

Statement of Common Ground

**Portsmouth City Council as Local Planning Authority
& Portsmouth City Council Transport as landowner
and site promoter**

November 2024

**In respect to Tipner Interchange, Tipner Lane, Portsmouth
PO2 8AN**

As part of the Tipner East Strategic Site



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1. Introduction

What is a Statement of Common Ground?

- 1.1 This Statement of Common Ground (SCG) is a jointly agreed statement between Portsmouth City Council (PCC) as the Local Planning Authority (LPA) and PCC Transport as the landowner and the site promoter and follows on from letters written between the two parties in December 2023 and August 2024, included as appendices 1 and 2. It sets out the position and understanding with respect to key issues between the City Council and PCC Transport in respect to Tipner Interchange, Tipner Lane, Portsmouth PO2 8AN which forms part of the draft allocation of Tipner East in the Pre-Submission Local Plan. It is not binding on either party but sets out a clear and positive direction to inform ongoing strategy and plan making. It should be noted that this is a bilateral agreement between these two organisations only.
- 1.2 The following documents form appendices to the SCG:
1. Letter on site allocation sent to PCC Transport (December 2023)
 2. Response on site allocation from PCC Transport (August 2024)
 3. Draft Policy PLP4 of the Pre-Submission Portsmouth Local Plan (July 2024)

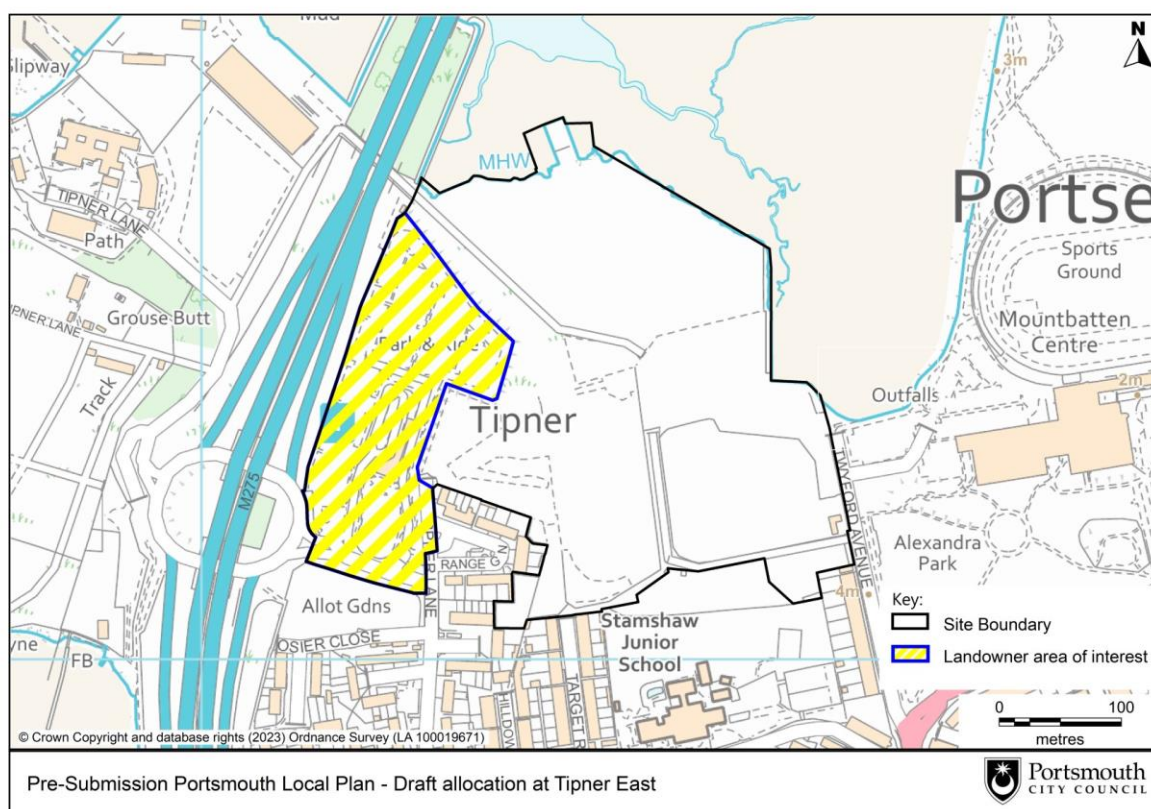
Role of the two Parties

- 1.3 This Statement of Common Ground (SCG) is a jointly agreed statement between PCC as the LPA and PCC as the landowner and site promoter. The City Council has put handling arrangements in place to ensure:
- Functional separation between the site promoter's team ("the Promoter Team") and the LPA's team ("the LPA Team") for the purposes of progressing this allocation in the emerging Portsmouth Local Plan;
 - Transparent, fair and proper policy making; and
 - The avoidance of any conflicts of interests.
- 1.4 Both parties agree to adhere to these handling arrangements in order to ensure a functional separation between the Promoter Team and the LPA Team. However, it is acknowledged that it is necessary for there to be continued dialogue throughout the plan making process between the LPA and Promoter, as there would be with any other third- party applicant.

2. Location of the Site

- 2.1 Tipner Interchange, Tipner Lane, is located within the Tipner East Strategic Site. Both parties agree that the extent of the landownership of company in respect to Tipner Interchange, Tipner Lane as shown in figure 1 below is correct.

Figure 1 landownership of PCC Transport in respect to Tipner Interchange Tipner Lane Portsmouth PO2 8AN



3. Key Matters

3.1 This section covers the key matters as identified by the PCC and PCC Transport in regard to Tipner Interchange Tipner Lane Portsmouth PO2 8AN and sets out matters of agreement and disagreement between the two parties.

(a) Other development

3.2 Draft Policy PLP4 of the Pre-Submission Local Plan, as set out in Appendix 3 includes the development of a new multi-modal transport hub with 2,650 car parking spaces and 38 bus services per hour. The transport hub also includes 840m² ancillary commercial uses.

3.3 PCC Transport expects the transport hub scheme to be delivered in a phased approach, with the delivery of the scheme to begin in 2025-2030 and complete in 2030-2035.

3.4 Both parties agree with this development quanta included within Policy PLP4 of the Pre-Submission Portsmouth Local Plan.

(b) Deliverability and Viability

3.5 PCC Transport is preparing evidence that shows that the delivery as set out in section 3(a) above is deliverable and viable. This evidence will be set out in a Strategic Outline Business Case (SOBC) that will include an outline commercial case for the scheme. Work has been undertaken on parts of this document but completion depends on allocation of further budget within PCC to the project. Subject to allocation of suitable funding, it is estimated that the SOBC could be completed (including updates to existing completed sections where required, to take into account newly emerging matters) in around 12 months.

3.6 Delivery of the proposed scheme is likely to depend on external funding, most likely from central Government. Government periodically release funding, typically via competitive bidding

rounds, through various transport, regeneration and economy funding streams. A completed SOBC will put PCC in a good position to submit bids to funding opportunities which arise.

(c) Policy compliance

3.7 Draft Policy PLP4 of the Pre-Submission Local Plan sets out the development requirements for Tipner Interchange, Tipner Lane, Portsmouth PO2 8AN.

3.8 Both parties do not know of any material consideration that would make it impossible to meet all these development requirements.

3.9 However, the LHA notes that the outline planning permission for the Transport Hub scheme is currently set to expire on 6th July 2025. To prevent this permission from expiring, a reserved matters application will need to be submitted prior to this date, or the time limit of the current permission will need to be extended.

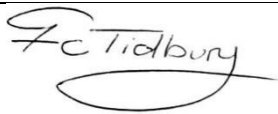
3.10 PCC Transport agrees to submit a policy compliant planning application.

4. Signatories

4.1 Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

4.2 Both parties agree that they have engaged positively on an ongoing basis and that on this basis the Duty to Cooperate has been met.

4.3 Both parties agree that there are no substantial areas of disagreement between the parties relating to the emerging Portsmouth Local Plan and will both continue to work proactively on the key strategic cross boundary issues identified in this SCG.

Signed:	Signed:
	
Name: Lucy Howard	Name: Felicity Tidbury
Position: Head of Planning Policy	Position: Assistant Director Transport
Portsmouth City Council	Portsmouth City Council
Date: 26/11/24	Date: 22/11/2024

Appendix 1 Letter on site allocation (December 2023)



Portsmouth City Council
Civic Offices
Guildhall Square
Portsmouth
PO1 2NE

Felicity Tidbury
Assistant Director
Portsmouth City Council

By email only: Felicity.Tidbury@portsmouthcc.gov.uk

11 December 2023

Dear Felicity,

RE: Pre-Submission Portsmouth Local Plan - Draft allocation at Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN

Portsmouth City Council is currently preparing its draft Local Plan, which it expects to publish for pre-submission consultation in May 2024, in accordance with Regulation 19 of the Town and Country Planning (Local Planning)(England) Regulations 2012.

The draft Local Plan contains a vision, objectives, development strategy and comprehensive range of policies to guide development in the City up to 2040. Key to delivery of the Plan's objectives and strategy are site allocations. These are sites that the Council considers suitable for development, and is seeking to actively promote development for housing, employment and other uses.

We are contacting you as we understand that you have an interest in land we intend to allocate in the draft Local Plan. Tipner East as a whole is allocated for a housing-led regeneration scheme with a multi-modal transport hub. The draft proposed site, development type and quantum of housing for Tipner East as a whole and your parcel of land are set out below:

Site	Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN
New homes (net additional)	1,056 across Tipner East
Commercial floorspace	716 sqm across Tipner East. An additional 814 sqm ancillary commercial uses at the Transport Hub anticipated from 22/00024/OUT
Other uses or benefits	Transport hub with 2,650 car parking spaces, flood defences, land decontamination

It is important that we only include sites within the draft Local Plan that have a high prospect of delivering policy compliant development and coming forward within the Plan period. Therefore, as part of our early and continuous engagement, we are seeking to ascertain your support for and view on inclusion of the site above in the draft Local Plan. We are also seeking your view on whether development is feasible and viable. To this end, please find attached to this letter:

- Site information including the site address; and a map identifying the proposed site allocation boundaries and, to the best of our knowledge, the land under your ownership or interest, at Appendix 1;

- Questions on the deliverability of the site, including its availability, feasibility and viability, at Appendix 2.
- Site specific questions relating to the above named site, at Appendix 3.

We would be very grateful if you could complete the forms in Appendix 2 and Appendix 3 and return to us no later than 22nd January 2024. Once we have received your response, we will consider your comments and update the draft Local Plan as appropriate. We will be in contact with any further queries.

Please note that your response may be made public as part of the Examination in Public of the draft Local Plan. If there are specific aspects of the information you provide that you would like us to keep confidential, please make this clear in your response. You should be aware that under the Freedom of Information Act (2000) the Council may be required to disclose information if it considers no exemption under the legislation applies. The Council will, whenever practicable, consult with individuals who may be affected by disclosure of information.

Portsmouth City Council is the data controller of any personal data you provide in connection with the Draft Local Plan. It will only be used by the Council and only for closely associated purposes. It will be kept for a period of six weeks after the adoption of the Local Plan. For full details of how the Council processes personal data, please see the [Data Protection Privacy Notice](#) and the [Planning Policy Consultee Database Privacy Notice](#).

We will be in contact again in the early part of 2024 to establish a Statement of Common Ground with regard to proposed development at the site.

As above, we intend to publish the pre-submission (Regulation 19) Local Plan for public consultation in May 2024, and at that point you will have the opportunity to view the detail and submit formal representations.

Please do not hesitate to contact me at Lucy.Howard@portsmouthcc.gov.uk if you have any questions.

Yours sincerely,

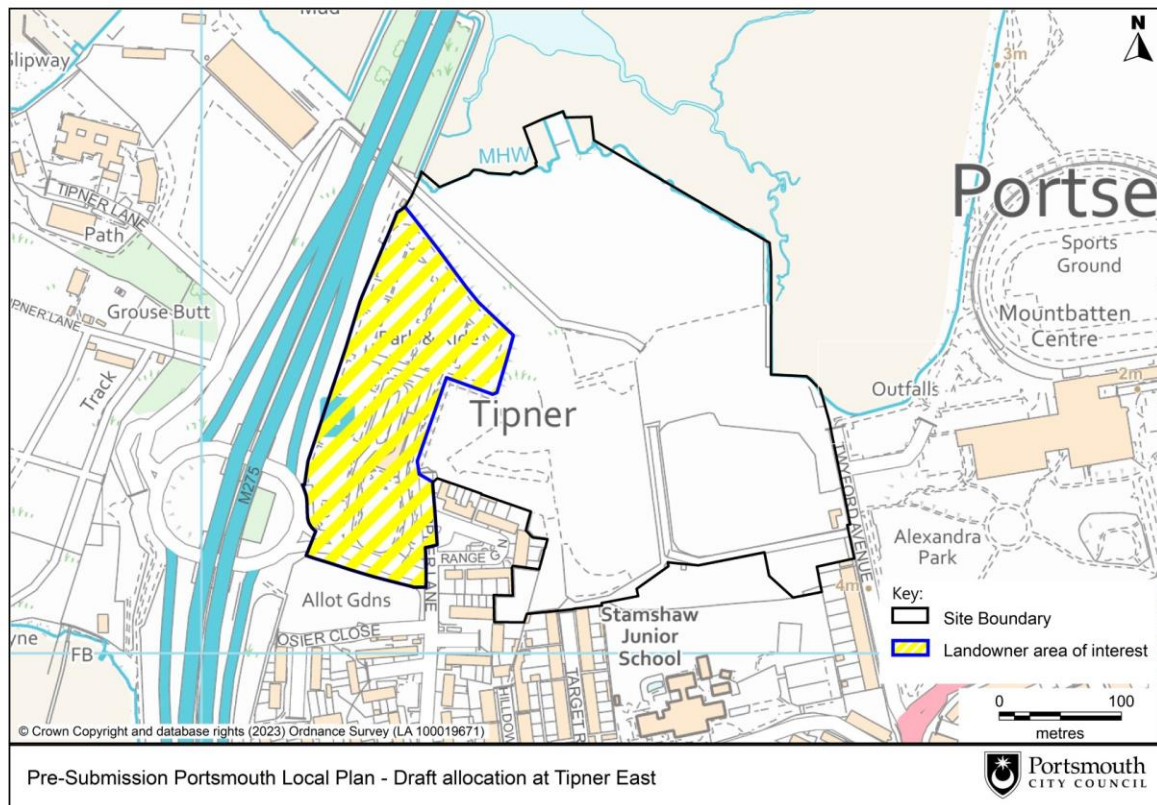


Lucy Howard
Head of Planning Policy
Lucy.Howard@portsmouthcc.gov.uk

**Appendix 1: Site information for Tipner East as it relates to 22/00024/OUT Tipner Interchange
Tipner Lane Portsmouth PO2 8AN**

Full Address: Tipner Interchange Tipner Lane Portsmouth PO2 8AN

**Map of Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2
8AN**



Please amend the thick black line boundaries within the map above to reflect your ownership, leasehold or interest in the site, or send a map to show this, as appropriate.

Appendix 2: Site deliverability

Your details	
Name	
Organisation (if relevant)	
Representing (if applicable)	
Address	
Telephone	
Email	

Please answer the following questions as comprehensively as possible. Leave blank any questions that are not relevant.

Question	Response
Site availability and achievability	
What is your interest in the site? (e.g. are you a landowner, agent, developer, etc?)	
If you are not the landowner, who owns the land?	
Is the site in multiple ownership? If yes, who else owns the site (please include contact details, if you have them).	
Is the landowner(s) supportive of development of the site, and are they willing to make it available for development?	
Is the land currently leased or sub-leased to another party? If so, please provide lease length, clauses etc	
Where relevant, can you briefly describe your working relationship or partnership with other landowners and/or leaseholders on the site.	
Is the land for sale or being sold to another party? If so, please provide detail of current marketing and acquisition status, (e.g. is the site under an option agreement, land promotion agreement, exclusivity or joint venture, conditional or unconditional purchase, other?)	
Are you aware of any constraints that could hinder land acquisition or assembly? E.g. ransom strips, right of way, compensation measures including Compulsory Purchase Orders?	
Are there any other factors that would affect availability?	
Deliverability	
Are other uses to those in the attached letter proposed, and if so, what are they?	
Anticipated delivery of development prior to 2025. Please provide detail on all uses included in the proposal.	
Anticipated delivery of development 2025-2030. Please provide detail on all uses included in the proposal.	

Anticipated delivery of development 2030-2035 Please provide detail on all uses included in the proposal.	
Anticipated delivery of development 2035-2040. Please provide detail on all uses included in the proposal.	
Anticipated delivery of development after 2040. Please provide detail on uses.	
Any further issues that may affect timing or phasing of development.	
Is there a proposed indicative block plan or layout for the site? If so, please attach to you response.	
Is pre-application advice being sought? Please provide detail if so.	
Are you intending to submit a planning application, and if so, when?	
Viability	
Has economic viability of developing the site been assessed, and what was the outcome of that assessment?	
Are there any abnormal or exceptional build costs?	
Have you considered how the site will meet the 10% requirement for Biodiversity Net Gain? if so, how will this be done?	
Have you considered how your site will meet requirements for Nutrient Neutrality? if so, how will this be done?	
Are there any further issues or constraints that may influence the achievability, feasibility or viability of development?	
Do you have any further comments on the site or the draft proposal for its allocation?	

Appendix 3: Site specific question relating to Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN

1. The draft Monitoring and Delivery Framework for the transport hub part of the allocation is set out below. Please can you provide further information on when the reserved matters application is likely to be submitted and any progress with funding.

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Transport hub with 2,650 car parking spaces and 38 bus services per hour	Phase 1 of 1 no. multi story car park and active travel hub (0-5 years) Phase 2/3 of 2 no. multi story car parks (6-10 years)	PCC as landowner is actively seeking external partners and funding	Monitoring of the Local Transport Plan (LTP4)	Reserved matters application needs to be permitted by June 2025 to keep extant permission
840 m2 ancillary commercial uses at the transport hub	6-10 years	To be delivered along with the transport hub	Commercial monitoring within the AMR	

Appendix 2 Response on site allocation from PCC Transport (August 2024)



Head of Planning Policy Portsmouth
City Council

Civic Offices
Guildhall Square
Portsmouth PO1
2NE

Lucy Howard

By email only: Lucy.Howard@portsmouthcc.gov.uk

9 August 2024

Dear Lucy,

RE: Pre-Submission Portsmouth Local Plan - Draft allocation at Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN

Thank you for your letter, and for the opportunity to contribute to the development of the draft Local Plan.

I can confirm that the land parcel shown at Appendix 1 is under ownership of Portsmouth City Council, and of interest of the Local Transport Authority.

As requested, please also find attached completed questions relating to site viability/deliverability at Appendix 2 and relating to site specifics at Appendix 3 respectively.

We look forward to further discussion to establish a Statement of Common Ground regarding the proposed development at Tipner East and the opportunity to submit formal representation on the draft Local Plan.

Please do not hesitate to contact me at Felicity.Tidbury@portsmouthcc.gov.uk should you have any further questions.

Yours sincerely,

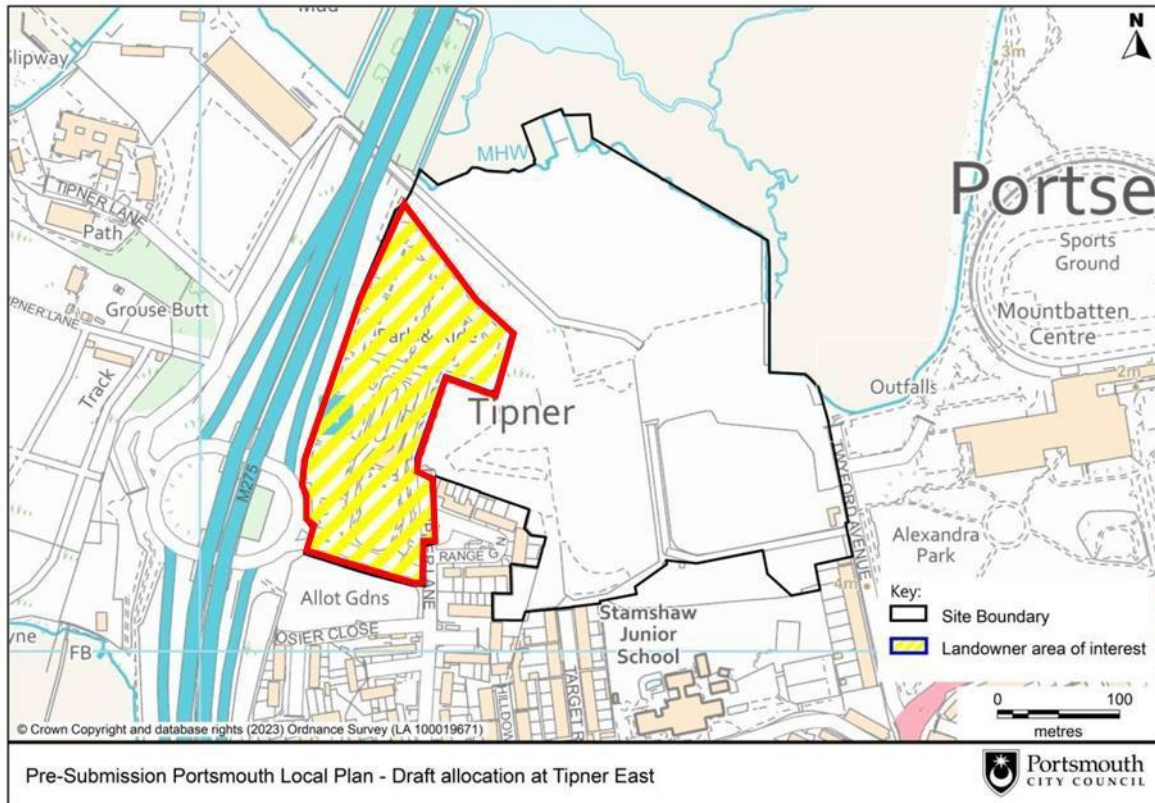
A handwritten signature in black ink, reading "Felicity Tidbury".

**Felicity Tidbury Assistant
Director
Economy, Transport and Planning**

Appendix 1: Site information for Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN

Full Address: Tipner Interchange Tipner Lane Portsmouth PO2 8AN

Map of Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN



The red line boundary indicates the Transport Authority's interest in the allocation site.

Appendix 2: Site deliverability

Your details	
Name	Felicity Tidbury
Organisation (if relevant)	Portsmouth City Council
Representing (if applicable)	Highway and Transport Authority
Address	Civic Offices, Guildhall Square, Portsmouth, PO1 2NE
Telephone	023 9268 8261
Email	Felicity.tidbury@portsmouthcc.gov.uk

Please answer the following questions as comprehensively as possible. Leave blank any questions that are not relevant.

Question	Response
Site availability and achievability	
What is your interest in the site? (e.g. are you a landowner, agent, developer, etc?)	Landowner
If you are not the landowner, who owns the land?	n/a
Is the site in multiple ownership? If yes, who else owns the site (please include contact details, if you have them).	n/a
Is the landowner(s) supportive of development of the site, and are they willing to make it available for development?	Yes
Is the land currently leased or sub-leased to another party? If so, please provide lease length, clauses etc	No
Where relevant, can you briefly describe your working relationship or partnership with other landowners and/or leaseholders on the site.	n/a
Is the land for sale or being sold to another party? If so, please provide detail of current marketing and acquisition status, (e.g. is the site under an option agreement, land promotion agreement, exclusivity or joint venture, conditional or unconditional purchase, other?)	n/a
Are you aware of any constraints that could hinder land acquisition or assembly? E.g. ransom strips, right of way, compensation measures including Compulsory Purchase Orders?	no
Are there any other factors that would affect availability?	no
Deliverability	
Are other uses to those in the attached letter proposed, and if so, what are they?	No
Anticipated delivery of development prior to 2025. Please provide detail on all uses included in the proposal.	It is not currently expected that any part of the proposed development will be delivered prior to 2025. It is expected that a reserved matters planning application will be submitted by 2025 for the scheme proposed for the site.

Anticipated delivery of development 2025-2030. Please provide detail on all uses included in the proposal.	The requirement for the Tipner Transport Hub scheme is linked to regeneration of the city centre area and development of new activity at Portsmouth International Port. These initiatives are expected to increase travel demand into the city and cause changes to land use, including conversion of some existing parking capacity to other uses. The Transport Hub scheme is intended to re-provide this parking capacity at the Tipner site, at the edge of the city, intercepting it and re-moding it to sustainable modes for the "last mile" in order to reduce the amount of road traffic which enters/passes through the city centre area and the Portsmouth Clean Air Zone. The development of the transport hub scheme is also intended to support reduction of travel demand to a number of other locations in the city including those already served by Park and Ride (e.g. University, Gunwharf, seasonal demand to Southsea seafront) as well as potential new destinations within the city in future. Outline planning application 22/01243/CS3, which was granted conditional permission by Committee on 25th October 2023, concerns regeneration of the northern area of the city centre area. Per para 7.20 of the Committee Report¹, phase 1 (comprising Plot 1) is expected to commence in 2023 with an estimated occupation date of 2026. Plot 1 covers the former Sainsburys site and Clarence Street Car Park. We understand from discussion with planning policy that it would therefore be reasonable to assume that one of the factors which will generate the need for the Tipner Transport Hub scheme will start to come into effect between 2025 and 2030. The remaining plots on the site covered by the planning application referred to above are expected to be constructed over a long time period, up to 2038. Therefore, the full demand for the Transport Hub scheme resulting from city centre regeneration may not arise until the mid-2030 Additionally, the delivery of the maximum extent of regeneration in the north of the city centre is dependent on delivery of the City Centre Road (CCR) scheme. Whilst progression of this scheme is dependent on significant external funding, which is being sought, the current draft Strategic Outline Business Case anticipates construction of this major highway scheme will commence 2026/2027 and complete in 2031. The construction of this scheme is expected to result in some disruption to the road network through the north of the city centre. Promotion of park and ride from Tipner Transport Hub is potentially part of the mitigation plan for the CCR scheme. Therefore, it is expected that demand for the Transport Hub scheme may also occur as a result of construction of the CCR scheme in the late 2020s. Finally, as set out in their Masterplan², Portsmouth International Port are an expected user of the Transport Hub scheme. The Port Masterplan states that it is expected that the port will utilise the Transport Hub site to provide additional off-site parking for ferry/cruise services commencing between year 2 (2024) and year 4 (2026) of the masterplan period. This again points to a driver of demand for the Transport Hub scheme arising in the 2025-2030 period. The Tipner Transport Hub scheme is therefore being planned to be
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¹ [Planning committee report 25 Oct 2023- 22/01243/CS3](#)

² [Masterplan-web.pdf \(portsmouth-port.co.uk\)](#)

	delivered in a phased approach, with three multi-story parking structures which can be delivered individually at differing times to meet predicted demand.
Anticipated delivery of development 2030- 2035 Please provide detail on all uses included in the proposal.	As noted above, whilst some of the drivers of demand for the Transport Hub scheme are expected to arise between 2025 and 2030, these are not expected to reach their full extent until the 2030-2035 period. It is therefore expected that the delivery of the Transport Hub scheme will commence in the 2025-2030 period and will complete in the 2030-2035 period. It is also noted that the Tipner West/ Tipner East allocations promoted by PCC may also generate some demand for uses of the Transport Hub scheme, and it is understood these are likely to come forward in a similar timescale.
Anticipated delivery of development 2035- 2040. Please provide detail on all uses included in the proposal.	n/a - as set out above, it is expected the full development will be delivered by 2035
Anticipated delivery of development after 2040. Please provide detail on uses.	n/a - as set out above, it is expected the full development will be delivered by 2035
Any further issues that may affect timing or phasing of development.	Sufficient funding, both for progression of scheme development, and the delivery of the scheme, is the key barrier to delivery at this stage. As the need for the Tipner Transport Hub scheme is closely linked to city centre regeneration and development of new markets at Portsmouth International Port, the timescales over which these developments occur will also determine the timescales the Transport Hub scheme will need to come forward over.

Is there a proposed indicative block plan or layout for the site? If so, please attach to your response.	DRAFT PARAMETERS PLAN  Key - Site boundary - Developable area to max height of 28.5m - Previous footprint - Motorway land - Vehicle access zone FATKIN
Is pre-application advice being sought? Please provide detail if so.	Pre application advice will be sought when the reserved matters application for the site is brought forward. The highway/transport authority does not currently have a fixed programme for submission of reserved matters but will work with the LPA to deliver an appropriate submission.
Are you intending to submit a planning application, and if so, when?	Yes, a reserved matters application is planned to be submitted by Q1 or Q2 2025.
Viability	
Has economic viability of developing the site been assessed, and what was the outcome of that assessment?	A Strategic Outline Business Case for the Transport Hub scheme is currently being prepared and this will include an outline commercial case for the scheme. Applications to the Levelling Up Fund (2022/23) for funding for the scheme included an assessment of the economic viability of the scheme as part of the funding proposals.
Are there any abnormal or exceptional build costs?	None anticipated.
Have you considered how the site will meet the 10% requirement for Biodiversity Net Gain? if so, how will this be done?	We expect to answer this requirement during the detailed design process for the proposed scheme.

Have you considered how your site will meet requirements for Nutrient Neutrality? if so, how will this be done?	We expect to answer this requirement during the detailed design process for the proposed scheme.
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Are there any further issues or constraints that may influence the achievability, feasibility or viability of development?

Do you have any further comments on the site or the draft proposal for its allocation?

The Tipner Transport Hub scheme is planned to provide flexible edge-of-city vehicle parking space for a range of uses which support the city's transport strategy and wider development plans, with the key aim of reducing/managing volumes of external traffic entering sensitive areas (such as the city centre) which suffer from congestion-related issues (e.g. poor air quality).

Foremost of these, the LHA/LTA consider the Tipner Transport Hub necessary to support the aims of the Local Transport Plan 4 and support regeneration of the city centre both during construction (e.g. to support efforts to mitigate impacts of the city centre road scheme) and in the long term to relocate city centre parking capacity that is planned to be repurposed as part of this development.

The role of this site as a tool for managing the impacts of external traffic growth into the city is expected to grow in future linked to development strategies and population growth in neighbouring authorities. This is especially critical given Portsmouth's unique 'island' geography, high population density and increasing internal growth.

We wish to highlight that the recently published draft revised NPPF and "Standard Method" for determining the number of new homes that LPAs should plan for indicates that our neighbouring authorities may be expected to accommodate very significant uplifts in the amount of new housing that they deliver in future compared to what they are currently planning for (see table below).

The consequence of this could be further growth in transport demand from external areas into Portsmouth - potentially above levels forecast in recent forecasting exercises - and hence an even greater need for PCC to develop/retain tools to manage the impacts of this growth (of which Park and Ride is one with great potential).

LPA	Dwellings Per Annum requirement -current method	Dwellings Per Annum requirement -proposed new method	Indicative uplift in annual housing delivery, %
Gosport	339	465	37%
Fareham	498	794	59%
Havant	508	874	72%

Other key uses (as stated above) include supporting the development of Portsmouth International Port.

Additionally, the LHA/LTA is exploring potential for the site to support car-free journeys to key destinations in Portsmouth such as Portsmouth Football Club, Gunwharf Quays, University and NHS sites, Seafront and for seasonal events.

Given the policy position of the adopted Local Transport Plan 4 and the Portsmouth Parking Strategy, plus the interdependency of the Tipner Transport Hub with strategic development sites, the allocation of parking spaces at the Hub for private vehicle parking associated with the adjacent residential development proposed for both Tipner East and Tipner West is not supported by current adopted Portsmouth City Council transport policy.

Any allocation of parking spaces within the completed transport hub for the parking of vehicles associated with the adjacent residential developments proposed for both Tipner East and Tipner West would need to be balanced against the fact this could place a constraint on the Transport Hub scheme's ability to support other council priorities, particularly:

- Successful delivery of the City Centre Strategic Allocation (which is planned to deliver a much greater amount of development than is planned for Tipner).
- Managing impacts of growth outside the city, on the city's highway network
- Improving Air Quality.

These are all evolving matters and ones which the LHA/LTA will remain in dialogue with the LPA over, but at this time given the limited space constraints of the Tipner P&R site, we anticipate that the role of the Transport Hub in facilitating and prioritising the City Centre regeneration and further commercial development of the Portsmouth International Port, and in supporting management of external traffic growth upon the city's network. The LHA/LTA does not support the provision of long term residential parking space at the Tipner Transport hub, for the above reasons and the risk of setting a precedent for other strategic sites with parking pressure outlined in the Local Plan.

As part of the Transport Hub scheme, the LHA/LTA would be willing to explore whether the transport hub could support reduction of fleet and commercial vehicle parking in residential areas, and would support re-exploration of enhancing travel options for residents beyond those in current proposals that are in line with LTP4 such as the provision of car clubs, better public transport links and other sustainable travel options like (e)bike/scooter routes.

Appendix 3: Site specific question

In relating to Tipner East as it relates to 22/00024/OUT Tipner Interchange Tipner Lane Portsmouth PO2 8AN

1. The draft Monitoring and Delivery Framework for the transport hub part of the allocation is set out below. Please can you provide further information on when the reserved matters application is likely to be submitted and any progress with funding.

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Transport hub with 2,650 car parking spaces and 38 bus services per hour	Phase 1 of 1 no. multi story car park and active travel hub (0-5 years) Phase 2/3 of 2 no. multi story car parks (6-10 years)	PCC as landowner is actively seeking external partners and funding	Monitoring of the Local Transport Plan (LTP4)	Reserved matters application needs to be permitted by June 2025 to keep extant outline permission. Triggers for delivery of Phase 1 linked closely to city centre regeneration (including need to replace car parking capacity that is redeveloped), city centre road scheme delivery and port development. Triggers for delivery of Phase 2 linked closely to city centre regeneration (including need to replace car parking capacity that is redeveloped), city centre road scheme delivery and port development.
840 m2 ancillary commercial uses at the transport hub	6-10 years Timescale tied to local development and further city centre development as well	To be delivered along with the transport hub	Commercial monitoring within the AMR	Trigger for this element will be use of the Transport Hub site growing to a level that makes the commercial element viable.

Appendix 3 Draft Policy PLP4 of the Pre-Submission Portsmouth Local Plan (July 2024)

Tipner East

Introduction

4.39 Tipner East is a prominent site located immediately adjacent to the M275 motorway at the northwest part of Portsea Island. It is bounded by Tipner Lake to the north, which is part of Portsmouth Harbour, while to the south is the residential area of Stamshaw with terraced housing and a primary school. The site is allocated along with Tipner West & Horsea Island East in this Local Plan and together they will form a new gateway to the City. As discussed in the Development Strategy chapter of this Local Plan, the wider Tipner-Horsea Island area is one of the two principal sites identified in the Southampton and Portsmouth City Deal. A map of Tipner East is shown as figure 4.3.

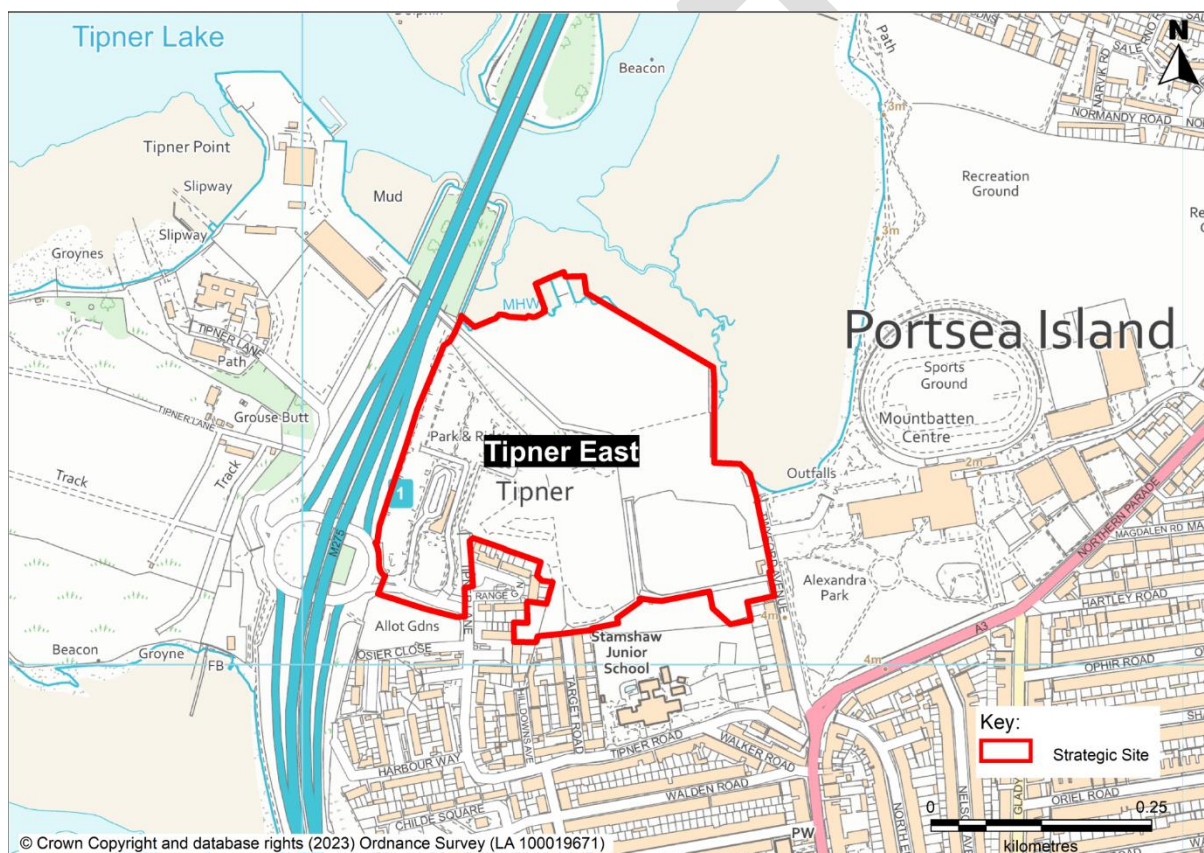


Figure 4.3: Map of Tipner East

- 4.40 The site is subject to a number of key constraints. It is adjacent to Portsmouth Harbour Ramsar, Portsmouth Harbour SSSI, Portsmouth Harbour SPA and Dorset and Solent Coast SPA. The likely significant effects of development have been considered through the Habitat Regulation Assessment (HRA) and several specific development requirements are included in the allocation policy to ensure no adverse impact on the integrity of the international designations.
- 4.41 The site is flat and low-lying and part of Tipner East lies in flood zones 2 and 3. Tipner East is covered by the North Solent Shoreline Management Plan (SMP) (section 5aPI01). The Portsea Island Coastal Strategy Study (PICSS) was developed to build on policies set out in the North Solent SMP. These plans and strategies provide recommendations for flood management measures that should be implemented to protect residents of Portsmouth from flooding. Further information can be found within the SFRA Level 2
- 4.42 A new sea wall path and adjacent open space will be a considerable asset to the development, but will need to be closed when high tides and strong winds combine.
- 4.43 The map shows the location of the strategic site between the M275 motorway and the local highway network and close to the City's main leisure centre and a local primary school. It is important that development proposals do not increase the risk of rat running with motorists diverting off the motorway through the local road network. The two points of access to the site are Twyford Avenue and Tipner Lane. Tipner East is well served by sustainable transport routes. The Pilgrims Trail and the King Charles III England Coast Path pass through the site along with National Cycle Route 22.
- 4.44 The site has a long history of polluting land uses dating back to the 1860s. At the time of writing (spring 2024) the remediation works were underway in line with the Construction Environmental Management Plan approved for planning application (10/00849/OUT).
- 4.45 Tipner East has been the subject of a number of planning applications, which have in turn provided a substantial body of evidence for the site. This includes the Environmental Impact Assessment Scoping Opinion for residential development (22/00003/EIASCO), the permitted scheme for 835 new homes from Vivid Homes (22/01292/FUL) and the application for 221 new homes from Bellway (21/01357/FUL), which has been approved pending the completion of a legal agreement at the time of writing (Spring 2024). Further evidence on Tipner East is provided in the HELAA and the SFRA.
- 4.46 The development of a new multi modal transport hub for the City is a key component of the vision for Tiner East. The Government identified Portsmouth as one of several cities where concentrations of nitrogen dioxide are unlikely to be reduced without swift action. The City Council therefore introduced a Clean Air Zone in November 2021. The new transport hub at Tipner East should have a positive impact on air quality particularly at the City Centre Strategic Site allocated under Policy PLP6. The modal shift to more sustainable forms of transport outlined in Local Transport Plan 4 will reduce the number of private cars accessing the City Centre and encourage them to use the Park and Ride

instead. The current Park & Ride facility opened in 2014 and provides 665 car parking spaces and a regular bus service into the City Centre. Outline consent was granted in 2022 for a multi-storey transport hub, which would replace the existing facility and provide a maximum of 2,650 car parking spaces along with ancillary commercial and leisure uses (22/00024/OUT). The new transport hub would serve the new residents and businesses of Tipner and facilitate lower on-site parking provision both here and in the City Centre. It will also help to meet the demand of car parking spaces from the nearby Portsmouth International Port and support the increase in cruise liners visiting the City. The City Council as the landowner and transport authority is actively seeking external partners and funding for the new transport hub.

Vision

4.47 In 2040, Tipner East will form a new gateway to the city along with Tipner West and will be home to a new healthy and happy community. People will live in good quality homes. There will be a new multi modal transport hub including a busy Park & Ride service to both the wider City and the international port. New climate resilient sea defences will defend the new community alongside the existing residents of north Portsea Island. Historic land contamination will have been prevented from leaching into the Harbour. The nationally and internationally designated saltmarsh and mudflat supporting populations of Brent Geese and wading birds will be cherished and protected. The whole Tipner peninsular will be home to a community where residents, workers and visitors co-exist in harmony with nature.



Strategic Site Allocation Policy PLP4: Tipner East

- 1. Tipner East, as shown on the Policies Map, is allocated for the mixed use development of the following uses:**
 - a) A new community with up to 1,056 residential dwellings (class C3);**
 - b) A new multi-modal transport hub with 840 m² ancillary commercial uses;**
 - c) A number of commercial and community uses including a convenience store, a restaurant/café and a community space;**
 - d) Flood defences in line with robust climate change scenarios.**
- 2. Development proposals for the above named uses will be permitted provided that they meet all of the following site specific development requirements:**
 - a) Create a new landmark gateway to the City of Portsmouth to be demonstrated through a suitably scaled conceptual site-wide masterplan with an accompanying design code framework that delivers beautiful place-making and has regard to the National Model Design Code;**
 - b) Break down the barriers, both physical and perceived, created by the M275 motorway and Ports Creek. This will be achieved through the design of both buildings and spaces to create excellent connections with new development at Tipner West and the wider area;**

- c) Integrate green and blue infrastructure into the masterplanning and design of the development and seek to mitigate the urban heat island effect and uncomfortable/unsafe wind conditions;**
- d) Incorporate car-free streets wherever feasible with reduced car parking standards and enhanced cycle parking with 'Mobility as a Service' and sustainable transport modes prioritised;**
- e) Improve off-road accessible pedestrian and cycle provision linking Port Solent and Tipner to the City Centre, nearby public open spaces including Horsea Island Open Space, recreational facilities including the Mountbatten Centre and other local shops and services;**
- f) Provide safe and efficient vehicular access to and from the M275 and the surrounding non-strategic road network;**
- g) Deliver or contribute proportionally to the relevant transport and highways mitigation measures identified within the Local Plan Strategic Transport Assessment and/or Infrastructure Delivery Plan;**
- h) Provide for public access along the waterfront where feasible and without causing unmitigated recreational disturbance to protected bird populations;**
- i) Safeguard and improve where possible, the routes of the Pilgrims Trail, the King Charles III England Coast Path and National Cycle Route 22 through the site;**
- j) Any loss of supporting habitat identified in the Solent Waders and Brent Goose Strategy will be mitigated through the provision of replacement supporting habitat of equal or greater quality and quantity that fulfils the same special contribution and particular function of the areas lost or damaged for the same species of birds.**
- k) A shadow, project level Habitat Regulations Assessment (HRA) will be required to be submitted along with the planning application(s) to the Local Planning Authority as competent authority. This must provide sufficient evidence for the Local Planning Authority to undertake an Appropriate Assessment, in consultation with Natural England, and to be satisfied that the mitigation measures proposed by the applicants would result in no significant effects upon the integrity of the National Site Network, whether alone or in combination with other plans and/or projects in the area;**
- l) Deliver appropriate surface water and foul drainage infrastructure together with required nutrient neutrality and water usage mitigation measures to support the Environment Agency in achieving and/or maintaining at least 'Good' water quality status and to protect designated habitats within the Portsmouth Harbour Waterbody (pursuant to the Water Environment Regulations); and**

- m) **Deliver surface water management measures to make provision for storage during high tide events, when the surface water drainage may be subject to tide locking;**
- n) **Future development of the site will require land raising and construction of flood defences. Their implementation should be informed by the SFRA Level 1 and 2;**
- o) **Mitigate and remediate contamination from current and historic uses; and**
- p) **Whilst the City Council wishes to see a comprehensive development of the site, it recognises that planning applications may come forward separately or in phases. As well as complying with the development requirements set out above, all development proposals need to demonstrate consistency with other permissions granted and emerging proposals. All development proposals will be supported by appropriate site phasing and sequencing strategies to ensure a holistic approach is taken to the development. Planning applications will need to demonstrate potential landscaping or other solutions for land comprising later phases in the event that such phases do not come forward within an agreed timeframe.**

Supporting text

- 4.48 The purpose of this policy is to allocate Tipner East as part of a new gateway for Portsmouth with homes and a new multi modal transport hub for the City.
- 4.49 The housing requirement will deliver a high density scheme in a prominent gateway location, which will be served by the new multimodal transport hub. The commercial uses at the transport hub could include a café, convenience shop, car share office, bicycle rental and ancillary offices. The commercial and community uses for the new housing estate could include a local convenience store, a community space and remote working office space.
- 4.50 With its new multi modal transport hub, Tipner East should be an exemplar for sustainable transport with Mobility as a Service. Sustainable transport routes should be safeguarded and vehicular access carefully managed to preclude the development of a rat run through the estate. A low car use approach should reinforce strong links to public transport.
- 4.51 The site is flat and low-lying and a small part of Tipner East lies in flood zones 2 and 3. It was assessed as part of the Level 2 Strategic Flood Risk Assessment, which made a number of recommendations to avoid and control flood risk.
- 4.52 Flood defences and ground raising will be required to enable development at this site. This should be informed by the SFRA level 1 and 2 and must incorporate detailed site specific wave overtopping calculations along with suitable calculations for freeboard.
- 4.53 New development should discharge runoff to the sea following suitable treatment. Storage of surface water should be managed when the sea level rises to a height that will not allow for drainage.

4.54 It is likely that there will be a loss of habitat that is functionally linked to the Solent SPAs / Ramsar sites namely Secondary Support Area 139 and Low Use Site P136. Furthermore, Low Use Sites P38 and P39 lie within 100 metres of the allocation boundary. All functionally linked habitat parcels lie in close proximity to the Portsmouth Harbour SPA/Ramsar, indicating that they are likely to be used by SPA/Ramsar waterfowl in order to minimise energy expenditure. Non-breeding bird surveys between October and March (typically two survey seasons) will be required to inform the detailed design of the offsetting mitigation habitat that will be provided to ensure no adverse effect on integrity. All loss of this functionally linked land should be mitigated in line with Policy PLP42: Solent Waders and Brent Geese Sites and the Mitigation and Off-setting Requirements set out in the Solent Waders and Brent Goose Strategy and to the satisfaction of the local planning authority and Natural England. The planning application will need to be supported by a bespoke Habitats Regulations Assessment.

Monitoring and Delivery Framework

Types & amounts of development	Timescale	Delivery	Monitoring	Triggers & potential actions
Enabling works and sea defence wall	2023-2025	Vivid are constructing the sea wall and associated infrastructure	Environment Agency	Underway
1,056 homes	431 (2025-2030) 625 (2030-2040)	Bellway and Vivid building out	Residential monitoring within the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
Transport hub with 2,650 car parking spaces and 38 bus services per hour	Phase 1 of 1 no. multi story car park and active travel hub by 2030; Phase 2/3 of 2 no. multi story car parks by 2035	PCC as landowner is actively seeking external partners and funding	Monitoring of the Local Transport Plan (LTP4)	Reserved matters application needs to be permitted by June 2025 to keep extant permission
716 m ² commercial floorspace	2030-2035	To be delivered along with the transport hub	Commercial monitoring within the AMR	Development progress will be monitored through the AMR. If there is a lack of progress further work will be undertaken to ascertain the reason and propose interventions
840 m ² ancillary commercial uses at the transport hub	2030-2035	To be delivered along with the transport hub	Commercial monitoring within the AMR	

Table 4.3: Monitoring and Delivery Framework for Tipner East