

Portsmouth Local Development Scheme

A Timetable for the Production of Portsmouth's Local Planning Policies





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Portsmouth's Planning Policy Documents

Approved by Portsmouth City Council Cabinet at their meeting of 11 February 2025

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1. Introduction

What is the Local Development Scheme?

- 1.1 This Local Development Scheme (LDS) came into effect on 12 February 2025.
- 1.2 The Council must¹ produce a Local Development Scheme (LDS) to inform residents and other stakeholders about the following:
- the development plan documents that the City Council is preparing;
 - the subject matter of those plans and the geographical areas they cover; and
 - the timetable for the production and adoption of development plan documents, primarily the new Portsmouth Local Plan 2020-2040.
- 1.3 Planning Practice Guidance states that the LDS must specify, among other matters, the documents which, when prepared, will comprise the Local Plan for the area. It must be made available publicly and kept up-to-date.

The Plan Making System

- 1.4 Planning decisions must be taken in line with the development plan unless material considerations indicate otherwise. The development plan for an area can be made of a number of statutory planning documents, which contain both strategic policies that address the priorities for an area and development management policies that deal with more detailed matters.
- 1.5 In Portsmouth, the new Local Plan will set out the vision for the future of the City and the strategy for meeting its development needs up to 2040. The Local Plan covers the City's housing and infrastructure needs and provides a framework for addressing key economic, social and environmental concerns. Planning applications for development in Portsmouth are guided by the policies in the Local Plan.
- 1.6 The content of the Local Plan is shaped by engagement with communities, local organisations, businesses, infrastructure providers and operators and statutory consultees. The Council co-operates extensively with neighbouring authorities through the Partnership for South Hampshire (PfSH) on strategic cross-boundary issues. The Council also works with the other minerals and waste planning authorities in Hampshire to plan for sustainable mineral resource use and waste management in the county.
- 1.7 The development plan can also include location specific documents. Neighbourhood plans developed by communities can help to deliver sustainable development in their locality and when made or adopted they form part of the development plan for their neighbourhood. Neighbourhood planning is not a legal requirement but a right which communities in England can choose to use. The Milton Neighbourhood Plan is currently the only made neighbourhood plan in Portsmouth.

¹ Under the *Planning & Compulsory Purchase Act 2004* (as amended)

- 1.8 The preparation of new Local Plans involves assessing the future needs and opportunities, exploring, and identifying options, and then setting out a preferred approach. This process involves gathering evidence, meaningful engagement and consultation and on-going assessment of proposals through Sustainability Appraisal and Habitat Regulations Assessment. A Sustainability Appraisal² (SA) systematically assesses the extent to which the plans and policies, when judged against reasonable alternatives, will help to achieve key environmental, economic, and social objectives. A Habitats Regulations Assessment³ considers if a plan or project is likely to have significant effects on designated habitat sites.
- 1.9 Table 1 sets out all the stages for preparing a local plan.
- 1.10 Supplementary planning documents (SPDs) are not part of the development plan, but form a material consideration in decision-making. SPDs provide more detailed advice or guidance on adopted Local Plan policies. A full list of adopted SPDs can be found on the City Council's website⁴.
- 1.11 The Local Plan is supported by a range of other planning documents adopted by the Council. The Statement of Community Involvement⁵ (SCI) sets out how residents and other stakeholders can be involved in putting together plans for the future of the city and in determining planning applications. The Authority Monitoring Report⁶, published annually, assesses the effectiveness of adopted plan policies, and the Council's progress on the production of the new Local Plan against the timetable set out in this document.

² Under S.19 of the Planning and Compulsory Purchase Act (as amended) and as per the Environmental Assessment of Plans and Programmes Regulations 2004

³ As per the *Conservation of Habitats and Species Regulations 2017*.

⁴ www.portsmouth.gov.uk/services/development-and-planning/supplementary-planning-documents/

⁵ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/statement-of-community-involvement/>

⁶ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-applications/annual-monitoring-reports/>

Table 1: Development Plan Preparation Stages

Stage and Regulation ⁷	Description of stage
Preparation (Regulation 18)	This stage consists of one or more formal opportunities for stakeholders to influence and comment on the content of the plan.
Pre-Submission (Regulation 19)	This is the publication of the plan in a form the Council considers to be the sound and legally compliant final version, which it intends to submit for examination. There then follows at least a six week period for interested parties to comment on the plan. Comments received at this stage must specifically relate to the legal compliance and soundness of the plan.
Submission (Regulation 22)	This is when the plan is submitted by the Council to the Secretary of State and when the examination of the Local Plan starts.
Examination in Public (Regulation 24)	The examination in public consists of both the consideration of written representations and public hearings.
Main Modifications	Consultation on the main modifications to the Local Plan as set out by the Inspector.
Inspector's report (Regulation 25)	Publication of the Inspector's findings in regard to soundness and legal compliance along with main modifications.
Adoption	The final stage in the process is the formal adoption of the Plan by the Council. Once adopted, it forms part of the statutory development plan for the City.

National Changes

- 1.12 An updated National Planning Policy Framework (NPPF) was published on 12 December 2024. On the same day, the Secretary of State for Housing, Communities and Local Government wrote to all local authority leaders in England including the leader of Portsmouth City Council⁸. The letter asks Councils to review and update their timetables for getting an up-to-date plan in place within the next twelve weeks. This updated LDS meets this requirement.

2. Portsmouth's Existing Planning Policy Framework

- 2.1 The existing development plan for Portsmouth City Council area is comprised of the following adopted documents:

- Portsmouth Plan Core Strategy (2012)

⁷ The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

⁸

https://assets.publishing.service.gov.uk/media/6776bed7ea58060e4688ed02/Letter_from_the_Deputy_Prime_Minister_to_Local_Authority_Leaders_Mayors_and_Chief_Executives_-_Building_the_homes_we_need.pdf

- Portsmouth City Local Plan saved policies (2006)
- Southsea Town Centre Area Action Plan (2007)
- Somerstown and North Southsea Area Action Plan (2012)
- Hampshire Minerals and Waste Plan (2013)

2.2 The development plan documents are supported by a number of adopted Supplementary Planning Documents (SPDs)⁹, which provide greater detail on specific Local Plan policies and help guide their implementation. The following SPDs are currently in force:

- The Seafront Masterplan (2021)
- Houses in Multiple Occupation (2019)
- Minerals and Waste Safeguarding in Hampshire (2016)
- Oil and Gas Development in Hampshire (2016)
- Housing Standards (2013) and review briefing note (2015)
- Eastney Beach Habitat Restoration and Management Plan (2014)
- Parking Standards and Transport Assessments (2014)
- Student Halls of Residence (2014)
- Achieving Employment and Skills Plans (2013)
- Portsmouth City Centre Masterplan (2013)
- Sustainable design and construction (2013)
- Tall Buildings (2012)
- Air Quality and Pollution (2006)
- Reducing Crime through Design (2006)
- Developing Contaminated Land (2004)

Other Relevant Documents

2.3 Key supporting documents include:

- Statement of Community Involvement (2023)¹⁰
- Community Infrastructure Levy Charging Schedule (2012)¹¹
- Imagine Portsmouth 2040 Vision (2021)¹²

⁹ SPDs can be viewed on the [Planning Policy page](#) of the city council's website.

¹⁰ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/statement-of-community-involvement/>

¹¹ <https://www.portsmouth.gov.uk/services/development-and-planning/community-infrastructure-levy-cil/community-infrastructure-levy-charging-schedule/>

¹² <https://imagineportsmouth.co.uk/the-vision/>

3. The Future Development Plan

- 3.1 The main development plan document that the City Council is preparing is the Portsmouth Local Plan. The City Council is also working with the other Hampshire Authorities on the Partial Review of the Hampshire Minerals and Waste Plan¹³. There is one made neighbourhood plan in Portsmouth, the Milton Neighbourhood Plan¹⁴, and other neighbourhood plans may come forward. One supplementary Planning Document is underway. The timetables and geographical coverage for each of these documents is set out below.

Portsmouth Local Plan Timetable

- 3.2 Following on from four Regulation 18 consultations, the City Council published its Pre-Submission Local Plan for consultation in summer 2024.
- 3.3 The City Council is ready to submit its Local Plan for examination now and is waiting for the Government to issue its opinion on Imperative Reasons of Public Interest (IROPI) in regards to the strategic site allocation of Tipner West & Horsea Island East. If a positive opinion is given, the Local Plan will immediately be submitted for examination.
- 3.4 After submission, the timetable for the examination is in the hands of the Planning Inspectorate rather than the City Council. Due to imminent changes in the plan making system, there has been a flurry of local plans submitted under the transitional arrangements for examination to avoid the changes. This may well result in delayed examinations.
- 3.5 Assuming that the examination in public goes well, the Inspector is likely to make a number of main modifications that the City Council will need to consider and then consult on. The Inspector will then produce their final report on the Portsmouth Local Plan. Due to the allocation of Tipner West & Horsea Island East and the linked derogations work, the City Council as both Competent Authority and Local Planning Authority will need to finalise and submit the HRA, including the derogations documentation to the relevant Secretary of State as the Appropriate Authority. The Secretary of State then has 21 days in which to consider the derogations material and decide whether to prohibit adoption of the Local Plan. The Appropriate Authority may prohibit adoption either indefinitely or for such period as may be specified in the direction. If that were the case, the City Council would have to consider its options carefully.
- 3.6 If the Local Plan is found sound at examination and the Secretary of State does not prohibit the adoption of the Local Plan, the City Council will then decide whether to adopt the Local Plan. Any challenge to the adoption of the Local Plan by way of Judicial Review (JR) would need to be brought within six weeks.

¹³ <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan/minerals-waste-plan-partial-update-consultation>

¹⁴ <https://www.portsmouth.gov.uk/wp-content/uploads/2022/10/Milton-Plan-Final-adopted.pdf>

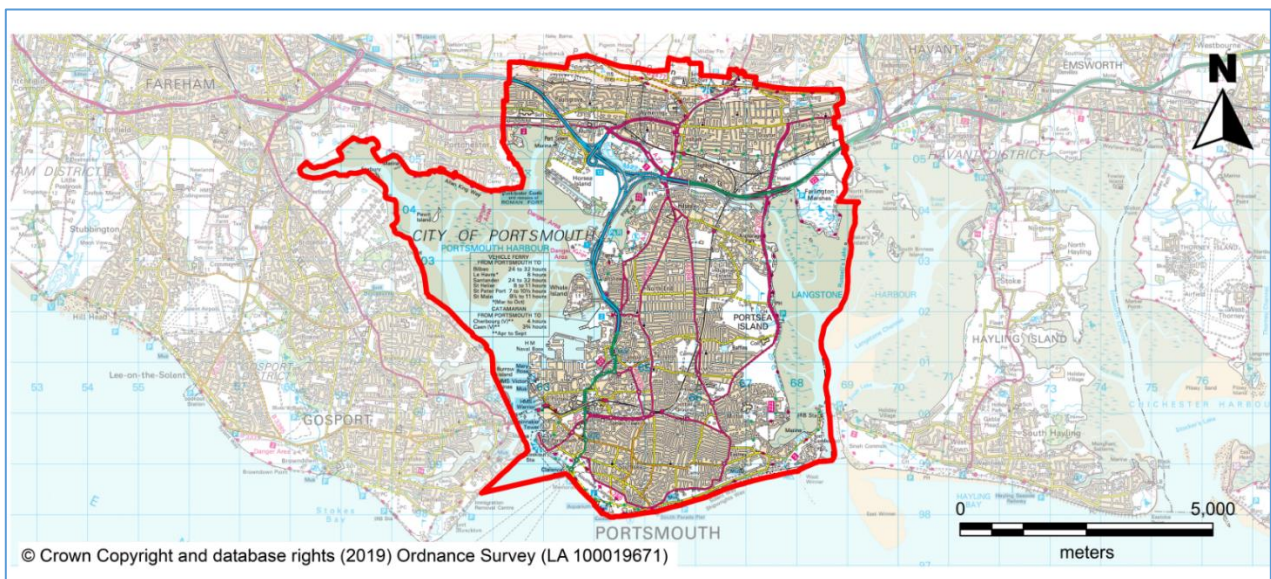
The new Portsmouth Local Plan will set out the strategy for development in the city up to 2040.

Joint production? No

Timetable for production

Preparation Reg 18	Issues and Options consultation	✓ July 2017
	Tipner Strategic Development Area	✓ February 2019
	Evidence base consultation ('Local Plan update')	✓ February 2019
	Consultation on a draft Local Plan	September 2021
Pre-Submission Reg 19	Consultation on the proposed Local Plan for submission	✓ Summer 2024
Submission Reg 22	Submission of Plan to Secretary of State	Winter 2024/25
Examination Reg 24	Examination of the Plan by an appointed Inspector	Spring 2025 - winter 2025/26
	Consultation on Main Modifications	Winter 2025/26
Inspector's report Reg 25	Final Inspector's Report	Spring 2026
	Derogations Decision by the Secretary of State	Spring 2026
Adoption Reg 26	Formal adoption of the Local Plan by the Council	Spring 2026

Geographical coverage



Minerals and Waste

- 3.7 Portsmouth City Council is the minerals planning authority and the waste planning authority for the City. We work with our partner authorities namely Hampshire County Council, Southampton City Council, New Forest National Park Authority and South Downs National Park Authority (collectively known as the Hampshire Authorities) to prepare minerals and waste plans.
- 3.8 A Partial Review of the Hampshire Minerals and Waste Plan is now underway. Full details on plan preparation can be found on the Hampshire County Council website.

Neighbourhood Plans

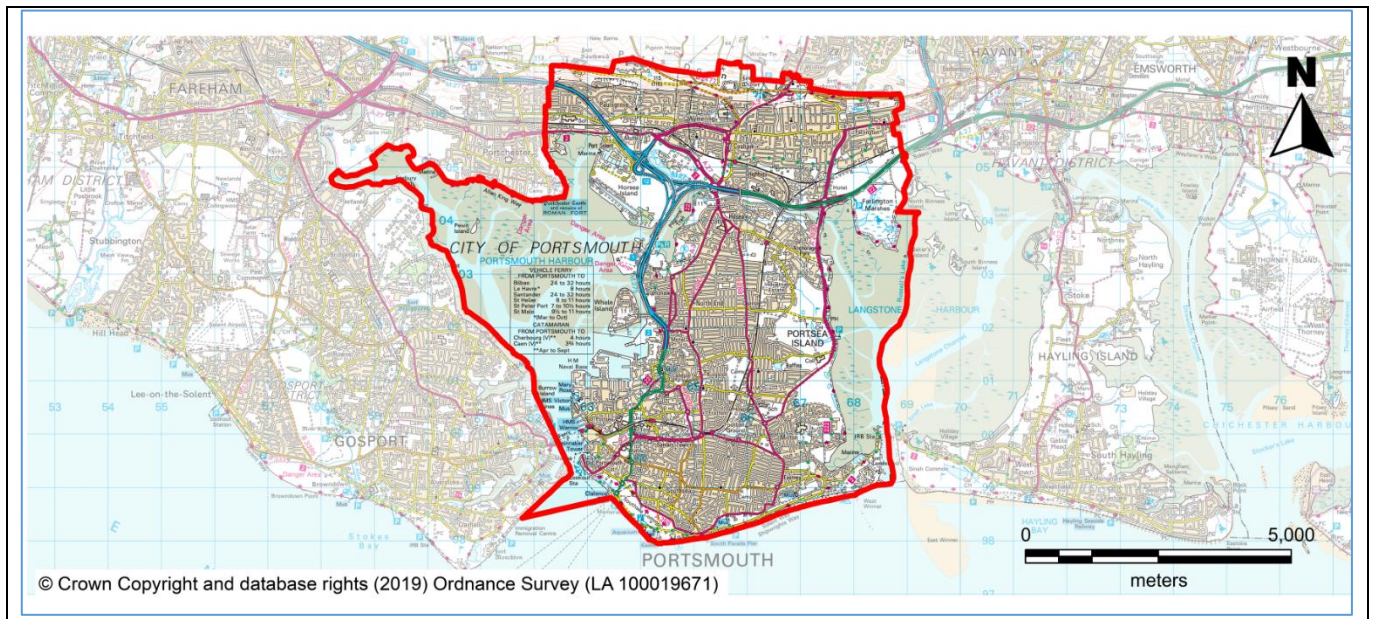
- 3.9 The Milton Neighbourhood Plan is currently the only made neighbourhood plan in Portsmouth. A conformity check will be carried out to ensure that this plan conforms with the strategic policies of the emerging Local Plan.
- 3.10 No other neighbourhood planning areas are designated. Should any requests be made to establish neighbourhood forums or neighbourhood planning areas, then the City Council would support the local communities in their endeavours.

Supplementary Planning Documents

- 3.11 There is already an extensive suite of supplementary planning documents (SPD) in Portsmouth. There is one new SPD currently being prepared namely the Parking SPD. This follows on from the City Council's new Parking Strategy¹⁵, which was out for public consultation in autumn 2023.

The Parking SPD will set out parking standards for both motorised and non-motorised vehicles in the City		
Joint production?	No	
Timetable for production		
	Public consultation on the Parking Strategy	Autumn 2023
Reg. 13	Representations on SPD	Autumn 2025
Reg 12	Public participation on SPD	Autumn 2025
Reg 14	Adoption of SPD	Spring 2026
Geographical coverage		

¹⁵ <https://travel.portsmouth.gov.uk/driving/draft-parking-strategy-consultation/>



4. Superseded plans

- 4.1 A number of development plan documents will be superseded by the adoption of the Portsmouth Local Plan.

Southsea Town Centre Area Action Plan

- 4.2 The Southsea Town Centre Area Action Plan (AAP) was adopted by Portsmouth City Council (PCC) in July 2007. An assessment was done by officers as to whether certain policies from the AAP should be carried forward or whether they would all be superseded by the new Local Plan. The recommendation is that the AAP should be superseded in its entirety for the Portsmouth Local Plan on adoption for the reasons set out below.
- 4.3 The AAP covers a designated area of Southsea Town Centre and was produced to address a decrease in footfall and the potential impact of significant retail proposals in the City Centre at around that time. It was considered that Southsea Town Centre would be facing significant changes and needed to redefine itself to create a clear identity, to protect and develop businesses, drive footfall, and deliver customer loyalty. It was envisaged that the AAP would cover a ten-year period from the date of adoption, which would be an effective period of 2007-2017.
- 4.4 The development management policies in the AAP will be replaced by similar City-wide policies in the Local Plan. There are three allocations in the AAP namely Knight and Lee, Palmerston Road, Grosvenor Casino, Osborne Road and 14-18 Osborne Road. Knight and Lee has planning consent for a mixed-use conversion to provide retail, food and drink/bar, office, hotel, cinema, and gym uses. The other two sites have not come forward for development to date, largely remaining as vacant buildings and land. All three sites will be within the designated boundary for Southsea Town Centre in the new Local Plan where main town centre uses will be focussed and retained, and a variety of active ground floor level uses, such as retail, commercial, leisure, cultural and service uses will be encouraged. The former Knight and Lee site will be located within the new Core Commercial Area where retail, commercial, leisure, culture, civic and service uses will be promoted and ground-floor active street frontages are strongly encouraged. Grosvenor Casino, Osborne Road and 14-18 Osborne Road will be located outside the Core Commercial Area, where main town centre uses and residential uses will be acceptable.

Somerstown and North Southsea Area Action Plan

- 4.5 The Somerstown and North Southsea AAP was adopted in July 2012 and covers the period 2010-2027. An assessment was done by officers as to whether certain policies from the AAP should be carried forward or whether they would all be superseded by the new Local Plan. The recommendation is that the AAP should be superseded in its entirety by the Portsmouth Local Plan on adoption for the reasons set out below.
- 4.6 The Somerstown and North Southsea area was seen as strategically important within the wider City context. Its proximity to the City Centre, main shopping areas, public transport network, centres of employment and education, leisure attractions and amenities should make it a desirable and attractive place to live. However, that

despite significant investment in social and economic regeneration initiatives in recent years, the area continues to perform poorly across a range of deprivation indicators. Low levels of skills and income, and high unemployment, have meant that the residents of Somerstown and North Southsea continue to be excluded from the opportunities offered by Portsmouth's growing economy. Indicators of health, crime and educational performance show that, while some improvement has been achieved in recent years, the area lags severely behind city averages.

- 4.7 The AAP includes 11 development management policies and 20 sites specific proposals. An assessment was made of all these policies and whether they were still needed. All the development management policies will be covered by new policies in the Portsmouth Local Plan.
- 4.8 The site of the former Horatia and Leamington Houses is within the area covered by the AAP and is proposed for redevelopment through a scheme called Somers Orchard. The redevelopment is on the site of two now demolished tower blocks and the surrounding area comprising site 2 and part of site 3 of the Area Action Plan as well as the park marked as A. The application for the Somers Orchard Redevelopment was submitted in the December of 2023, and was taken to Planning Committee in August 2024 where it received resolution to grant. It is anticipated that the consent could be issued subject to conditions from March 2025. The Director of Housing advised that the AAP provides a useful tool for consulting with the public when looking at development proposals for the area. The successful implementation of projects within the area in the past was highlighted. Overall, it was felt that it was acceptable for the AAP be removed once the Somers Orchard development had come forward. Somers Orchard will be allocated in the new Portsmouth Local Plan. Somers Orchard is allocated in the Pre-Submission Portsmouth Local Plan under Policy PLP 15.
- 4.9 The Director of Housing is keen to support the ongoing development of the wider estate renewal policy in the emerging Local Plan; overall the focus of the Housing department in regard to estate renewal is shifting to other estates in the city. The Housing and Planning teams will work together to ensure that this policy is developed to support the future aspirations for the Housing and Strategic Development teams.

Portsmouth Plan Core Strategy

- 4.10 The Portsmouth Plan was adopted in 2012 and all its policies will be superseded by the new Portsmouth Local Plan.

Portsmouth City Local Plan saved policies

- 4.11 The Portsmouth City Local Plan was adopted in 2006 and all its saved policies will be superseded by the new Portsmouth Local Plan.

5. Monitoring and Review

- 5.1 The Authority Monitoring Report (AMR), published annually, will assess the Council's progress in preparing development plan documents against the programme in this LDS, and identify any changes required.
- 5.2 Any proposed changes to the LDS programme would need to be agreed by Council and reflected in an update to this document. This includes the need for an additional development plan document, which are not currently in the LDS, or any amendments required due to substantial regulatory changes.
- 5.3 Development plan documents should be reviewed to ensure that policies remain up-to-date and effective.
- 5.4 Paragraph 236 of the 2024 NPPF states that where paragraph 234b of the NPPF applies, if the housing requirement in the plan to be adopted meets less than 80% of local housing need as defined by the new Standard Methodology the local planning authority will be expected to begin work on a new plan, under the revised plan-making system provided for under the Levelling Up and Regeneration Act 2023 (as soon as the relevant provisions are brought into force in 2025), in order to address the shortfall in housing need. This applies to Portsmouth and the City Council commits to an early review in the Schedule of Additional Changes to the Pre-Submission Local Plan in relation to Chapter 12: Monitoring.

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