

# Sustainability Appraisal of Concept Statement Options

Local Development Framework (LDF)

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Tipner, Port Solent & Horsea Island

## **Sustainability Appraisal for Concept Statement Options**

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## 1. Introduction

- 1.1 The process of undertaking sustainability appraisal (SA) is mandatory under the Planning & Compulsory Purchase Act (2004) for local development documents in the Local Development Framework (LDF). Its purpose is to promote sustainable development through the better integration of sustainability considerations into the preparation and adoption of plans. It is an iterative process that identifies and reports on the likely significant effects of the plan, and the extent to which its implementation will achieve the social, environmental and economic objectives by which sustainable development can be defined.
- 1.2 The LDF SA framework was used to appraise the four options in the concept statement. This can be found at [www.portsmouth.gov.uk/living/4238.html](http://www.portsmouth.gov.uk/living/4238.html).
- 1.3 A full SA report will accompany the Regulation 27 (Pre-Submission) Portsmouth Plan (also known as the Core Strategy) as this will contain the final policies relating to Tipner, Port Solent and Horsea Island.

## 2. Outcome of SA process

- 2.1. The assessment results for each of the options are shown within the tables in Appendix 1. Given the opportunities and constraints on each of the sites and slight variation between the four options, the overall SA scores are similar. There is no preferred option at this stage.
- 2.2. Through the process of SA it has been possible to identify key considerations in taking the options forward as part of the final Concept Statement and policies for these sites contained in the Portsmouth Plan.
- 2.3. It is also important to note that where issues were identified with each of the options, other policies elsewhere in the Portsmouth Plan will also contain provisions to mitigate any adverse impacts. These other policies include requirements for Housing Mix, Size and Affordable Homes, Sustainable Design and Construction and Greening the City.
- 2.4. The key considerations are:

- **Natural Resources & Climate Change:** Whilst the final access arrangements will be resolved at the detailed design stage, the policies will need to encourage the use of other modes of transport rather than the private car as well as improving links for pedestrians and cyclists.

Final policies will also need to ensure issues such as flood risk and land contamination are dealt with comprehensively to mitigate the impact on water resources and water quality.

- **Flood Risk:** The final policies will need to ensure that the developments incorporate flood risk management measures (to 1:1,000 year flood event) and provide sufficient sewerage and drainage capacity for the new developments (including connection to eastern interceptor sewer). Again, the policy will also need to ensure that flood risk is dealt with comprehensively.

Further consideration should be given to access arrangements (particularly during a flood event) and to the design of any development such as restricting ground floor uses to non-residential.

- **Biodiversity:** Further consideration should be paid to the possible impacts of development adjacent to the protected Portsmouth Harbour and site of major importance to Brent Geese. This might include: restricting access to the open space south of Marina Keep and the Harbour's edge; setting development back from the waterfront; restricting the height and design of any new buildings/structures; and making ecological enhancements to the new country park (post 2016).

The final policies will need to ensure that land contamination is dealt with comprehensively so as to reduce the risk to Portsmouth Harbour.

- **Landscape and Townscape Quality:** The final policies will need to ensure that: the developments are carried out to the highest standards; new open space is provided at Tipner and existing open space at Port Solent and Horsea Island is retained; the developments provide good pedestrian and cycle access routes to the new country park.
- **Homes for Everyone:** Further consideration should be given to maximise the opportunity to deliver family sized accommodation.
- **Education, Employment & Economy:** Further consideration needs to be given to the impact on local school provision and if required the location of a new school identified.

Further consideration should also be given to: providing new employment on-site; retaining parts of the MoD facilities at Horsea Island; and retaining parts of the existing uses at Port Solent. This would ensure that the residents of the city would have access to a variety of employment options and thus ensuring the development and the city as a whole is economically sustainable.

- **Health & Wellbeing:** Further consideration needs to be given to the location of any new facilities (the Portsmouth PCT has indicated their preferred location is Tipner).

The final policies need to ensure that developments provide good pedestrian and cycle access as well as improving links to the new country park.

- **Culture, Leisure & Recreation:** Final policies need to ensure: the developments are carried out to the highest standard; provide additional open space; and provide good access to the recreational facilities.

Further consideration should be given to retaining the Boardwalk as currently set out (including retention of cinema).

- **Social Inclusion & Quality of Life:** Final policies need to ensure the provision of and good access to local shops and other facilities to meet the needs of residents.

### 3. Timescale and Comments

- 3.1 The timescale for producing the concept statement and final policies in the Portsmouth Plan are set out below.



3.2 Comments are invited on this sustainability appraisal of the options. Other documents available for consultation include:

- Summary Paper of the options;
- Supporting Paper (more detail on the options and background);
- A technical note of an ecological review and provisional Habitats Regulations Assessment screening for the emerging concept statement;
- Noise Study.

All the above documents can be viewed at [www.portsmouth.gov.uk/living/7923.html](http://www.portsmouth.gov.uk/living/7923.html)

3.3 Please send your comments by the **20th August 2010** to:

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## Appendix 1

Option 1: Residential Led Development			
Sustainability Objectives	Contribution to SA objective	Reason for Score	Considerations for final Concept Statement and policies in Portsmouth Plan
<b>1 Natural Resources &amp; Climate Change</b>	?	<p>The proposals encourage the re-use of brownfield land and vacant buildings. The option identifies areas for high density housing together with local facilities and sets out how public transport links could be improved.</p> <p>Whilst this option does not propose any new employment uses, one of the main aims of the proposal is to bring new homes into the area and make it a place where people choose to live. Therefore, this can minimise the need to travel to employment opportunities, such as the City Centre, for those choosing to live in the area.</p> <p>This option also minimises the need to travel by proposing new community facilities, healthcare facilities and local shops to serve the residents of the proposed developments.</p> <p>The implementation of a bridge link may encourage residents to use their cars more due to ease of access to the sites and the wider city. However, this impact will be mitigated by the final design of the new junctions/network to discourage “rat-running” and encourage the use of public transport.</p> <p>The implementation of a park &amp; ride at Tipner, the proposed extension of the existing cycle network from the east and the proposed bridge link would also help encourage the use of other modes of transport to that of the car.</p>	<p>While there is some chance that the trips by car to and from all development may increase due to the increase in residents and ease of access by the proposed bridge link and new junction, this is outweighed by the benefits development would bring to the City (i.e. regeneration of a previously developed land). Proposals of a park &amp; ride, extension to the existing cycleway and links to BRT however could help reduce the use of the car and hence pollution.</p> <p>Whilst the final access arrangements will be resolved at the detailed design stage, the final policy will need to encourage the use of other modes of transport rather than the private car as well as improving links for pedestrians and cyclists.</p> <p>Final policies will need to ensure issues such as flood risk and land contamination are dealt with comprehensively to mitigate the impact on water resources and water quality.</p>

		<p>The option seeks to implement a Low Carbon Combined Heat and Power (CHP) Plant at Tipner. This is to ensure that the proposed developments meet Code for Sustainable Homes Level 6 from 2016 Also development will inherently be constructed to more sustainable standards (to comply with the sustainability policy within the Portsmouth Plan).</p> <p>The provisional Habitats Regulations Assessment (HRA) screening of the options has highlighted that the proposals need to ensure no impact on water resources and water quality (waste water pollution from new developments). Existing service providers have also indicated that there is a capacity issue to serve any new development. As previously stated, the Portsmouth Plan will contain a policy on sustainable development which any final development will have to adhere to (which will include water conservation measures). Therefore, any proposals for these sites will have to avoid harm to natural watercourses, groundwater and risk of flooding from surface water; ensure appropriate management of supply, surface, foul and sewage (including water conservation measures).</p>	
<p><b>2 Flood Risk</b></p>	<p>(x)</p>	<p>Parts of the sites are within Flood Risk zones 2 and 3; therefore, as this option is for residential development only, it is increasing flood risk by putting more people at risk from flooding. Flood risk will need to be managed to ensure the development is safe during its lifetime.</p> <p>At Tipner, access and egress to mitigate a 1:1,000 year flood event is planned on the proposed M275 Junction.</p> <p>The bridge link between Tipner and Horsea Island could provide an emergency access route during a flood event.</p> <p>Service providers have indicated that there is not sufficient capacity in the current sewer system to serve any new development.</p>	<p>The final policies will need to ensure that the developments incorporate flood risk management measures (to 1:1,000 year flood event) and provide sufficient sewerage and drainage capacity for the new developments (including connection to eastern interceptor sewer). Again, the policy will also need to ensure that flood risk is dealt with comprehensively.</p> <p>Further consideration should be given to access arrangements and to the design of any development such as restricting ground floor uses to non-residential.</p>

<p><b>3 Biodiversity</b></p>	<p>(x)</p>	<p>All of the sites are adjacent to Portsmouth Harbour, a site of international and national designation for nature conservation and sites of major importance to Brent Geese. Therefore any development proposals could have an impact in terms of</p> <ul style="list-style-type: none"> <li>• Increased pressure from residents wanting to access the sites for recreational purposes resulting in disturbance to birds;</li> <li>• Increased risk of contamination of the Harbour from disturbing the land at Tipner, Port Solent and Horsea Island;</li> <li>• Risk to birds from tall buildings and bridge structure;</li> <li>• Disturbance to Harbour from any bridge structure (including loss of habitats).</li> </ul> <p>The increase in the proposed number of people living adjacent to these sites, the proposal to improve waterfront access to pedestrians and cyclists and proposals to relocate the MoD facilities closer to the Harbour is likely to have a negative impact.</p> <p>The opening of the new country park could help to alleviate the recreational pressure on the Harbour and will provide a positive contribution to biodiversity through increased planting and actively managed land.</p> <p>This option also has a positive impact by restricting access to the existing open space at Port Solent (the site of major importance to Brent Geese) in order to protect the land for nature conservation.</p>	<p>Further consideration should be paid to the possible impacts of development adjacent to the protected Harbour and site of major importance to Brent Geese. This might include setting development back from the waterfront, restricting the height and design of any new buildings/structures, and making ecological enhancements to the new country park (post 2016).</p> <p>The final policies will need to ensure that land contamination is dealt with comprehensively so as to reduce the risk to Portsmouth Harbour.</p>
<p><b>4 Landscape &amp; Townscape Quality</b></p>	<p>(✓)</p>	<p>This option would clearly enhance the landscape and townscape quality of Tipner and further enhance Port Solent and Horsea Island. The development involves the re-use of land, opening up waterfront accessibility and creating a gateway into the city (including the opportunity for landmark buildings).</p> <p>Redeveloping Tipner provides an opportunity to increase the quality and quantity of open space in that area of the city, whilst at Port Solent and Horsea Island, the option proposes to retain existing open space (which will be added to when the new country park is open to the public). Although this option does promote restricting access to the open space at Port Solent for nature conservation reasons.</p>	<p>The final policies will need to ensure that:</p> <ul style="list-style-type: none"> <li>• The developments are carried out to the highest standards;</li> <li>• New open space is provided at Tipner and existing open space at Port Solent and Horsea Island is retained.</li> </ul>

<b>5 Heritage</b>	✓	The proposal to retain and re-use the Listed Buildings at Tipner will contribute to ensuring the historic, cultural and maritime heritage of the city is maintained.	
<b>6 Homes for Everyone</b>	(✓)	<p>The proposal for 3,600 new homes will make a significant contribution to delivering the city's housing needs.</p> <p>It is unknown at this stage whether an appropriate mix of dwellings and quantum of affordable units will be provided on-site to meet the overall needs of the city. However, it is acknowledged that due to land conditions it is likely that any new development at Port Solent will have to be flats rather than houses.</p>	Further consideration should be given to maximise the opportunity to deliver family sized accommodation.
<b>7 Education, Employment &amp; Economy</b>	?	<p>Current information relating to capacity in local schools indicates that whilst capacity exists for a small element of the proposed development, there will not be sufficient capacity to serve all the development proposed. Developer contributions will be required to address any shortfall. Given the range of number of new dwellings proposed; and potential mix of the type and tenure of the dwellings, this contribution could range from increasing capacity within nearby schools to providing a new primary school.</p> <p>No new employment land is proposed and some would be lost at Port Solent without being replaced. MoD land would be relocated and consolidated. It is predicted that there will therefore be a negative impact from this development on employment options for local residents and the wider city.</p> <p>The provision of homes does have an indirect temporary benefit through the construction phases.</p>	<p>Further consideration needs to be given to the impact on local school provision and the solution.</p> <p>Further consideration should be given to providing new employment on-site. This would ensure that the residents of the city would have access to a variety of employment options and thus ensuring the development and the city as a whole is economically sustainable.</p>
<b>8 Health &amp; Wellbeing</b>	(✓)	<p>The proposed 3,600 homes will generate the need for new healthcare facilities.</p> <p>This option locates development adjacent to the new country park and improves links to it (through the bridge link). This together with the proposal to extend the existing cycle network (to form as part of the waterfront access) will encourage residents to take up "healthy pursuits".</p>	<p>Further consideration needs to be given to the preferred location of any new facilities (the Portsmouth PCT have indicated their preferred location is Tipner).</p> <p>The final policies need to ensure that developments provide good pedestrian and cycle access as well as improving links to the new country park.</p>

<b>9 Culture, Leisure &amp; Recreation</b>	(✓)	<p>The provision of the country park and the retention of the existing open space at Port Solent will ensure a substantial amount of recreational space is available to the future population.</p> <p>This option is not providing any specific facilities for culture or leisure pursuits. Although it could result in the lost of some facilities at Port Solent as this option would include the reconfiguration of the existing Boardwalk.</p>	<p>Final policies need to ensure:</p> <ul style="list-style-type: none"> <li>• The developments are carried out to the highest standard;</li> <li>• Provide additional green space;</li> <li>• Provide good pedestrian and cycle access to the recreational facilities (including the new country park).</li> </ul> <p>Further consideration should be given to retaining the Boardwalk as currently set out (including retention of cinema).</p>
<b>10 Social Inclusion &amp; Quality of Life</b>	(✓)	<p>The provision of local shops and required community facilities, such as a pharmacy, will ensure that any future population increase would have sufficient access to local shops and services. The provision of these types of facilities is unlikely to have a negative impact on the nearby district centres (e.g. Cosham) and other local centres.</p>	<p>Final policies need to ensure the provision of and good access to local shops and other facilities.</p>

<b>Option 2: Residential and Employment Development</b>			
Sustainability Objectives	Contribution to SA objective	Reason for Score	Considerations for final Concept Statement and policies in Portsmouth Plan
<b>1 Natural Resources &amp; Climate Change</b>	?	See Option 1 although this option does not include a specific CHP at Tipner.	See Option 1.
<b>2 Flood Risk</b>	(*)	See Option 1.	See Option 1.

<b>3 Biodiversity</b>	(x)	See Option 1. Although this option also includes unrestricted access to the open space at Port Solent which could have a greater impact upon the site of major importance to Brent Geese. Mitigation could include ecological enhancements to the country park although this could not be provided until after 2016 (when the country park will be open to the public).	See Option 1. Although further consideration should be given to restricting access to the open space at Port Solent.
<b>4 Landscape &amp; Townscape Quality</b>	(✓)	See Option 1.	See Option 1.
<b>5 Heritage</b>	✓	See Option 1.	
<b>6 Homes for Everyone</b>	(✓)	Although a lower quantum of housing is proposed this does not have a significant effect on the overall score, therefore the comments are set out as Option 1.	See Option 1.
<b>7 Education, Employment &amp; Economy</b>	(✓)	Education as set out in Option 1.  The provision of 6.9 hectares (ha) of business park, research and development, and/or light industry uses (including 2ha of marina related uses at Port Solent) would create opportunities for increased employment levels and help diversify the employment offer within the city.  The provision of employment on-site would also ensure that the future population has appropriate access to a range of employment options in close proximity to where they live.	Education as set out in Option 1.  Further consideration should be given to providing new employment on-site. This would ensure that the residents of the city would have access to a variety of employment options and thus ensuring the development and the city as a whole is economically sustainable.
<b>8 Health &amp; Wellbeing</b>	(✓)	See Option 1.	See Option 1.
<b>9 Culture, Leisure &amp; Recreation</b>	(✓)	See Option 1.	See Option 1.
<b>10 Social Inclusion &amp; Quality of Life</b>	(✓)	See Option 1.	See Option 1.

### Option 3: No Development at Horsea Island

Sustainability Objectives	Contribution to SA objective	Reason for Score	Considerations for final Concept Statement and policies in Portsmouth Plan
<b>1 Natural Resources &amp; Climate Change</b>	(x)	See Option 1. Although there is likely to be a greater negative impact due to the increased level of vehicles using the bridge link.	See Option 1.
<b>2 Flood Risk</b>	(x)	See Option 1.	See Option 1.
<b>3 Biodiversity</b>	x	See Option 2. However, this option also includes providing formal recreation space (such as multi-use games areas and astro-turf pitches) on the open space at Port Solent. This is likely to have a greater negative impact on biodiversity than Option 1.	See Option 2.
<b>4 Landscape &amp; Townscape Quality</b>	(✓)	See Option 1. Although this option would include additional taller buildings (both sides of the M275 and west of Port Way).  Furthermore, proposals to include formal recreation / sports pitches within the existing open space whilst enhancing the country park would improve local amenity for its residents.	See Option 1.
<b>5 Heritage</b>	✓	See Option 1.	
<b>6 Homes for Everyone</b>	?	Although a lower quantum of housing than Options 1, proposals for 3,300 new homes would still have a significant impact on delivering the city's housing needs.  Also, as with Option 1, it is unknown at this stage whether an appropriate mix of dwellings and quantum of affordable units will be provided on-site to meet the overall needs of the city. Although to deliver the amount of housing on a smaller area of land will require taller buildings which implies flats rather than houses.	See Option 1.

<b>7 Education, Employment &amp; Economy</b>	(✓)	Education as set out in Option 1.  This Option proposes the provision of 2.1 hectares (ha) of employment uses at Tipner. This would create opportunities for increased employment levels in the city, however, to a lesser extent than Option 2. Proposals to retain land at Horsea Island for MoD use would ensure less employment land is lost, however some employment land would be replaced by housing at Port Solent.	Education as set out in Option 1.  Employment as set out in Option 2.
<b>8 Health &amp; Wellbeing</b>	(✓)	See Option 2.	See Option 2.
<b>9 Culture, Leisure &amp; Recreation</b>	(✓)	See Option 1.	See Option 1.
<b>10 Social Inclusion &amp; Quality of Life</b>	(✓)	See Option 1.	See Option 1.

#### Option 4: Reduced Development at Port Solent

Sustainability Objectives	Contribution to SA objective	Reason for Score	Considerations for final Concept Statement and policies in Portsmouth Plan
<b>1 Natural Resources &amp; Climate Change</b>	?	See Option 1.	See Option 1.
<b>2 Flood Risk</b>	(x)	See Option 1.	See Option 1.

<b>3 Biodiversity</b>	x	See Option 3 with the additional negative impact of residential development directly adjacent to the SSSI.	As set out in Option 3 and further consideration should be given to protecting Portsmouth Harbour by relocating development away from the Harbour's edge.
<b>4 Landscape &amp; Townscape Quality</b>	(✓)	See Option 3.	See Option 3.
<b>5 Heritage</b>	✓	See Option 1.	
<b>6 Homes for Everyone</b>	?	<p>The quantum of development is as Option 1; therefore the proposals will make a significant contribution to delivering the city's housing needs</p> <p>Also, as with Option 1, it is unknown at this stage whether an appropriate mix of dwellings and quantum of affordable units will be provided on-site to meet the overall needs of the city. Although to deliver the amount of housing on a smaller area of land will require taller buildings which implies flats rather than houses.</p>	See Option 1.
<b>7 Education, Employment &amp; Economy</b>	?	<p>Education as set out in Option 1.</p> <p>The provision of 2.1 hectares (ha) of employment uses at Tipner, the retention of the Boardwalk and 2.6ha of employment uses at Port Solent will create opportunities for increased employment levels in the city.</p> <p>However, the proposals to relocate the MoD from Horsea Island (to be replaced by housing) would result in a net loss of employment land and could have a negative impact upon the city's economy.</p>	<p>Education as set out in Option 1.</p> <p>The final policies should give further consideration to retaining parts of the MoD facilities at Horsea Island.</p>
<b>8 Health &amp; Wellbeing</b>	(✓)	See Option 1.	See Option 1.
<b>9 Culture, Leisure &amp; Recreation</b>	(✓)	As set out in Option 1 with the exception that this option proposes to keep the Boardwalk as currently set out.	As set out in Option 1 with the exception that this option retains the Boardwalk.

10 Social Inclusion & Quality of Life	(✓)	See Option 1.	See Option 1.
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**KEY**

✓ <b>Positive effect</b>	Where the document/ policy/ option is certain to have a positive impact on the sustainability criterion
(✓) <b>Possible positive effect</b>	Where the document/ policy/ option is likely to have a positive impact, but where there is some uncertainty
? <b>Uncertain overall effect</b>	Where the effect of the document/ policy/ option on the sustainability criterion is uncertain, or where there are both positive and negative effects, thereby making the overall effect uncertain
(×) <b>Possible negative effect</b>	Where the document/ policy/ option is likely to have a negative impact, but where there is some uncertainty
× <b>Negative effect</b>	Where the document/ policy/ option is certain to have a negative impact on the sustainability criterion
∅ <b>No direct relationship or no impact</b>	Where there is no direct relationship between the document/ policy/ option and the criterion or the document/ policy/ option has only a very minor impact on the criterion



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