iv. *Water quality*

Number of planning permission granted contrary to the advice of the Environment Agency on the grounds of water quality.

The Environment Agency collect this information and publish it on their website. However at the time of writing this report the information was not available.

v. *Biodiversity*

Change in priority habitats and species by type.

Currently information on this indicator is not held. Consideration needs to be given as to how to collect the information in the future.

Local Indicators

- 7.4 Originally many local indicators were identified but in preparing the report it was evident that there were too many indicators to feasibly collect. In addition to this the local indicators were drafted before the government guidance was issued with the set of core indicators. There was some overlap between the local and core indicators and therefore some of the local indicators will not now be monitored in order to avoid duplication.
- 7.5 Some indicators have not been monitored because the planning computer system is not able to search on certain matters such as policy number or by who objected to an application so it has not been possible to pull out certain information. A new planning system will be installed in the near future, which will have a stronger monitoring function and a monitoring section specifically for policy. Therefore it should be possible to include more information in the next AMR, as it will be possible to extract data relatively simply.
- 7.6 Other local indicators that have not been included in this report are:
- Number of new non-residential developments that are accessible to all – it has not been possible to collect this information. As more applications are submitted with access statements it should become easier to monitor in future years.
  - Number of applications approved where English Nature has objected – this indicator will not be monitored as it overlaps with the Biodiversity Core Indicator.
  - Development in high accessibility zones – this indicator will not be monitored as it overlaps with the Transport Core Indicator.
  - Number of jobs created – this will be included in next years monitoring report. It was not included this year due to time constraints.
- 7.7 The main reason why some indicators were not monitored was the effectiveness of computer systems. Since the new computer systems should be fully working soon it is considered that most of the indicators will be

included in the second AMR. As this was the first time a monitoring report was carried out it was time consuming to collect the information but now that there is a base to work from the process next year should be simpler making it easier to collect information.

## 8. Conclusions and recommendations

- 8.1 This is the first monitoring report for Portsmouth and overall it shows that Portsmouth is performing well on the LDS and the implementation of planning policies. The report indicated that some areas need careful monitoring every year to ensure that progress towards targets is on track, identified action that the Council is doing or proposes to do to ensure policies achieve their objectives and identified areas where better monitoring is needed.

### Progress towards the Local Development Scheme

- 8.2 This first Annual Monitoring Report indicates that all local development documents are being prepared in line with the timetable in the LDS and are on track to be adopted on time.

### Analysis of City Local Plan Policies

- 8.3 The AMR demonstrates that on the whole most policies are operating well and achieving their objectives. Policies that are working particularly well are design & heritage, retail, natural environment, community, employment and housing density. As a result of monitoring it is not proposed to change any policies at present because they are all operating reasonably well. However, the report has highlighted that better monitoring is needed of some policies / indicators especially transport.

### Minerals & Waste Monitoring

- 8.4 Monitoring of minerals has demonstrated that sand and gravel sales in nine of the past ten years have been below the 2.7 million tonnes per annum level provided for in the adopted Minerals and Waste Local Plan and the overall trend is one of declining sales of land –won sand and gravel from quarries in Hampshire. The land bank of permitted reserves is also less than that required. To address this the Minerals and Waste Development Framework will need to identify and deliver enough mineral sites to meet the statutory requirement of providing for the extraction of 2.63 mtpa upto 2020.

### Future reviews

- 8.5 The report highlighted some areas where careful monitoring is needed to ensure that policies are fully implemented or the main plan objectives are achieved. These are:
- Open space contributions – in the past year this policy was only applied to half the number of planning applications it should have been. It is proposed to extend this policy to apply to all developments and an SPD is being prepared to clarify how and when the policy should be applied. This should lead to better implementation of the policy.
  - It has been difficult to comment on the implementation of transport proposals as they are largely dependant on finance and other agencies.
  - The housing target is currently not being met however the situation is improving and it is predicted that future supply will enable the Council exceed its target. Housing completions will need to be monitored carefully every year to ensure the situation continues to improve.

- Affordable housing - it is a priority to provide sufficient affordable housing in the city and a target has been set to provide 150 affordable homes a year through the planning system. The affordable housing policy is under review and if change it should enable more affordable housing to be provided. This will need to be carefully monitored to see what effect the new policy has.
  - There has not been much progress towards government targets for renewable energy. A policy may be needed in the LDF on renewable energy requirements.
  - Minerals – it will be necessary to review the landbank and address any shortfall in the Minerals and Waste Core Strategy.
  - Minerals – review the production of secondary aggregates and address the shortfall in the Minerals and Waste Core Strategy.
- 8.6 This report has also identified some action that is being taken to improve the situation in relation to certain indicators.
- Area action plans are being prepared for regeneration sites to ensure they are implemented.
  - Supplementary planning guidance is being prepared on open space contributions, designing out crime, planning contributions and air quality, which should help to improve the implementation of relevant policies.

Further monitoring

- 8.7 Subsequent annual monitoring reports will include more information on key indicators and trends will be established.



**APPENDIX 1: Indicators**

<u>Topic</u>	<b>Indicator</b>	<b>Type of indicator</b>
General background	Population size & composition	Contextual
	Level of crime	Contextual
	Unemployment level	Contextual
	Household income	Contextual
	House price level	Contextual
	Average SAP ratings of homes	Contextual
	Number of properties at risk from flooding	Contextual
	Number and condition of dwellings in Portsmouth	Contextual
Urban renaissance	Progress towards the development of major regeneration sites in the City	Local output
Design and Heritage	Number of applications refused on design grounds	Local output
	Number of new non-residential developments that are accessible.	Local output
	Number of listed buildings and conservation areas.	Local output
Natural Environment	Percentage of SSSI's in favourable condition	Contextual
	Change in areas and populations of biodiversity importance including change in priority habitats and species and change in areas designated for their environmental value.	Core and local output
	Amount of open space	Local output
	Percentage of eligible open spaces managed to green flag award standard	Core output
	Contributions towards open space	Local output
	Number of approved applications where English Nature has objected.	Local output
Transport	Percentage of non residential development complying with car parking standards	Core output
	Percentage of new residential development within 30 minutes public transport time of a GP, hospital, schools, employment	Core output

	and major health centre.	
	Progress towards transport proposals	Local output
	Contributions towards public transport, cycling and walking and preparation of green travel plans	Local output
	Number of cycle trips in the city	Local output
	Development in high accessibility zones	Local output
Retail, town centres and the economy	Amount of completed retail, office and leisure development	Core output
	Percentage of the above uses developed in town centres	Core and local output
	Percentage of A1 uses in the main centres	Local output
	Percentage of vacant units in centres	Local output
	Proportion of A3,4,& 5 uses in each town centres	Local output
	Amount of land developed for employment by type	Core output
	Percentage of employment development on previously developed land	Core output
	Employment land supply by type	Core output
	Number of primary employment sites / premises lost	Local / core output
	Number of jobs created	Local output
Housing	Housing trajectory	Core output
	Percentage of new homes built on previously developed land	Core output
	Number of dwellings on allocated sites / windfall	Local output
	Density of new residential development	Core and local output
	Number and percentage of affordable housing provided	Core and local output
	Number of non housing applications permitted in the Housing Revival Areas	Local output
Pollution & Amenity	Progress towards air quality objectives	Contextual
	Contributions towards crime prevention measures and an increase in the number of people thinking there is less crime.	Local output
	Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds or water quality.	Core output

	Renewable energy capacity installed by type	Core output
Minerals	Production of primary land won aggregates	Core output
	Production of secondary / recycled aggregates	Core output
Waste	Capacity of new waste management facilities by type	Core output
	Amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed.	Core output
Community	Provision of infrastructure as part of new developments	Local output
	Number of community facilities including health and education	Local output

APPENDIX 2: HOUSING TRAJECTORY FOR PORTSMOUTH 1996-2011

	1996/7	1997/8	1998/9	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	<b>Total</b>
Total Past Completions	261	632	592	407	612	500	605	577	737							<b>4923</b>
Total Projected Completions										870	1004	1157	1007	687	1465	<b>6190</b>
Cummulative Completions	261	893	1485	1892	2504	3004	3609	4186	4923	5793	6797	7954	8961	9648	11113	<b>11113</b>
<b>PLAN</b> - strategic allocation (annulaised)	600	600	600	600	600	600	600	600	600	600	600	600	600	600	600	<b>9000</b>
<b>MONITOR</b> - no. dwellings above or below cumulative allocation	-339	-307	-315	-508	-496	-596	-591	-614	-477	-207	-197	754	1161	1248	2113	<b>2113</b>
<b>MANAGE</b> - annual requirement taking account of past/projected completions	600	624	624	626	646	650	666	674	688	680	641	551	349	19.5	0	<b>-2113</b>

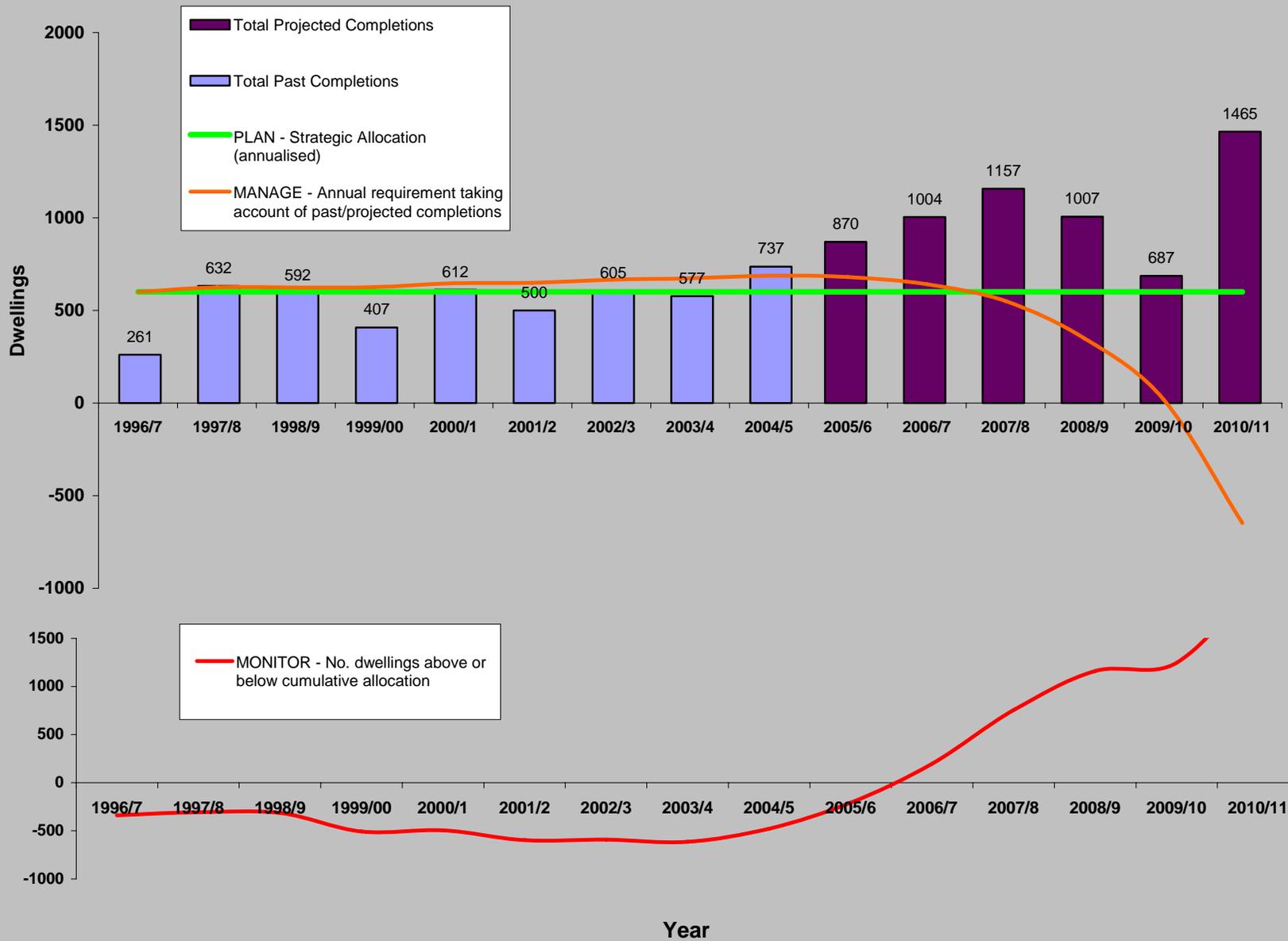
- a) Net completed dwellings for 2004/05 equalled 737 units which is 137 more than the annual strategic target.
- b) The total projected completions indicate that the strategic housing target could be met by 2009/10.
- c) The trajectory indicates that the strategic housing target could be exceeded by 2113 units.
- d) The projected completions for 2006-09 are high because this is when some large sites are due to be built such as Gunwharf (511 units) and Pompey Village (543 units). ). The figures are high again in 2010 / 11 as this is when some large urban capacity sites are expected to come on stream.

Appendix 2: Housing Trajectory for Portsmouth 1996-20011

	1996/7	1997/8	1998/9	1999/00	2000/1	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	TOTAL		
Past Completions - Allocated Sites	-	-	-	-	89	146	258	318	249							1060	A	
Past Completions - Unallocated Sites	-	-	-	-	152	220	248	285	445							1350	B	
Projections - Allocated Sites	-	-	-	-						870	881	909	580	250	698	4188		
Projections - Unallocated Sites	-	-	-	-						0	123	248	427	437	767	2002		
<b>Total Past Completions</b>	<b>261</b>	<b>632</b>	<b>592</b>	<b>407</b>	<b>612</b>	<b>500</b>	<b>605</b>	<b>577</b>	<b>737</b>							4923	C	
<b>Total Projected Completions</b>										<b>870</b>	<b>1004</b>	<b>1157</b>	<b>1007</b>	<b>687</b>	<b>1465</b>	<b>0</b>	11113	D
<b>Cumulative Completions</b>	261	893	1485	1892	2504	3004	3609	4186	4923	5793	6797	7954	8961	9648	11113	11113	E	
<b>PLAN - Strategic Allocation (annualised)</b>	600	600	600	600	600	600	600	600	600	600	600	600	600	600	600	9000	F	
<b>MONITOR - No. dwellings above or below cumulative allocation</b>	-339	-307	-315	-508	-496	-596	-591	-614	-477	-207	197	754	1161	1248	2113		G	
<b>MANAGE - Annual requirement taking account of past/projected completions</b>	600	624	624	626	646	650	666	674	688	680	641	551	349	20	-648	-2113	H	

- e) Net completed dwellings for 2004/05 equalled 737 units which is 137 more than the annual strategic target.
- f) The total projected completions indicate that the strategic housing target could be met by 2009/10.
- g) The trajectory indicates that the strategic housing target could be exceeded by 2113 units.
- h) The projected completions for 2006-09 are high because this is when some large sites are due to be built such as Gunwharf (511 units) and Pompey Village (543 units). The figures are high again in 2010 / 11 as this is when some large urban capacity sites are expected to come on stream.

### Portsmouth Housing Trajectory 2005



APPENDIX 3: AFFORDABLE HOUSING COMPLETIONS 2004-2005

<b>Address</b>	<b>Date of decision</b>	<b>Total no. of units</b>	<b>No. of affordable units</b>	<b>Percentage of affordable units</b>
52 Ludlow Road	14 June 2004	17	17	100
Charter House, Lord Montgomery Way	23 December 2004	20	0	0
Former Landport Liberal Club, Staunton Street	3 June 2003	24	5	21
Gunwharf	25 July 2002	27	0	0
St James's Hospital	4 April 2003	31	0	0
7-9 Wayte Street	14 August 2003	35	8	23
Former Central Depot, Eastern Road	25 March 2003	153	39	25
Canalside Gunwharf	6 December 2001	81	0	0

Affordable housing policy

Adopted City Local Plan 1995 – Seek 20% affordable housing on sites of 20 or more units.

First Deposit Draft Feb 2001 – Seek 25% affordable housing on sites of 15 or more units.

Revised Deposit Draft May 2002 - Seek 25% affordable housing on sites of 15 or more units.

Proposed Modifications July 2004 – Seek a proportion of affordable housing on site of 15 or more units.