

Authority Monitoring Report 2024/25



April 2026

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Executive Summary

This Authority Monitoring Report (AMR) published by Portsmouth City Council covers the monitoring period of 1 April 2024 to 31 March 2025. Whilst this AMR was published in April 2026, it was largely prepared up to December 2025 and so includes pragmatic updates where relevant up to December 2025.

The AMR monitors the progress of plan preparation against the timetable set out in the Council's Local Development Scheme, including a description of any co-operation which has taken place with other local planning authorities, county councils, or bodies or persons prescribed under section 33A of the Planning and Compulsory Purchase Act 2004 (the Duty to Co-operate - which was still in place during the monitoring period to which this AMR relates). The AMR also measures the effectiveness of proposals and policies set out within the adopted development plan. This includes reporting on the implementation of the Community Infrastructure Levy Regulations 2010.

During the monitoring period considerable progress was made on the new Local Plan including preparation for consultation on the Portsmouth Pre-Submission Local Plan Addendum 2025 which ran between November 2025 and January 2026.

Measuring the effectiveness of PCS10: Housing Delivery from the Portsmouth Plan 2012, this AMR reports the Council's five year housing land supply as being 2.40 years at 31st March 2025.

1. Introduction

1.1 Context

- 1.1.1 This AMR published by Portsmouth City Council (PCC) covers the monitoring period of 1 April 2024 to 31 March 2025. Whilst this report was published in April 2025, it was largely produced up to December 2025, and so it includes pragmatic updates where relevant up to December 2025. Local Planning Authorities (LPAs) are required to produce Authority Monitoring Reports (AMRs) as set out in Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.1.2 The AMR monitors the progress of plan preparation against the timetable set out in the Council's Local Development Scheme (LDS), including a description of any co-operation which has taken place with any other local planning authorities, county councils, or bodies or persons prescribed under section 33A of the Planning and Compulsory Purchase Act 2004 (the Duty to Co-operate - which was still in place during the monitoring period to which this AMR relates). The AMR also measures the effectiveness of proposals and policies set out within the adopted development plan, making it clear where PCC is not implementing any policies for any reason. This includes reporting on the implementation of the Community Infrastructure Levy Regulations (CIL) 2010.

1.2 Structure of the Document

- 1.2.1 This document starts by introducing the context within which this AMR has been prepared in section 1. Section 2 looks at progress which has been made against the Council's timetable for plan preparation set out in the LDS. Section 3 reports on activities relating to the Duty to Co-operate. The remainder of the AMR monitors the effectiveness of documents from the development plan. This includes monitoring the implementation of the CIL Regulations (2010) which is reported in section 4.3 of this report against policy PCS16: Infrastructure and Community Benefit.
- 1.2.2 The development plan for Portsmouth (excluding minerals and waste documents) is made up of the Portsmouth Plan Core Strategy (2012), saved policies from the Portsmouth City Local Plan (2006), the Southsea Town Centre Area Action Plan (2007), the Somerstown and North Southsea Area Action Plan (2012) and the Milton Neighbourhood Plan (2022). Section 4 of this report monitors the effectiveness of the Portsmouth Plan Core Strategy (2012). Section 5 of this report monitors the effectiveness of the Somerstown and North Southsea Area Action Plan (2012); and section 6 monitors the effectiveness of the Southsea Town Centre Area Action Plan (2007). There are no specific monitoring indicators in the Portsmouth City Local Plan (2006) or in the Milton Neighbourhood Plan (2022) so there is no monitoring of the effectiveness of those documents reported in this AMR. Monitoring of effectiveness of minerals and waste documents is carried out and published by Hampshire County Council on behalf of the Hampshire Authorities and can be found on their website¹, it is not covered in this AMR.

¹ <https://www.hants.gov.uk/landplanningandenvironment/minerals-waste-planning/hampshire-minerals-waste-plan>

- 1.2.3 Section 7 is a section dedicated to retail and town centre uses which covers some of the indicators from the Portsmouth Plan Core Strategy (2012) as well as the Southsea Town Centre Area Action Plan (2007).

2. Progress against the Local Development Scheme

2.1 Introduction

2.1.1 The existing development plan for the PCC area is comprised of the following adopted documents (listed in date order, most recent first):

- Milton Neighbourhood Plan (2022);
- Hampshire Minerals and Waste Plan (2013);
- Portsmouth Plan Core Strategy (2012);
- Somerstown and North Southsea Area Action Plan (2012);
- Southsea Town Centre Area Action Plan (2007);
- Portsmouth City Local Plan saved policies (2006).

2.1.2 The adopted development plan is supported by a number of adopted supplementary planning documents (SPDs) which provide guidance on how to implement specific policies from the development plan. The following SPDs are currently in force:

- The Seafront Masterplan (2021);
- Housing 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).

2.1.3 This section of the AMR looks at progress of preparing the new Local Plan and any new SPDs against the timetable set out in the Council's Local Development Scheme (LDS)². The latest LDS is dated April 2025, and includes timetables for preparing the Local Plan, and a Parking SPD. It also notes that PCC is the minerals and waste planning authority for the City, and that PCC works with partner authorities (Hampshire County Council, Southampton City Council, New Forest National Park Authority and South Downs National Park Authority) to prepare minerals and waste plans.

2.2 Portsmouth Local Plan

2.2.1 The LDS sets out the timetable for the Portsmouth Local Plan as follows:

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 Pre-Submission Local Plan	✓ Summer 2024
Pre-Submission Reg 19	Consultation on the Pre-Submission Local Plan Addendum	Winter 2025
Submission Reg 22	Submission of Local Plan and its Addendum to Secretary of State for examination	Spring 2026
Examination Reg 24	Examination of the Plan by an appointed Inspector	Spring 2026 - winter 2026/27
	Consultation on Main Modifications	Winter 2026/27
Inspector's report Reg 25	Final Inspector's Report	Spring 2027
Adoption Reg 26	Formal adoption of the Local Plan by the Council	Spring 2027

2.2.2 As noted in the LDS timetable above, the Regulation 18 stage of the Local Plan preparation has been completed. One round of Regulation 19 consultation was carried out in 2024, with a further round of Regulation 19 consultation (consultation on the Pre-Submission Local Plan Addendum 2025) taking place at the end of 2025 until early 2026. PCC is on track to follow the timetable set out in the remainder of the table above with submission in March 2026.

2.3 Parking Supplementary Planning Document

2.3.1 The LDS sets out the timetable for preparing a Parking SPD as follows:

² <https://www.portsmouth.gov.uk/wp-content/uploads/2025/04/Portsmouth-LDS-April-2025.pdf>

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

- 2.3.2 The Parking SPD was to provide standards and recommendations on design for parking provision and sustainable transport initiatives, as well as guidance on assessing and detailing transport impacts of development through vehicle parking surveys, transport assessments and travel plans. Public consultation on the Parking Strategy took place in autumn 2023 and was adopted in March 2024. The Parking Strategy was intended to feed into the preparation of the SPD, however, work on the Parking SPD has been on hold whilst the Local Plan has been progressed. Therefore, no consultation on the Parking SPD has taken place to date. Following publication of the consultation draft of the new National Planning Policy Framework in December 2025 which suggests that parking standards should in future be contained within the development plan rather than Supplementary Plans, the Council has decided to abandon work on the Parking SPD, and instead to include parking standards as part of any new Local Plan prepared under the new planning system. Under the legacy system of plan-making the latest SPDs can be adopted is 30 June 2026.

2.4 Minerals and Waste Plan

- 2.4.1 The Hampshire Minerals and Waste Plan, which forms part of Portsmouth's development plan was adopted in October 2013. As noted in the LDS, PCC is the Minerals & Waste Planning Authority for the City. PCC works with its partner Authorities: 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. This work is led by Hampshire County Council (HCC), who have prepared a Hampshire Minerals and Waste Plan Development Scheme dated March 2025³. The timetable from the Hampshire Minerals and Waste Plan Development Scheme for the Hampshire Minerals and Waste Plan: Partial Update and is set out below:

³ <https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-DevelopmentScheme.pdf>

Regulation 24 (Public Examination)	February 2025	Planning Inspector examines the Plan Consultation on proposed Main Modifications to the Plan
Regulation 25 (Inspector's Report)	Summer 2025	Planning Inspector delivers the report on the Plan
Regulation 26 (Adoption)	Winter 2025/26	All authorities adopt the Plan, as modified by Planning Inspector
Plan Monitoring and evidence gathering	Winter 2025/26 to Winter 2026/27	The Plan policies are monitored, and the evidence base is updated as required.
Review of supporting documents	Winter 2025/26 to Winter 2026/27	Review and update of the supporting documents as required.
Plan Review	Early 2027	Review the Plan to determine its effectiveness and whether there is a need to amend site allocations.

- 2.4.2 The Hampshire Minerals and Waste Plan: Partial Update was submitted for independent examination in July 2024, so the timetable above sets out the stages to be undertaken after that. The hearings for the Regulation 24 (Public Examination) took place in February and September 2025. Consultation on Main Modifications ran from December 2025 until February 2026. After consultation on the Main Modifications has taken place, the Inspector will present their final conclusions in their Inspector's Report. This is due in spring 2026 and it is anticipated that the Plan will be adopted by all the Hampshire Authorities in summer 2026. Further information on the Hampshire Minerals and Waste Plan both adopted and emerging is available on HCC's website⁴.

⁴ <https://www.hants.gov.uk/landplanningandenvironment/minerals-waste-planning/hampshire-minerals-waste-plan>

3. Duty to Cooperate

3.1 Introduction

- 3.1.1 The City Council has sought to meet the Duty to Cooperate throughout the monitoring period. Full details are set out in the Pre-Submission Interim Duty to Cooperate Statement⁵; the final version of this document will be published on Submission of the Local Plan for examination.

3.2 Partnership for South Hampshire (PfSH)

- 3.2.1 The main mechanism through which PCC meets the Duty to Cooperate is as an active member of the Partnership for South Hampshire (PfSH). PfSH is a group of 12 authorities across the South Hampshire sub-region with the aim of coordinating a planning strategy to deliver strategic planning objectives. There is a well-established process of strong collaborative work to plan for the south Hampshire sub-region. Portsmouth City Council is actively involved in PfSH work. This long-standing partnership for sub regional strategic planning is key for helping meet legal requirements under the Duty to Cooperate. The members of PfSH are as follows:

- Eastleigh Borough Council;
- Fareham Borough Council;
- Gosport Borough Council;
- Hampshire County Council;
- Havant Borough Council;
- New Forest District Council;
- New Forest National Park Authority;
- Portsmouth City Council;
- Southampton City Council;
- Test Valley Borough Council;
- Winchester City Council.

- 3.2.2 During the monitoring period, PCC were represented at Joint Committee meetings in May 2024, July 2024, August 2024, September 2024, December 2024 and March 2025. Following the monitoring period, there were further Joint Committee meetings in July 2025 and December 2025 and an informal briefing in November 2025 attended by PCC.

- 3.2.3 The City Council is an active member of PfSH Planning Officers Group (POG) which comprises policy officers from all of the PfSH authorities to discuss, amongst other things, findings of studies commissioned collectively by PfSH. Portsmouth was represented at PfSH POG and sub group meetings during the monitoring period at monthly meetings in July 2024, November 2024, December 2024, and February 2025. Following the monitoring period, there were further PfSH POG meetings in April 2025, May 2025, June 2025, September 2025, and November 2025 attended by PCC.

⁵ <https://www.portsmouth.gov.uk/wp-content/uploads/2025/11/Duty-to-Cooperate-Statement-November-2025.pdf>

- 3.2.4 The City Council is also an active member of the PfSH Natural Environment Group. This is an officer group with a focus upon the delivery of Nutrient Neutrality, Biodiversity Net Gain and other sub regional environmental strategies. During the monitoring period PCC attended meetings of the PfSH Natural Environment Group in September 2024, October 2024, November 2024, January 2025, and February 2025. Following the monitoring period, there were further PfSH Natural Environment Group meetings in May 2025, July 2025, September 2025, and October 2025 attended by PCC.
- 3.2.5 As part of PfSH, PCC has also attended separate meetings to discuss the implementation of Biodiversity Net Gain specifically. These took place in July 2024 during the monitoring period, and October 2025 after the end of the monitoring period.

3.3 South East Hampshire

- 3.3.1 PCC also met the Duty to Cooperate by working with adjoining local authorities in South East Hampshire (SEH). The following local authorities are located in their entirety within SEH:
- Fareham Borough Council (FBC);
 - Gosport Borough Council (GBC);
 - Havant Borough Council (HBC);
 - Portsmouth City Council (PCC).
- 3.3.2 The following local authorities are located partly within SEH:
- East Hampshire District Council;
 - Winchester City Council.
- 3.3.3 This Duty to Cooperate work started in earnest in summer 2025 with PCC, HBC and GBC working together to calculate their total combined unmet housing and employment needs. Once a robust position had been reached, it was discussed at a meeting held on 09 October 2025 with all the local authorities partially or wholly in SEH. A Statement of Common Ground was agreed between the four authorities wholly in SEH and further work is now underway on environmental infrastructure.

3.4 Statutory Bodies and Adjoining Authorities

- 3.4.1 As the City Council progresses its Local Plan to Submission for examination, a number of Statements of Common Ground (SCG) are being prepared with a number of statutory bodies as well as adjoining authorities. These are to address the key cross boundary strategic issues identified in the Pre-Submission Interim Duty to Cooperate Statement:
- The delivery of new homes, including accommodating the City's unmet need;
 - Habitat Regulations Assessment, including nutrients, recreational disturbance, protected sites and biodiversity;
 - Development of a thriving economy;
 - Promotion of sustainable and active cross boundary transport;

- Cross boundary strategic sites and allocations.

3.4.2 Further details on the SCGs and meetings held to discuss these are set out in the Council's Interim Duty to Cooperate Statement.

3.5 Hampshire County Council

3.5.1 The County provide a number of important services to the City Council which are secured through Service Level Agreements. This includes services provided by the Hampshire Biodiversity Information Centre and monitoring of housing and employment completions which the County carries out on the behalf of all the cities, districts and boroughs in Hampshire and a partnership agreement to jointly deliver PCC's statutory responsibilities as the Minerals and Waste Planning Authority for Portsmouth.

3.5.2 The City Council is also a supporting authority working closely with HCC on the delivery of the Local Nature Recovery Strategy (LNRS) for Hampshire and has attended a series of workshops, steering group meetings and LPA meetings to aid the LNRS progress. This work has continued to take place during the monitoring period, with meetings attended by PCC in July 2024, August 2024, November 2024, December 2024, January 2025, February 2025, and March 2025. These continued after the end of the monitoring period in April 2025, May 2025, July 2025, and September 2025, also attended by PCC officers. The LNRS⁶ for Hampshire was published on 08 December 2025.

⁶ <https://www.hants.gov.uk/landplanningandenvironment/nature-recovery-hampshire/hampshire-strategy>

4. Monitoring the effectiveness of the Portsmouth Plan Core Strategy (2012)

4.1 Introduction

- 4.1.1 This section monitors the effectiveness of the adopted Local Plan (the Portsmouth Plan Core Strategy 2012). Each policy from the Portsmouth Plan Core Strategy (2012) is listed, with key indicators used to measure effectiveness of each policy provided first, followed by analysis against these indicators.

4.2 Core Policies

Policy PCS1: Tipner

Key Indicators

- Progress towards delivery of the site (information on funding for the transport interchange, provision of infrastructure and progress of any planning applications);
 - Amount of new housing delivered at Tipner (480-1,250 by 2027);
 - Amount of new employment floorspace delivered at Tipner (25,000 sqm employment).
- 4.2.1 Policy PCS1 allocates land at Tipner East for 480 dwellings together with local retail facilities, open space and improved walking and cycling facilities. The policy states that once additional transport infrastructure is in place, including a new junction on the M275, a larger regeneration scheme across Tipner East and Tipner West could accommodate an additional 770 homes (1,250 in total) and 25,000 sqm of B1 office space.
- 4.2.2 The 'City Deal'⁷ was agreed with Government after the adoption of the Local Plan in 2013 to provide £953 million of investment into the Southampton and Portsmouth areas, creating more than 17,000 jobs. In Portsmouth this saw the transfer of Ministry of Defence (MOD) land (Tipner firing range) to PCC, an area which previously fell outside of the 2012 Local Plan allocation. The Government supported the Deal with a capped grant of £49m to achieve these outcomes. No further funding relating to this allocation has been secured within the monitoring period.
- 4.2.3 The allocation at Tipner has been progressed in two sections: Tipner East and Tipner West. Tipner East has been the subject of a number of planning applications, with one permission having been granted within the monitoring period (22/01292/FUL), and another having expired (22/00024/OUT). No housing or employment development has been completed so far. However, remediation work has been underway for some time at Tipner East and development commenced on the Vivid part of the Tipner East site in October 2025. The planning history of key applications relevant to this part of the allocation is set out below:
- **10/00849/OUT** (permission granted 30/03/2012) - Detailed application for land remediation and raising including thermal desorption. Outline application for up to 518 dwellings, CHP plant, sea wall, coastal path. Main access from Twyford Ave (access, layout and scale to be considered). *Whilst the remediation element of this application*

⁷ <https://www.gov.uk/government/publications/city-deal-southampton-and-portsmouth>

remains relevant, the residential element has been superseded by subsequent applications detailed below.

- **22/01292/FUL** (permission granted 16/05/2024) - Detailed planning application for the redevelopment of the site to provide 835 residential units of 1, 2, 3 and 4 bed units across a number of buildings of between 2 and 11 storeys, to include some ground floor commercial (use class E) and community uses (use class F1 and F2), within blocks E, F, J and K. With vehicular access from Twyford Avenue, pedestrian, cycle and emergency access to and from the Park and Ride. To include landscaping, sea wall, improvements to the ecological barge, new coastal path, cycle land, car parking and services, and other associated works. *There have been various applications made to discharge conditions relating to this permission. There has recently been an application to modify the legal agreement for this permission (application reference 24/01087/PAMOD - granted 23/01/2025) which is to enable the agreement to deal with potential funding from Homes England. The developer for this site is Vivid.*

- **22/00024/OUT** (permission granted 06/07/2022 but lapsed on 06/07/2025) - Outline application, with all matters reserved, for the construction of a multi-storey Transport Hub (up to 28.5m above existing ground level) incorporating a park and ride facility and ancillary uses (up to 840sqm), with access from Junction 1 on the M275.

- **21/01357/FUL** (resolution to grant since 12/07/2023) - Construction of 221 dwellings, new accesses onto Tipner Lane and Twyford Avenue, internal access roads & cycleways, open space, parking and associated infrastructure, including potential linkages to the proposed residential development to the north, existing residential development to the south and to the existing and proposed enhanced Park & Ride facilities to the west. *The developer for this site is Bellway Homes.*

4.2.4 There have been no relevant planning applications so far on Tipner West.

4.2.5 Tipner has been carried forward as two separate proposed allocations in the emerging Portsmouth Local Plan (Tipner West and Tipner East). For further information on these allocations please see the Council's website regarding the Portsmouth Local Plan⁸.

Policy PCS2: Port Solent

Key Indicators

- Progress towards delivery of the site (provision of infrastructure, transport improvements and progress of any planning applications);
- Amount of housing delivered at Port Solent (500 by 2027).

⁸ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/portsmouth-local-plan/>

- 4.2.6 Policy PCS2 allocates land at Port Solent for circa 500 dwellings, a local centre and 3.4 hectares of marina related operations. Port Solent was identified within the 2013 City Deal⁹ as part of a wider site within Portsmouth.
- 4.2.7 No planning applications have been submitted relating to this allocation so far. The allocation of Port Solent has been carried forward into the emerging Portsmouth Local Plan.

Policy PCS3: Horsea Island

Key Indicators

- Progress towards delivery of the site (information on funding for the bridge, provision of infrastructure, transport improvements and progress of any planning applications);
 - Amount of housing delivered at Horsea Island (500 by 2027).
- 4.2.8 Policy PCS3 allocates land at Horsea Island for 500 dwellings in addition to safeguarded land for a Country Park.
- 4.2.9 No planning applications have been submitted relating to this allocation so far, and so there have been no dwellings completed at this site. In June 2024, Atkins produced a report on behalf of PCC to support the ambition to create a public open space on the former landfill at Horsea Island, looking at how to make the former waste site safe for public access (taking into account gas and leachate). The report set out four options for differing levels of access on the site with varying associated costs. Further discussions have since taken place with an insurance company to ascertain the insurability of public access to the site.
- 4.2.10 The allocation of Horsea Island has been carried forward into the emerging Portsmouth Local Plan as strategic open space, but housing is no longer proposed at this location.

Policy PCS4: Portsmouth City Centre

Key Indicators

- Progress on public realm improvement projects;
- Progress towards delivery of key sites identified in SPDs;
- Funding for the road.

The following indicators are covered in section 7 of this report (retail and town centre uses):

- Amount of new shopping (A1) floorspace provided in the Commercial Road shopping area;
- Amount of new employment floorspace provided in the city centre;
- Percentage of A1, A3-5 and vacant frontage in the Commercial Road shopping area;
- Visitor footfall to the city centre;
- Amount of hotel (C1) development in the city centre;
- Amount of food and drink (A3, A4 and A5) development in the city centre;

- Quantitative and qualitative assessment of development in each locality;
 - Retail ranking of the city centre.
- 4.2.11 The adopted Local Plan identifies the City Centre area as having potential for 1,600 homes, 50,000 sqm of retail floorspace, at least 10,000 sqm of office space and food and drink provision. Due to changes in market conditions the City Council has revised the proposed approach to the City Centre since the 2012 Local Plan was adopted, with the revised strategy focused on the delivery of a significant amount of new development including residential development at City Centre North.
- 4.2.12 The City Centre North proposals involve the development of 1,600-2,300 new residential units, 10,000sqm Gross Internal Area (GIA) of commercial and leisure units, associated services, open space, access and highway improvements.
- 4.2.13 Revised proposals for Portsmouth City Centre are reflected in the emerging Local Plan allocation which now covers a slightly smaller area than policy PCS4 from the Portsmouth Plan Core Strategy (2012). The emerging allocation now excludes the areas marked 6, 7, 8, and 9 and part of the area marked 5 on Map 8 from the Portsmouth Plan Core Strategy (2012). The areas now omitted from the emerging allocation include part of the University Quarter, Portsea, the Historic Dockyard, The Hard and Gunwharf Quays. The emerging allocation separates the City Centre into four areas (City Centre North Area, Commercial Road Area, Station Road Regeneration Area and Guildhall Quarter Area). The planning history relevant for the adopted and emerging allocation for each of these areas is set out below.
- 4.2.14 There have been no relevant applications in the City Centre North Area during the monitoring period. In the Commercial Road Area, there has been limited planning activity relating to this allocation, and a permission at 12-28 Arundel Street has lapsed during the monitoring period (20/01464/FUL). At the Station Road Regeneration Area planning permission was granted for a new office on half of the former Matalan Outlet and Car Park shortly after the end of the monitoring period (24/00837/FUL). An application is pending for flats and other mixed uses at the former Debenhams unit on Commercial Road (24/00650/OUT), and at the Portsmouth Mail Centre there is a pending application for flats and employment uses (24/01246/FUL). There have been no planning applications relevant to the allocation in the Guildhall Quarter Area during the monitoring period.

City Centre North Area

- **22/00958/CS3** (consent issued 09/09/2022) - Construction of new section of carriageway to create a two-way bus lane along Unicorn Road into Cascades Approach, with new cycle lane provision, lighting and drainage, and realignment of Cascades car park entrance. Associated highway improvement works, along Unicorn Road, Marketway and Charlotte Street, including the reconfiguration of the existing highway and amendments to Unicorn Road junction from the Portsmouth Naval Base, removal and provision of new crossing points and cycle lane provision. Tree removal, landscaping and associated engineering and temporary construction works including a temporary site office. *Conditions for this permission have been discharged, and the scheme has now been completed.*

- **22/01243/CS3** (resolution to grant since 25/10/2023 subject to S106) - Outline application for demolition of existing buildings and construction of a phased development of up to 2,300 residential units (Use Class C3), up to 10,000 sqm non-residential uses (Use Classes E, F1 and F2), and associated servicing facilities, parking, plant space, open space (including a public park), landscaping, access and highways works. Phase 1 to comprise residential units and non-residential uses with full details of access, layout, scale and appearance provided, with landscaping reserved. Subsequent phases to comprise residential units and non-residential uses with details of strategic means of access provided with all other matters reserved.

Commercial Road Area

- **19/01919/CS3** (consent issued 18/09/2020 but lapsed on 18/09/2021) Arundel Street, Shopmobility - Construction of 22-storey building (c.72m) comprising 76 dwellings (Class C3) and ground floor commercial unit (Class A3) with associated storage facilities and public realm works; alterations/relocation of windows to 54D and 54E Arundel Street. *This consent has now lapsed.*
- **24/00001/PACOU** (granted 26/02/2024) 30 Arundel Street - Prior approval (Class MA) for the change of use of part ground and entire first floor to 5no. flats comprising 3no. one bedroom and 2no. two bedroom units.
- **24/01355/FUL** (permission granted 18/03/2025) 8-10 Edinburgh Road - Change of use from existing offices, retail and leisure (Class E) to Café and Hot Food Takeaway (Sui Generis) with installation of extraction flue to rear elevation.
- **20/01464/FUL** (permission granted 16/03/2022 but lapsed 06/03/2025) 12-28 Arundel Street - Construction of part 7/part 21/part 28-storey building (c.87 metres) to form a purpose built student halls of residence (Class C1) including ground floor commercial units(s) (Class E); associated facilities and public realm works following demolition of existing buildings.

Station Road Regeneration Area

- **24/00837/FUL** (planning permission granted 25/07/2025) Former Matalan Outlet and Car Park (covering approximately 50% of the site - western half) - Construction of 4-storey office building (Use Class E) to include new vehicular access from Station Street, public realm area, enclosed off-street car parking and landscaping.
- **24/00650/OUT** (pending) Former Debenhams, Commercial Road - Outline application for redevelopment of the site to include demolition of existing former retail store (Class E) and the construction of 4 replacement buildings, 5, 16, 24 and up to 36 storeys in height accommodating ground floor retail units (Class E(a) - 1,058sqm), commercial office space and gym (Class E(g)(i) - 3,600sqm) and community space (Class F2 - 300 sqm) and 569 apartments (267 x 1-bedroom; 269 x 2-bedroom; and 33 x 3-bedroom) with access, layout and scale only to be considered at this stage (appearance and landscaping to be reserved matters).
- **20/00407/OUT** (consent issued 28/02/2024) Portsmouth Mail Centre - Outline application with all matters reserved except access and scale for the construction of a building up to 19-storeys/62m for circa 176 no. dwellings (Class C3); parking and

servicing with access from Lower Church Path; podium level open space and associated works following demolition and removal of existing buildings and structures.

- **20/00152/FUL** (consent issued 18/10/2024) Portsmouth Mail Centre - Change of use of part of the building to form hotel (Class C1); External alterations to include: construction of two additional storeys, replacement of all facades, formation of roof terraces and demolition of eastern part of the building (amended description and drawings). *There has also been an application to discharge conditions 8 and 9 of this consent (24/01404/DOC) which is pending.*
- **24/01246/FUL** (pending) Portsmouth Mail Centre - Construction of 6-storey building comprising 1 and 2-bed residential units (Class C3), commercial space on the ground floor (Use Class E) to include access, landscaping, servicing and other associated works, following demolition of existing structures on site. *This application covers the whole site, and the application form specifies that the application is for 102 dwellings, and 1027.6 sqm net additional floorspace use class E (c) (iii), though these are not specified within the description of development.*

Guildhall Quarter Area

- **17/01807/FUL** (resolution to grant subject to S106 since 20/06/2018) - Land adjacent Catherine House - Mixed use development comprising the construction of: 16-storey building to provide 147 dwellings and associated facilities (Class C3); 19-storey building to provide 222-bed hotel (Class C1), offices (Class B1a), events space (Class B1a/Class D2), 'sky bar' (Class A3/A4), restaurant/bar (Class A3/A4), and ground floor café/restaurants (Class A3) totalling 16,344sqm (GEA) of non-residential floorspace; basement parking and plant areas with access from Stanhope Road; associated facilities and landscaping works to Commercial Road, Stanhope Road and entrances to Victoria Park.

4.2.15 In May 2022, Portsmouth City Council received £2.4m funding from the National Lottery Heritage Fund to contribute towards the Victoria Park renewal project; associated works commenced in January 2023 and is anticipated to be completed by early 2026. In March 2023 a new community hub was officially opened. Other key features of the project include restoration of the fountain, new play area and improvements to the aviary. Victoria Park is proposed to be designated as a Local Green Space in the emerging Local Plan.

4.2.16 No funding was received for the new road proposed as part of this allocation during the monitoring period.

Policy PCS5: Lakeside Business Park

Key Indicators

- Progress towards development at Lakeside (assessed against timescales set out in planning application);
- Amount of new employment floorspace delivered at Lakeside business Park (69,000 sqm by 2027).

4.2.17 Policy PCS5 seeks the redevelopment of Lakeside Business Park to provide approximately 69,000 sqm of office space together with improved access. The original planning permission for this site (reference 08/02342/OUT) was granted on 15/10/2010, and a change of use application has been granted during the monitoring period for a small part of the site (24/00551/FUL). There has been no major development at Lakeside during the monitoring period. The planning history relevant to this allocation is provided below:

- **08/02342/OUT** (permission granted 15/10/2010) - Outline application for 69,030 sqm gross external floorspace for Class B1(a) offices and 21,140 sqm of other development (all gross external) to include: shops (Class A1) up to 1,160 sqm, restaurants/cafes (Class A3) up to 680 sqm, 150-bedroom hotel and 40-suite aparthotel (Class C1) up to 65,010 sqm & 3,000 sqm respectively, private hospital (Class C2) up to 7,000 sqm and car dealership (mixed use for car display/sales showroom and servicing/repair workshop) up to 2,800 sqm, with access roads/footways, landscaping and associated plant (the principles of access and layout to be considered). *This permission was amended by 18/00945/NMA (permission granted 17/06/2018) - application for non-material amendment to permission 08/02342/OUT to relocate the private hospital to the south east of the site and offices to the north east of the site.*
- **17/01171/FUL** (permission granted 27/06/2018) - Construction of a two-storey car dealership use comprising showroom, valet facilities, workshop and MOT testing, with provision of car parking, associated infrastructure and landscaping. *This permission was amended by 19/01323/FUL (permission granted 01/08/2022, amended description and plans for outline permission for 17/01171/FUL) - the construction of a two-storey building for car dealership use comprising showroom, valet services, workshop and MOT testing, with provision of car parking, associated infrastructure and landscaping. This permission has only been partially implemented.*
- **24/00551/FUL** (permission granted 26/07/2024) - Change of use from Class E(g)(i) offices to a flexible use as either Class E(g)(i) offices or Class F1(a) Provision of Education.

4.2.18 Lakeside has been carried forward as an allocation within the emerging Portsmouth Local Plan; the allocation is for 50,000 sqm of new employment floorspace.

Policy PCS6: Somerstown and North Southsea

Key Indicators

- Adoption of the Area Action Plan;
- Funding sources identified and secured;
- Amount of housing delivered (539 up to 2027);
- Provision of a new community hub.

4.2.19 Policy PCS6 targets the regeneration of Somerstown and North Southsea in order to create a safer, better quality environment with more housing and necessary facilities. The area is allocated for a minimum of 539 additional dwellings along with the creation of safer routes, new useable space, a new Community Hub and the retention and

consolidation of employment space. This was to be led by the adoption of an Area Action Plan for the area.

4.2.20 The Somerstown and North Southsea Area Action Plan was adopted in 2012. No funding for the delivery of the development was secured during the monitoring period.

4.2.21 None of the 539 dwellings proposed in the policy have so far been delivered, but demolition of existing buildings to make way for the new housing has taken place. The two tower blocks located in Somerstown (Horatia House and Leamington House) were fully demolished at the end of 2022. The community hub was delivered in 2014. Two planning applications for a total of 566 dwellings have secured resolution to grant during the monitoring period, with one of them having been granted permission after the end of the monitoring period (23/01575/FUL). Details of the planning history relevant to this site are provided below:

- **19/01407/DEM** (Prior notification required and granted 08/10/2019) - Application for prior notification for the proposed demolition of Horatia House;
- **19/01418/DEM** (Prior notification required and granted 08/10/2019) - Application for prior notification of the proposed demolition of Leamington House;
- **23/01574/FUL** (resolution to grant since 21/08/2024) - Demolition of the existing Gibson Centre building and construction of three new buildings (A, C and D), ranging in height from 3 to 18 storeys (excluding roof plant & flues) to provide new affordable homes (Use Class C2), new and replacement community space (Use Class F2) and flexible ground floor commercial space (Use Class E), new communal and public open space, new and enhanced children's play space and other landscape, drainage and ecological enhancements, new and replacement car and cycle parking, lighting and all other associated infrastructure works, including closure to vehicular traffic to parts of Melbourne Place and Wiltshire Street, and conversion of two-way roads to one-way at Waltham Street, Meriden Road, Earlsdon Street, Sackville Street, and formation of parking access point off Earlsdon Street. *The application form indicates that a total of 319 dwellings are proposed.*
- **23/01575/FUL** (planning permission granted 02/12/2025) - Redevelopment involving the construction of mixed-use buildings ranging in height from 10 to 32 storeys (excluding roof plant & flues) to provide commercial space (Use Class E) at ground floor level and mixed tenure Build to Rent homes (Use Class C3) above; landscape; drainage and ecological enhancements, car and cycle parking, lighting and all other associated infrastructure works. *The application form indicates that a total of 247 dwellings are proposed.*

4.2.22 Part of this allocation has been taken forward into the emerging Local Plan, known as Somers Orchard, which is proposed for allocation for 566 dwellings, commercial and community floorspace.

Policy PCS7: Fratton Park and the south side of Rodney Road

Key Indicators

- Progress towards the delivery of the site (information on funding for the stadium, provision of employment space, transport improvements and progress of any planning applications).
- 4.2.23 Policy PCS7 in the Portsmouth Plan allocates Fratton Park and the surrounding area for a new and improved football stadium with a capacity of up to 35,000 people with enhanced facilities including the provision of at least 12,000 sqm of B1 and/or B2 employment space.
- 4.2.24 Portsmouth Football Club have obtained ownership of several industrial units to the north of Fratton Park, with the intention to redevelop and repurpose this land. No funding for the stadium was secured during the monitoring period, and there have been no significant new developments for employment or transport improvements, nor any relevant planning applications.
- 4.2.25 Fratton Park and the south side of Rodney Road has been carried forward into the emerging Portsmouth Local Plan as a larger site known as Fratton Park & the Pompey Centre. This retains the proposals for an expanded football stadium and adds proposals for 460 dwellings as well as hotel and conference and event facilities. The expanded area now includes part of the Pompey Centre.

Policy PCS8: District Centres

Key Indicators

The following indicators are reported on in section 7 of this report (retail and town centre uses):

- Total amount of A1 frontage in each town centre;
- Retail ranking of each centre;
- Total amount of A3, A4 and A5 frontage within each centre;
- Total number of vacant frontage in each centre;
- Total floorspace for town centre uses (A1, A2, B1a and D2) across town centres;
- Number of complaints received regarding antisocial behaviour.

Policy PCS9: The Seafront

Key Indicators

- Adoption of the Seafront Masterplan;
 - Number of new developments coming forward in the seafront area;
 - Development at the key opportunity areas - South Parade Pier, Clarence pier, Canoe Lake and Southsea Castle Area;
 - Visitor numbers to the Seafront.
- 4.2.26 PCS9 sets out a high-level framework for the determination of proposals in the Seafront area to ensure new development contributes to revitalisation of the Seafront, tourism and wider regeneration aims.

- 4.2.27 After extensive public consultation from 2018 to 2020, a new Seafront Masterplan SPD was adopted by the Council in March 2021, replacing the 2013 Masterplan. The Masterplan provides additional guidance for development proposals and considers the opportunities that the new coastal defences could provide for the regeneration of the wider seafront area.
- 4.2.28 Construction began on the Southsea Coastal Scheme in September 2020, and completion is due in 2028. For further information on the progress of the Southsea Coastal scheme during the 2024/25 monitoring period, please refer to section 4.3 under PCS12: Flood Risk.
- 4.2.29 There has been no other major development activity in the Seafront policy area during the monitoring period.

4.3 Creating Quality Places to Live

Policy PCS10: Housing Delivery

Key Indicators

- Net additional dwellings (420 per annum);
- Progress towards the overall housing requirement;
- Update of housing trajectory.

Net Additional Dwellings and Progress towards the overall housing requirement

- 4.3.1 As the Portsmouth Plan Core Strategy (2012) is more than five years old, paragraph 78 of the National Planning Policy Framework (NPPF) 2024 states that housing delivery should be measured against local housing need as defined by the standard method. The standard method figure therefore, replaces the housing requirement figure from the Portsmouth Plan Core Strategy (2012). Prior to being superseded by the standard method, the Portsmouth Plan Core Strategy 2012 set the City's housing target for the period from 2009/10 up to 2026/27 and considered that, 7,117 net additional homes could be delivered in the City equal to an average of 419 homes per year over the 17 years.
- 4.3.2 Since the introduction of the standard method and its first use in 2017, the City's housing target has changed several times to reflect changes as the standard method figure has been updated over time. Table 1 below shows how the standard method housing need figure has changed for Portsmouth over time since its introduction.

Table 1: Portsmouth Housing Need as defined by the Standard Method

Date of release	Description	Annual figure
Sept 2017	Initial consultation	835
May 2018	Revised affordability	863
Sept 2018	Revised household projections (2016-based)	595
Oct 2018	Revised NPPF (2014-based projections)	863
May 2019	Revised affordability	867

Date of release	Description	Annual figure
Dec 2020	Revised methodology	855
Apr 2021	Revised household projections and affordability	872
Dec 2022	Revised household projections and affordability	906
Jan 2023	Revised household projections	910
April 2023	Revised affordability	899
Jan 2024	Revised household projections	894
Mar 2024	Revised affordability	897
Dec 2024	Revised approach to standard method based on housing stock data	1,021
Mar 2025	Revised housing stock figure	1,016
May 2025	Revised affordability	1,019

4.3.3 Table 1 shows that the standard method figure for the start of the monitoring period was 897 dwellings per annum (as at 31 March 2024). However, the approach to the standard method changed during the monitoring period from being based on household projections to being based on housing stock data. The figure for the monitoring period using the new approach to the standard method which was introduced in December 2024 was **1,021** dwellings per annum, and so this is the figure which has been used for the purposes of five year housing land supply calculations in this report.

4.3.4 The net completions for the 2024/25 monitoring period are set out in Table 2 below.

Table 2: Net Housing Completions 2024-2025¹⁰

Year	Completions (C3, C4, Sui Generis)	Completions (C2)	Total Net Completions (C3, C4, Sui Generis, and C2)
2024/25	157	-56	101

4.3.5 It can be seen that during the monitoring period there was a net gain of 157 dwellings (Class C3 and HMOs C4/Sui Generis combined) and a loss of 56 C2 dwellings, resulting in a total net gain of 101 dwellings. This is a significant decrease from the previous monitoring period, which saw a net gain of 243 dwellings/HMOs, this is mostly due to there being no large scale developments completed in 2024/25. A ratio of 1:1.9 has been applied to the HMO completions to provide a C3 dwelling equivalent figure¹¹ (this applies to completions of either C3, C4 or Sui Generis). A ratio of 1:2.4 has been applied to student accommodation, and a ratio of 1.9 to other C2 completions (non-student). The

¹⁰ The completions for previous monitoring periods can be found in the 2024 AMR: <https://www.portsmouth.gov.uk/wp-content/uploads/2025/04/AMR-2023-2024-accessible-aa.pdf>

¹¹ Note: From 2024/25 onwards, HMO figures (C4/Sui Generis) will be presented in the AMR as a C3 dwelling equivalent figure on a 1: 1.9 bedspaces ratio. The figures provided in previous AMRs were presented on a 1:1 basis.

loss of 50 C2 units is largely due to a change of use from halls of residence to educational use (resulting from application reference 22/01426/FUL).

- 4.3.6 Based on the latest outstanding permissions data, it is anticipated that a number of large scale developments will be completed in 2025/26. Therefore, it is likely that there will be a significant increase in the number of net housing completions recorded in the next AMR.

Five year Housing Land Supply

- 4.3.7 The NPPF states that LPAs should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. As the Portsmouth Plan Core Strategy (2012) is more than five years old, PCC measures its housing delivery against local housing need as defined by the standard method (as noted in paragraph 4.3.3, the figure used for these purposes is 1,021 dwellings per annum).
- 4.3.8 The NPPF requires that the supply of specific deliverable sites should include a buffer of 5% to ensure choice and competition in the market for land, or 20% where there has been significant under delivery (as measured against the Housing Delivery Test, this applies to LPAs where delivery was below 85% of the housing requirement). As PCC has fallen below 85% on the Housing Delivery Test for several years, a 20% buffer is required to be applied in Portsmouth.
- 4.3.9 The figures outlined in Table 3 present the five-year housing land supply as of 31st March 2025.

Table 3: Five Year Housing Supply in Portsmouth 2025/2026 - 2029/30

Housing Supply Source for 2025/26-2029/30 (as at 31 March 2025)		Number of Dwellings
Anticipated delivery from strategic sites and site allocations in adopted and emerging Local Plan		1,704
Sites with permission		833
- Less non-implementation discount (15%)		(-125)
Other identified deliverable housing sites (excluding strategic sites and site allocations)		160
- Less non-implementation discount (15%)		(-24)
Windfall allowance (with capacity for <5 dwellings)		395
Total estimated supply for 2025/26 - 2029/30		2,943
Standard Method Requirement (as of April 2023)	1,021 x 5	5,105
- Plus 20% buffer due to under delivery against the Housing Delivery Test	20% of 5,105	1,021
Total requirement including buffer	5,105 + 1,021	6,126
Annualised requirement (dwellings per annum)	6,126 / 5	1,225¹²
Surplus / shortfall against identified need for this period	2,943 - 6,126	-3,183
Housing land supply for 2025/26 - 2029/30	2,943 / 1,225	2.40 years

4.3.10 As Table 4 shows, the Council does not currently have a five-year supply of housing land. The five-year housing land supply for the City stands at **2.40** years as of 31 March 2025.

4.3.11 To give a robust position of housing supply, a 'non-implementation discount' (15%), which takes into account the historic difference between the number of homes permitted and the number of homes that were actually built, has been applied to C3 and C2 permissions, and to 'Other identified deliverable housing sites' (which are sites identified as deliverable or developable in the most recent HELAA). This follows the same approach taken in the emerging Portsmouth Pre-Submission Local Plan Addendum 2025 to identify housing supply.

4.3.12 The Council has continued to include Houses of Multiple Occupation (HMOs) in its housing delivery and supply figures to reflect the increasing demand of HMOs within the City and the increasing role they play in meeting housing need. This has been done at a ratio of 1.9 beds to 1 dwelling, in accordance with national guidance.

Housing Trajectory

4.3.13 The housing trajectory for Portsmouth is set out in Figure 1. This illustrates that based on the Council's anticipated housing supply, the standard method need will not be met for the majority of the Plan period (2025-2040), including the next five years. The only exception to this is for years 2032/33-2034/35, where the standard method need is

¹² Rounded down from 1,225.2

predicted to be exceeded. This position is likely to change when the new Local Plan is adopted as this will have a housing target lower than the standard method need figure.

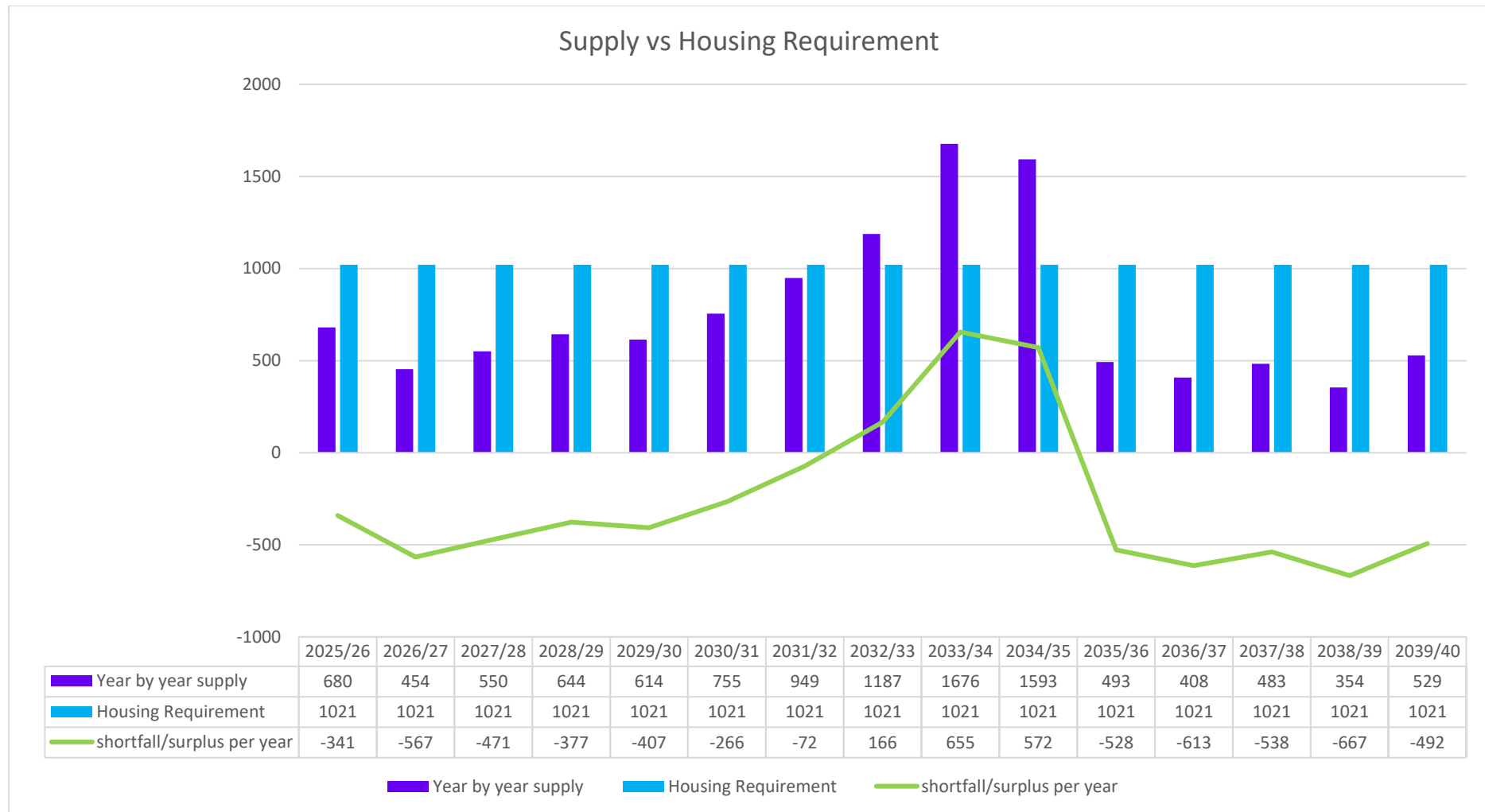


Figure 1: Housing Trajectory 2025 - 2040 as of 31st March 2025

Policy PCS11: Employment Land

Key Indicators

- Total amount of additional employment floorspace by type;
- Employment land available by type;
- Development of the key sites;
- Number of existing employment sites lost.

4.3.14 The overall aim of Policy PCS11 is to ensure that there are enough sites and premises for employment to facilitate growth. This will be achieved in Portsmouth through the regeneration of the strategic sites, all of which provide housing, employment, retail and tourism opportunities, identifying other appropriate sites for office development in the City and protecting existing industrial estates in order to retain employment and create opportunities for redevelopment within these estates.

Additional Employment Floorspace

4.3.15 The Portsmouth Plan Core Strategy (2012), through Policy PCS11, identifies a target delivery of 243,000 sqm of new employment space over the plan period (2010/2011 to 2026/2027). The total gains, losses and net figures for employment land completions within the plan period to date are shown in Table 4.

4.3.16 Policy PCS11 does not specify if the target is a net or gross figure; this AMR considers both. Regarding gross completions, there has been a gain of 189,959 sqm of floorspace or 78.2% of the policy target delivered from 2010/11 to 2024/25. Regarding total net completions, there has been a net loss of 1,076 sqm once the gross losses of 191,035 sqm are taken into account.

**Table 4: Portsmouth employment floorspace planning completions (sqm)
April 2010 to March 2025**

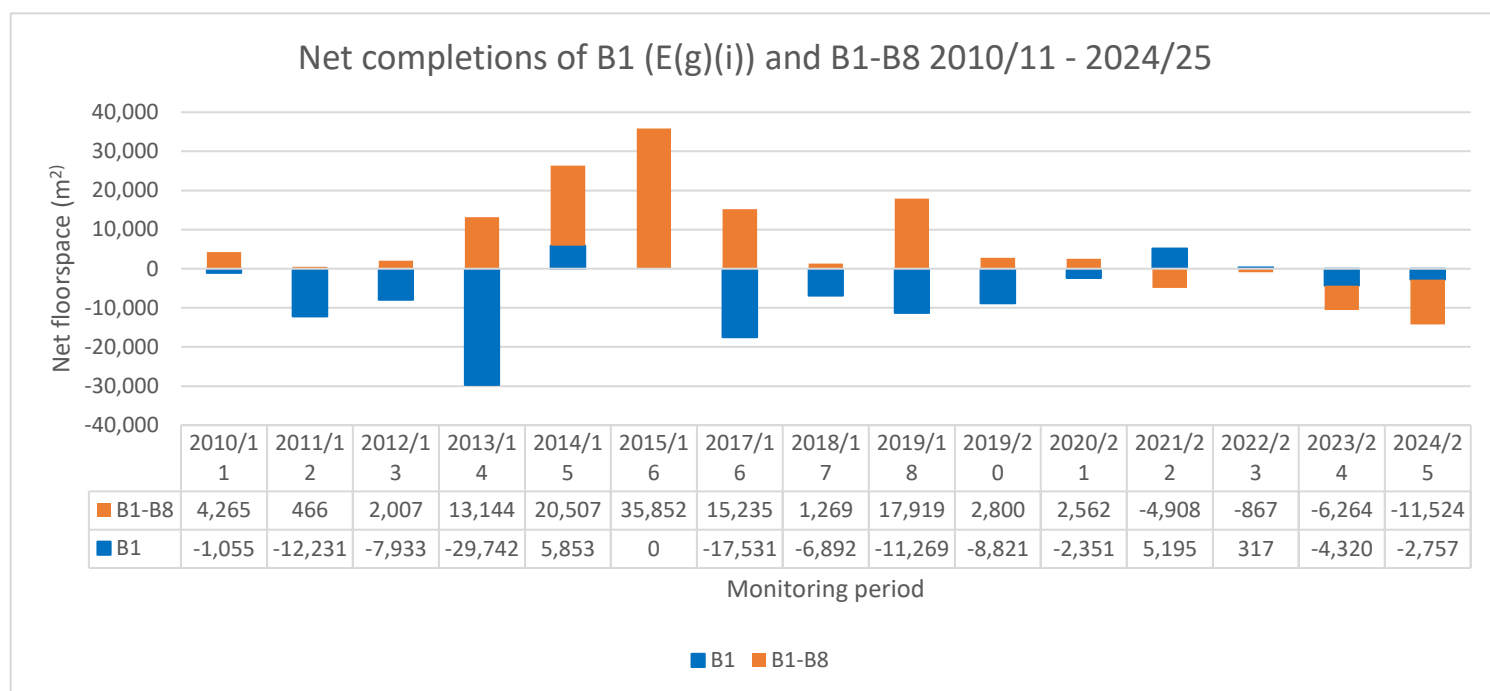
Use Class	E(g)(i)	B1 - B8	Total
Total Gain (sqm)	21,078	168,881	189,959
Total Losses (sqm)	114,615	76,420	191,035
Net Total (sqm)	-93,537	92,461	-1,076

4.3.17 Significant employment floorspace losses have occurred during the Portsmouth Plan Core Strategy (2012) plan period in particular B1 (Office) as shown in Figure 2 below. This is primarily due to redevelopment of former office sites in the City Centre to student accommodation and hotel uses, as well as incremental small scale losses of mixed office and industrial uses to other uses. The ability to apply for 'prior approval' to convert a building from B1 office use to a residential use as permitted development has also affected the overall delivery of employment land.

4.3.18 Since the COVID-19 pandemic there has been a significant change in working practices as more people work flexibly or from home on a more regular basis. This is leading to a fall in demand for offices and it is expected that losses of office space (B1) will continue. There is also a 'flight to quality' phenomenon whereby tenants and investors are seeking

out high-quality, modern and well-equipped office spaces over older or less desirable alternatives.

Figure 2: Net Completions of B1 and B1-B8 2010/11 - 24/25



- 4.3.19 There was a small gain (1,389 sqm) of research & development floorspace (Classes B1 - B8) during the monitoring period at 1 Hilltop Road, James Callaghan Drive (planning application reference: 21/01778/FUL) for the construction of a two storey research and development unit with associated landscaping, parking and hardstanding.
- 4.3.20 During the monitoring period there was a significant loss of 10,253 sqm mixed office and industrial floor space (Classes B1 - B8) at Railway Triangle Unit B Walton Road (planning application reference: 23/01378/FUL). This loss was for the redevelopment of the site for Class E/B2/B8 units. There were also smaller losses of mixed industrial (B1-B8) floorspace of 1,569 sqm at Grove Road (planning application reference: 20/00337/FUL) for the redevelopment of the site for 3 B1/B2/B8 units, and of 1,091 sqm at Fitzherbert Road (planning application reference: 23/01094/FUL) for the redevelopment for a B2 unit.
- 4.3.21 Continuing the trend described earlier, there was a small gross loss of a total 2,757 sqm office floorspace (Class B1(a) / E(g)(i)) to residential over the monitoring period across six sites.
- 4.3.22 Overall, Portsmouth continues to undergo a net loss of employment floorspace, particularly offices. This monitoring year, Portsmouth experienced a net loss of 14,281 sqm, a greater figure than the previous monitoring year's net loss.
- 4.3.23 There are six allocations in the Portsmouth Plan Core Strategy (2012) for B1 (now E(g)(i)) and B1-8 uses. There were twelve permitted planning applications for B1 and B1-8 uses that were either under construction/conversion or with planning permission as of the end

of the monitoring period, nine of which had been granted permission in previous monitoring periods. Three applications (22/01121/FUL, 23/01352/FUL, 24/00858/FUL) were permitted during the monitoring period. One permission granted in a previous monitoring period was completed (planning application reference: 21/01778/FUL) during the monitoring period.

- 4.3.24 Table 5 below shows the amount of B1 and B1-B8 floorspace currently allocated and permitted as of 31st March 2025. The permitted figure includes those permissions which have not yet been implemented and those which are under construction.

Table 5: Floorspace (sqm) currently allocated and permitted (including under construction) as of 31st March 2025

Status	Employment floorspace by type	
	B1	B1-B8
Allocated	71,830	57,000
Permitted	4,402	40,998

- 4.3.25 Seeking to protect existing employment land and enabling the delivery of new employment floorspace will be key issues for the new Local Plan.

Policy PCS12: Flood Risk

Key Indicators

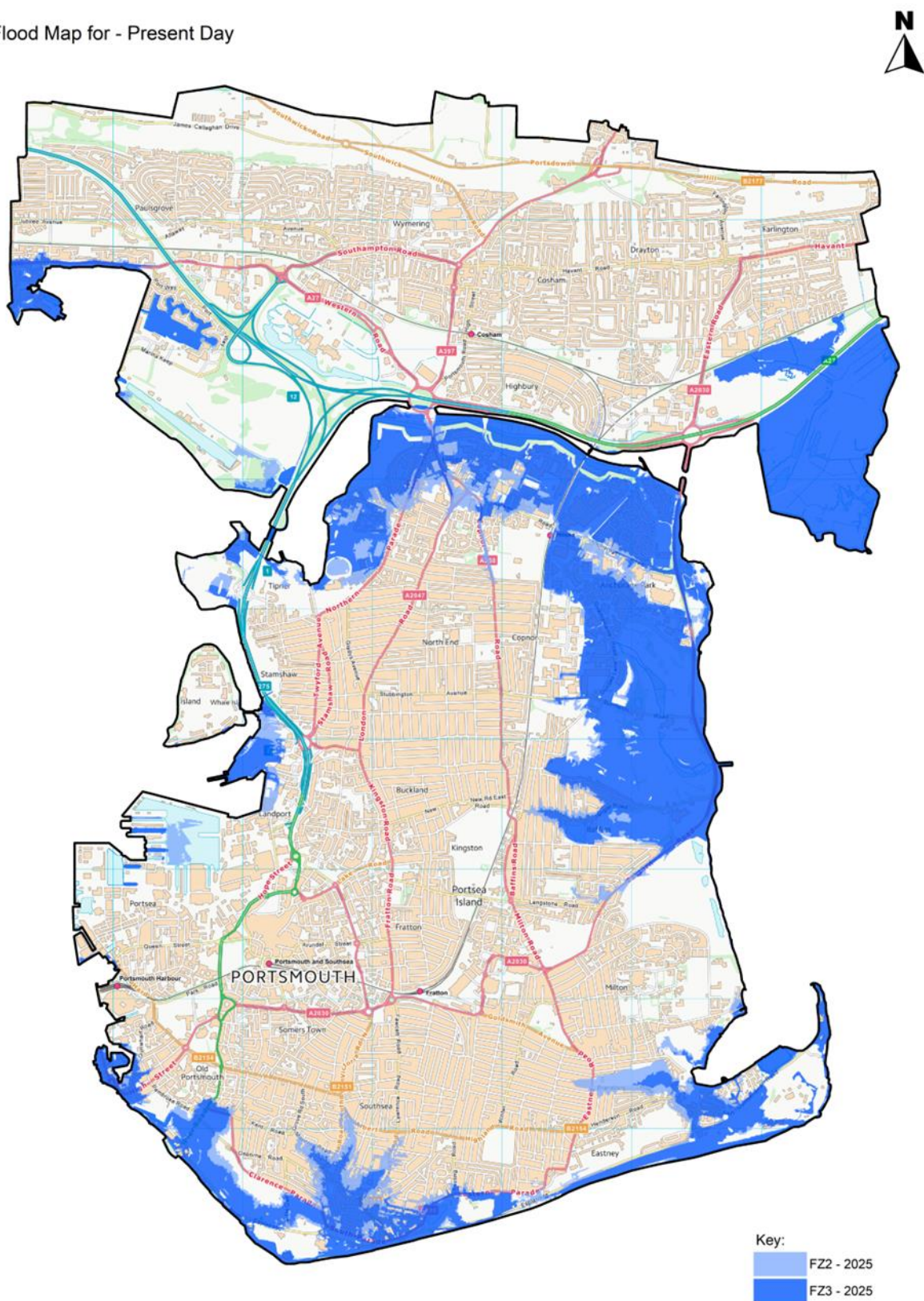
- Number of dwellings at risk from flooding;
- Percentage of the City's coastline protected to a 1 in 200 and 1 in 1,000 flood year event standard;
- New flood risk management measures installed;
- Number of sustainable urban drainage schemes.

Area of Portsmouth at risk of flooding

- 4.3.26 Policy PCS12 sets out the City Council's approach to flood risk. It is concerned with how the City Council proposes to deal with flood risk from the sea, whilst establishing provisions for managing surface water flooding.
- 4.3.27 Figure 3 shows the most current flood map for Portsmouth (March 2025) used in the determination of planning applications. This is based on the latest Environment Agency flood map for planning which was updated in March 2025.

Figure 3: Portsmouth Flood Map Showing Flood Zones 2 and 3 - PCC (2025)

Flood Map for - Present Day



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Flood Defences across the City

- 4.3.28 Portsmouth is one of five councils, along with Chichester, Havant, Fareham and Gosport involved in the Coastal Partners scheme¹³ which leads on coastal issues across 246km of Hampshire's and part of West Sussex's coastline. The partnership was founded in 2012 and works to manage flood risk and erosion through the planning and designing of new coastal defence schemes, whilst enhancing the natural environment.
- 4.3.29 One of the ongoing schemes in place to improve flood defences in Portsmouth is the Southsea Coastal Scheme¹⁴ which is responsible for delivering new flood defences along 4.5 km of seafront, from Old Portsmouth to Eastney. The scheme will reduce the risk of flooding to more than 10,000 homes and 700 non-residential properties. In 2020 the Southsea Coastal Scheme was awarded nearly £100 million worth of funding from Government and additional funding from the Environment Agency which meant Phase one (Frontage 1) of six could commence on the 7 September 2020. The entire scheme is expected to be completed by 2028¹⁵.
- 4.3.30 The Frontage 1 between Long Curtain Moat and Clarence Pier (Phase 1) was completed and opened to the public in February 2023. Following the first phase, works on Frontage 4 at Southsea Castle (Phase 2) commenced in January 2022 and were completed in 2024.
- 4.3.31 Frontage 5 at the Pyramids to Speakers' Corner (Phase 3) began in summer 2023 and the area reopened to the public on 19 December 2024.
- 4.3.32 On 21 October 2024, the Southsea Coastal Scheme started work in the area known as Frontage 3 Southsea Common (Phase 4) which stretches from Blue Reef Aquarium to the Hover travel terminal.
- 4.3.33 Work here is scheduled to last until summer 2026. Marine work was undertaken from early 2024 to autumn 2024, and this will be followed with land work that will last until summer 2026.
- 4.3.34 The North Portsea Island Defence Scheme is another ongoing scheme covering 8.4km of coastline from Tipner through to Milton. It includes five phases taking place from 2015-2024 (as shown in Figure 4). The first Phase (Anchorage Park) and the second phase (Milton Common) were both completed in 2016. The third phase (Tipner Lake) was completed in 2019.
- 4.3.35 Phase 4¹⁶ of this scheme (Eastern Road and Kendall Wharf) is broken down into 4a and 4b. Phase 4a at Kendall's Wharf was completed in 2020 and Phase 4b was completed in 2024.

¹³<https://coastalpartners.org.uk/>

¹⁴<https://southseacoastalscheme.org.uk/>

¹⁵<https://southseacoastalscheme.org.uk/project-overview/when/>

¹⁶<https://coastalpartners.org.uk/project/north-portsea-island-eastern-road>

- 4.3.36 Phase 5 (Ports Creek) commenced in September 2024 and is expected to be completed in 2026. This will see the completion of the entire North Portsea Island Coastal Defence Scheme.

Figure 4: Location of the five phases of the North Portsea Island Coastal Defence Scheme - Coastal Partners (2022)



- 4.3.37 As there is significant ongoing flood defence work taking place within Portsmouth, the amount of coast protected from flooding by sea defences cannot easily be measured. Once complete, the Southsea Coastal Scheme will extend 4.5 km and the North Portsea Island Scheme 8.4 km totalling 12.9 km of new flood defence in Portsmouth.
- 4.3.38 Further flood risk information is available in the Council's SFRA Level 1 (2024)¹⁷ and Level 2 (2025)¹⁸ documents.

Policy PCS13: A Greener Portsmouth

Key Indicators

- Amount of open space in the City;
- Access to open space;
- Open space provision complied with on sites of more than 50 dwellings;
- Area of the City covered by local nature conservation designations;
- Condition of SSSIs;
- Progress towards delivery of the country park.

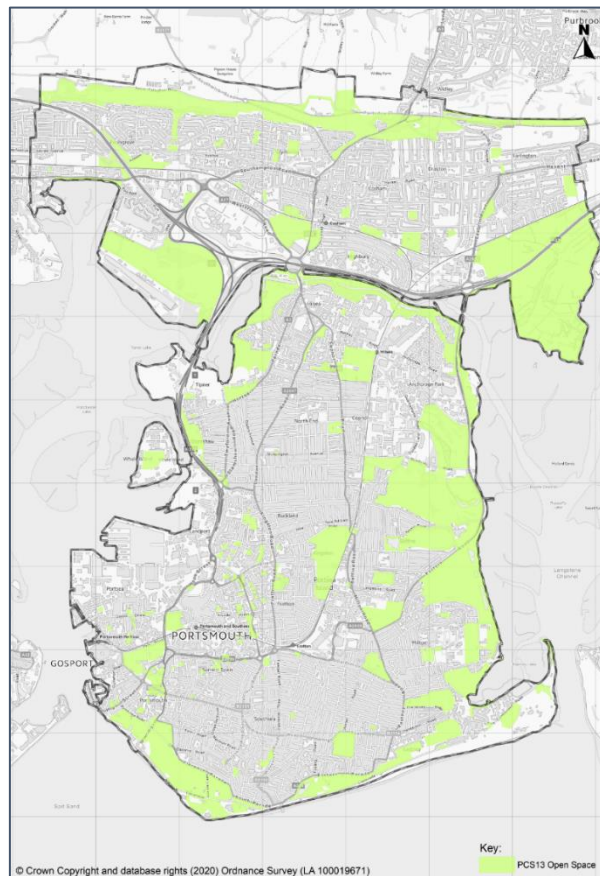
¹⁷ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/strategic-flood-risk-assessment/>

¹⁸ https://www.portsmouth.gov.uk/wp-content/uploads/2025/11/PCC-Level-2-SFRA_Version-5-18-Nov-25.pdf and https://www.portsmouth.gov.uk/wp-content/uploads/2025/11/Level-2-App-A_Figure1_Undef-MaxFloodHazard_UE_1in200_2122.pdf

Amount of Open Space in the City, Access to Open Space, and Open Space on sites of more than 50 dwellings

- 4.3.39 Policy PCS13 seeks to protect, enhance, and develop the green infrastructure network across the City which includes those areas of open space as shown in Figure 5.
- 4.3.40 Policy PCS13 further sets out the expectation that developments of 50 dwellings or more will provide open space (pocket parks) as part of their development at a standard of 1.5ha per 1,000 population. This is expanded on in the Housing Standards SPD¹⁹.

Figure 5: Map of open space provision according to Policy PCS13 - PCC (2021)



- 4.3.41 During the monitoring period, one development progressed which was above the 50 dwelling development threshold and therefore triggers the open space requirement:
- **23/01089/FUL** - St John's College, Grove Road South, Southsea. Full application for the conversion and extension of former college buildings to create 110 apartments and demolition of college buildings and erection of new buildings to create 102 apartments. A total of 57 dwellings had been started on the site in the 2024/25 monitoring period. The scheme will provide 3,651 sqm of open space, including a central open space. This will be limited to residents and their visitors, and not generally accessible to the public.

¹⁹ <https://www.portsmouth.gov.uk/wp-content/uploads/2020/04/Housing-Standards-Supplementary-Planning-Document.pdf>

4.3.42 There are seven outstanding permissions (as of 31 March 2025) which are over the 50-unit threshold. These are:

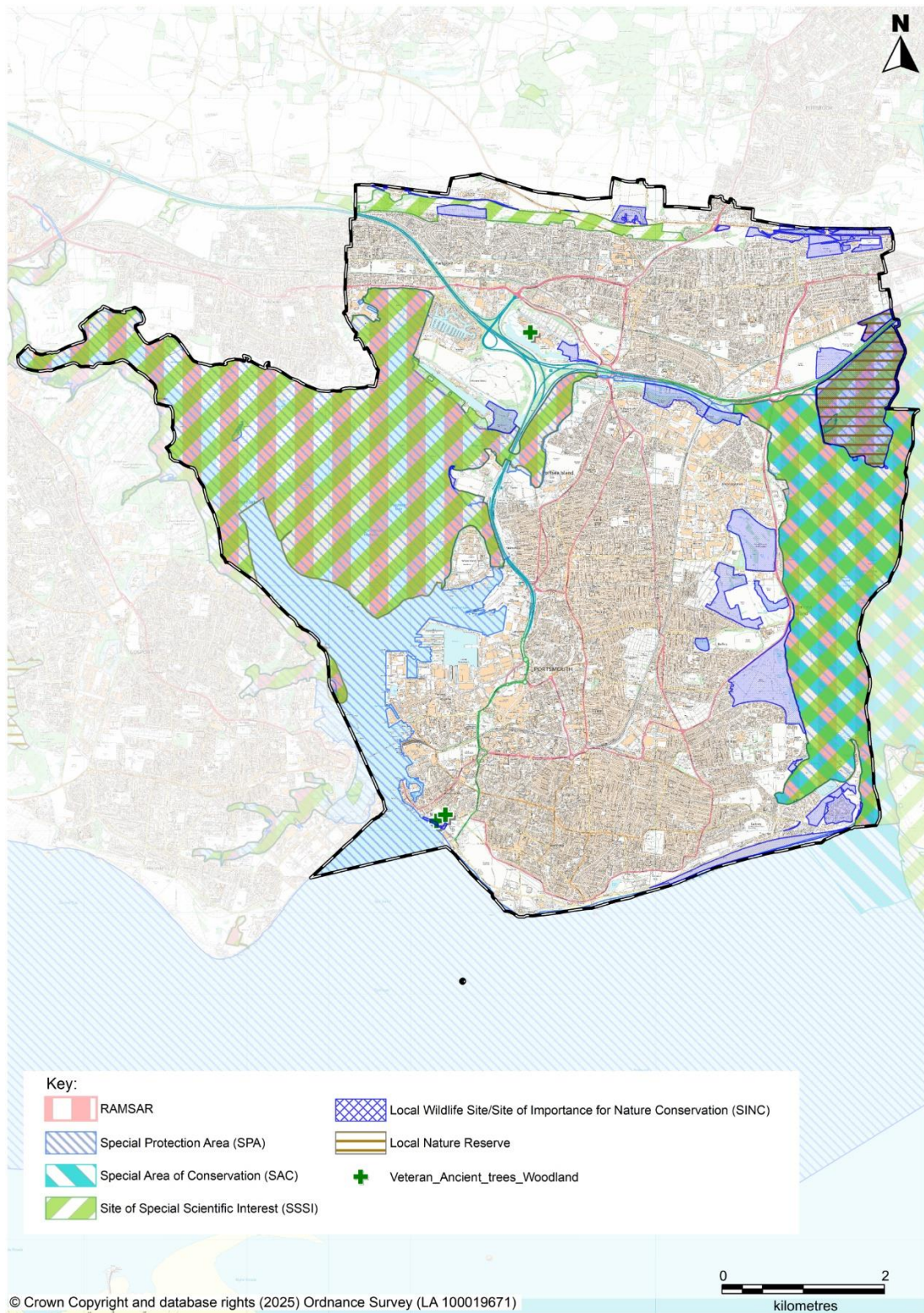
- **22/01292/FUL** - Tipner East, east of the M275, west of Twyford Avenue. Full application for the construction of 835 dwellings (to include some ground floor commercial (use class E) and community uses (use class F1 and F2)), vehicular access from Twyford Avenue, pedestrian, cycle and emergency access to and from the Park and Ride, landscaping, sea wall, improvements to ecological barge, new coastal path, cycle lane, car parking and servicing, as well as other associated works. The scheme will provide 12,714 sqm of public open space (public open space and play space).
- **20/00620/FUL** – Debenhams, 44-46 Palmerston Road. Mixed use redevelopment of Debenhams store to 2,300 sqm of mixed commercial and 134 flats. The scheme is not providing onsite public open space.
- **21/00022/PACOU** – Roebuck House, Roebuck Close. Prior Approval for the change of use from offices to 50 flats. As this was a prior approval, it was not determined against policy PCS13.
- **21/01710/CS3** – Edinburgh House, Sundridge Close. Construction of 50 no. extra care apartments. The scheme is proposed to be laid out with a central open space, the use of which is limited to residents and their visitors and not generally accessible to the public.
- **21/00684/FUL** – 111 Havant Road. Construction of 54 retirement flats. Allowed on appeal with no onsite public open space provision, only limited amenity grass areas for residents.
- **20/00204/FUL** - St James' Hospital, Locksway Road. Redevelopment of former St James' Hospital to provide 209 dwellings. The scheme is reusing the former hospital grounds to create publicly accessible open space. The applicant states that the amount of publicly accessible open space will increase from 3,666 sqm to 9,127 sqm, an increase of 5,461 sqm.
- **20/00407/OUT** - Post Office, Slindon Street. Outline application with all matters reserved except access and scale for the construction of a building up to 19-storeys/62m for circa 176 no. dwellings. The Design and Access Statement for the scheme proposes a small scale open space in the form of a plaza.

4.3.43 New homes that are permitted via prior approval do not meet the requirements of policy PCS13 to provide much needed open space for the City.

Area of the City covered by local nature conservation designations

4.3.44 Portsmouth City Council utilises the Hampshire Biodiversity Information Centre (HBIC) in order to help monitor biodiversity in the City. HBIC is the local environmental records centre for Hampshire; its role is to gather, manage and disseminate information on habitats and species in Hampshire to inform planning and land management decisions. HBIC also surveys the Sites of Importance for Nature Conservation (SINCs) in Hampshire on behalf of local planning authorities. HBIC publish a monitoring report annually on change in Priority Habitats, Priority Species and Designated Areas on their website. Figure 6 shows the extent of nature conservation designations across the City.

Figure 6: Nature Conservation Designations - PCC (2025)



Condition of SSSIs

- 4.3.45 A SSSI may be made on any area of land which is considered to be of special interest by virtue of its fauna, flora, geological or physiographical / geomorphological features. There are three SSSIs within Portsmouth: Portsmouth Harbour, Portsdown Hill and Langstone Harbour.
- 4.3.46 According to HBIC's Annual Biodiversity Monitoring Report 2024/25, 9.43% (169 ha) of SSSI are in 'favourable condition'. Nearly half - 48.62% (869 ha) are in 'unfavourable recovering' condition, and 41.85% are 'unfavourable, no change' (748 ha). 0.1% were found to be 'destroyed'. This is unchanged from the previous monitoring report.

Progress towards delivering Country Park

- 4.3.47 The country park proposed for Horsea Island is yet to be delivered. This proposal has been carried forward into the emerging Local Plan as a strategic open space.

Policy PCS14: A Healthy City

Key Indicators

- Gap in life expectancy between lowest quintile and rest of PCT;
 - Obesity in reception year children;
 - Proportion of households within ten minutes by walking / public transport of health services;
 - Number of new healthcare facilities provided.
- 4.3.48 Note that the figures given below are not directly comparable to those in previous AMR due to changes in dataset methodologies and analytical tools employed over time.

Gap in life Expectancy

- 4.3.49 Life expectancy is 8.5 years shorter for men and 6.0 years shorter for women in the most deprived areas of Portsmouth than in least deprived areas (data pooled from three years, 2021-23).

Obesity in Reception year children

- 4.3.50 In 2023/24, the proportion of obese (including severe obesity) for Year R pupils residing in Portsmouth was 10.7%, similar to Southampton (11.9%) and England (9.6%). In 2023/24, the proportion of obese (including severe obesity) for Year 6 pupils residing in Portsmouth (24.05) is similar to Southampton (26.8%) and statistically higher than England (22.1%)²⁰.

²⁰ Obesity profile, Office for Health Improvement and Disparities (OHID). Public health profiles. 2024. <https://fingertips.phe.org.uk> © Crown copyright 2024. Accessed 8 November 2024 via Portsmouth JSNA

Access to health services

- 4.3.51 82% of Portsmouth's population live within a ten minute walk of a GP surgery; 86% live within a ten minute walk of a pharmacy²¹.
- 4.3.52 97% of Portsmouth's population live within a ten minute public transport journey of a GP surgery; 97% live within a ten minute public transport journey of a pharmacy²².

Healthcare facilities

- 4.3.53 There have been no losses or gains within the last year in terms of healthcare facilities.

Policy PCS15: Sustainable Design and Construction

Key Indicators

- Number of new homes meeting Code for Sustainable Homes and / or BREEAM standards;
 - Number of new non-domestic developments meeting BREEAM standards;
 - 30% reduction in the carbon footprint of the City Council from 2010/2011 by 2016/2017.
- 4.3.54 The Code for Sustainable Homes was scrapped by the Government in 2015, and there is no equivalent replacement. Building regulations have recently been altered to significantly increase the sustainability requirements for new housing. The first indicator is therefore, no longer monitored.
- 4.3.55 During the monitoring period, an updated planning application was approved for a new Leisure Centre and GP surgery at Bransbury Park (24/00259/FUL) granted permission on 11th September 2025. The Leisure Centre has been designed to meet the BREAAM Excellent sustainability standard and to be compliant with the new Part L Building Regulations. Key features include the use of Solar Photovoltaic (PV) Panels, an Air Source Heat Pump (ASHP), LED lighting and improving U-values. The Leisure Centre has been designed to meet the BREAAM Excellent sustainability standard and to be compliant with the new Part L Building Regulations. The modern facility will include a GP surgery at a cost of £1.5m, a 25-metre, 4 lane swimming pool, a learner pool, a gym, fitness studios, and new changing facilities for outdoor activities. This will be complemented by a new five-a-side pitch, a multi-use games area, and a playground for children in the southwest corner of the playing field. The first stage of the build will be the new playground, which will start in autumn 2025, before the construction of the new building begins. The existing playground will remain in place until it is completed. Portsmouth City Council is hopeful that the construction will begin in early 2026.
- 4.3.56 A landmark project for 8,545 solar panels installed on the buildings and car park canopies at Lakeside North Harbour (owned by PCC) was completed in April 2025. It is one of the largest car park solar panel and battery storage installations in the country. This innovative initiative comprises rooftop solar PV arrays on four buildings and newly

²¹ Source: Targomo and ONS mid-2022 population estimates, SHAPE Place, Department of Health and Social Care. <https://app.shapeatlas.net/>

²² Source: Targomo and ONS mid-2022 population estimates, SHAPE Place, Department of Health and Social Care. <https://app.shapeatlas.net/>

constructed solar car park canopies in three car parking areas, equipped with accompanying battery storage. The full network of solar panels is set to generate approximately 4,000MWh per year. This is a huge amount of energy and is sufficient to power over 1,300 average three-bedroom houses for one year. The energy generated will meet around 40% of the entire site's electricity usage and will mean that, on very sunny days and weekends, excess power can be released to the grid. The project is estimated to prevent more than 900 tonnes of carbon dioxide emissions per year. The completion of the solar panels and battery storage installation marks a significant milestone in Lakeside's and PCC's journey towards sustainability and greener energy, in line with the Council's Net Zero ambitions.

Policy PCS16: Infrastructure and Community Benefit

Key Indicators

- Level of CIL collected towards critical infrastructure projects;
- Provision of critical infrastructure as set out in Appendix 2 of the Local Plan;
- Funding identified and secured for infrastructure projects.

Developer Contributions

- 4.3.57 The Community Infrastructure Levy (CIL) was introduced in 2010 and has been charged in Portsmouth since April 2012, based on the gross internal area of buildings, on most new development. As Policy PCS16 states, additional development proposed in the City will apply pressure on existing infrastructure and therefore, new development is required to provide or contribute to the provision of infrastructure.
- 4.3.58 The Council expects that new development should only be permitted where appropriate and timely provision has been made or can be made for the necessary infrastructure to serve the development, and not to put undue pressure on existing infrastructure.
- 4.3.59 CIL is split into two 'pots' of money: Infrastructure CIL and Neighbourhood CIL. The Infrastructure CIL is used to fund the provision, improvement replacement, operation or maintenance of infrastructure to support the development of the area. The Neighbourhood portion can similarly fund infrastructure, but also anything else that is in the Interim Infrastructure Delivery Plan concerned with addressing demands that development places on an area following local community engagement. As there are no parish councils in the City, this proportion is allocated at the ward level, with Ward Councillors working with their communities to decide on neighbourhood infrastructure projects.
- 4.3.60 In order to plan the spending of CIL, an estimate of the projected CIL income is calculated on an annual basis. The estimate for this monitoring period and previous years has been based on the City Council's projection of housing completions in the housing trajectory from the Housing Economic Land Availability Assessment (HELAA). For future monitoring years, the data will be sourced from the housing trajectory as set out within the AMR. This income projection is used to assist in the preparation of the City Council's capital programme and to identify available new resources that can be used to finance new capital expenditure.

4.3.61 The Infrastructure Funding Statement (IFS)²³ for the financial year 1st April 2024 - 31st March 2025 provides information on the monetary (and non-monetary) contributions sought and received from developers for the provision of infrastructure to support development in Portsmouth, and the subsequent use of those contributions by Portsmouth City Council. All information regarding CIL and developer contributions for 2024/2025 can be found within that document. Information on infrastructure needs in Portsmouth and the total cost of this infrastructure is set out within the published

4.3.62 Through Policy PCS16 of the Portsmouth Plan Core Strategy (2012), the Council has committed to working with its partners to bring forward infrastructure projects that are required as a result of its development strategy. Table 6 provides progress updates on Appendix 2 of the Portsmouth Plan Core Strategy. Appendix 2 of the Portsmouth Plan Core Strategy sets out the key infrastructure projects that are needed to support development in the City.

Table 6: Progress on key infrastructure projects within Appendix 2 of the Portsmouth Plan Core Strategy (2012)

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
Community and Cultural infrastructure	Community Hub in Somerstown	PCS5	2011 - 2016	Completed in 2014
Education	Primary School Places	PCS1 & 9	Ongoing - when needed for development	The City Council continues to carefully monitor the need for school places. Additional places will be needed. This data will be captured within the Local Plan and Infrastructure Delivery Plan.
Flood risk management	Surface and Foul Water separation	PCS12	2011-2016	A bid for surface water separation was submitted to OFWAT in 2024 for the period 2025-2030. OFWAT awarded most of the funding, however, work continues to obtain full funding.
	New Pumping station and out-fall along the south-coast of the City	PCS12	2011-2016	Southern Water led, scheme did not get OFWAT funding and did not go ahead.
	Link from western to eastern	PCS2, 3 & 12	2011 - 2016	Led by Southern Water with PCC support. Feasibility study was undertaken in 2010. No progress.

²³ <https://www.portsmouth.gov.uk/wp-content/uploads/2025/12/Infrastructure-funding-statement-24-25-accessible-aa.pdf>

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	interceptor sewer			
	Portsea Island Coastal Defence Strategy	PCS12	2011 - 2016	Portsea Island Coastal Strategy was published in 2011.
	Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy	PCS12	2016 - 2021	Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy was adopted in 2012.
Green infrastructure (GI)	Southsea Common & the Seafront	PCS9 & 13	Seafront strategy action plan splits actions into short term (1yr), medium term (2-5 yrs), long term (6-16yrs)	New Seafront Masterplan was adopted in 2021.
	Paulsgrove Country Park	PCS3 & 13	2011 - 2016	Progress ongoing.
	Pocket parks for Portsmouth	PCS13	ongoing - when needed for development	Pocket parks continue to be provided on development that triggers this requirement.
	New and improved Green Infrastructure in Somerstown	PCS5 & 13	2011 - 2016	No progress made.
	Open Space enhancements at Port Solent	PCS2 & 13	2016 - 2021	No progress made.
Health	Additional GPs	PCS1 & 14	2011 - 2016	No additional GPs provided during the monitoring period.
Transport and Access	Bridge Link Tipner - Port Solent	PCS1, 3 & 17	2016 - 2021	No progress made.
	M275 junction at Tipner (Consider W/P&R)	PCS1	2011 - 2016	No progress made.
	Park and Ride at Tipner (Consider W/M275 Junction)	PCS1	2011 - 2016	Completed.

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	City Centre North Road Improvements	PCS4 & 6	2016 - 2021	22/00958/CS3 (consent issued 09/09/2022) has now been completed - Construction of new section of carriageway to create a two-way bus lane along Unicorn Road into Cascades Approach, with new cycle lane provision, lighting and drainage, and realignment of Cascades car park entrance. Associated highway improvement works, along Unicorn Road, Market Way and Charlotte Street, including the reconfiguration of the existing highway and amendments to Unicorn Road junction from the Portsmouth Naval Base, removal and provision of new crossing points and cycle land provision. Tree removal, landscaping and associated engineering and temporary construction works including a temporary site office. Further improvements are being considered as part of application 22/01243/CS3.
	Highway and access improvements to link Lakeside to Cosham	PCS5	2011 - 2016	No progress made.
	The Hard Interchange	PCS4 & 17	2011 - 2016	Completed.
	Station Square Interchange	PCS7 & 17	2016 - 2021	Being reconsidered as part of the new Portsmouth City Centre masterplanning work.
Utilities	Electricity Sub-station for Tipner & Port Solent	PCS1, 2 & 3	2016 - 2021	No Progress.

Category	Project	Portsmouth Plan policy	Estimated Timescale	Progress towards this project made during monitoring period
	Water Supply Pipeline for Tipner West	PCS1	At same time as Tipner junction	No Progress.
Waste Management	Waste Water at Lakeside	PCS5	2011 - 2016	No Progress.

4.3.63 PCC have published an updated Interim Infrastructure Delivery Plan²⁴ (IDP) alongside the emerging Local Plan that sets out the infrastructure required over the plan period to support development growth in the City.

Policy PCS17: Transport

Key Indicators

- Short term improvements (within 5 years) - junction improvements at Tipner and Port Solent, all elements of the Tipner major scheme bid, pedestrian and cycle schemes between QA Hospital and the City Centre;
- Medium - long term improvements (5 years and beyond) - provision of the Tipner-Horsea bridge, provision of 2 new 'Zip' bus routes, local bus service improvement, new bus only link road between Port Solent and Horsea Island, improvements specifically for Lakeside, improvements for the wider Western Corridor, smarter choices to support the preferred strategy;
- Peak Period Traffic Flow;
- Proportion of trips made by non car modes;
- Non-residential development in high accessibility zones;
- Percentage of new residential development within 10 minutes' walk / public transport of a school and major retail centre;
- Progress towards transport proposals.

Key indicators on short, medium and long term improvements where they are relevant to specific site allocations are covered under the respective strategic sites policies (Tipner PCS1, Port Solent PCS2, Horsea Island PCS3, and Lakeside PCS5).

Percentage of new residential development within ten minutes' walk of a school and major retail centre

4.3.64 In order to calculate the proportion of new development within a ten minutes' walk of a school or major retail centre, the following assumptions have been used: a ten minute walk has been assumed to be 800 metres along a public road or footpath; what counts as a major retail centre is based upon Policy PSC21 (housing density) which states that 'High density housing development will be encouraged in areas with very good public transport links which are close to local facilities and have been identified for intensification.' It then specifically lists the centres of: City Centre, Cosham District Centre, Fratton District Centre, Southsea Town Centre, Albert Road/Elm Grove District

²⁴ <https://www.portsmouth.gov.uk/wp-content/uploads/2025/10/FINAL-IDP-2025-version-November-2025-v1.pdf>

Centre, North End District Centre, Port Solent, Tipner, Somerstown and North Southsea. Schools are assumed to be any primary (infant and junior) and secondary schools that are generally accessible. Nursery schools have not been counted. Data on walking distances to schools and major retail centres is provided below in Table 7.

Table 7 Data on walking distances to schools and major retail centres for the 2024/25 housing completions (C3 and HMO)

No. dwellings within walking distance of a school	No. dwellings within walking distance of a major retail centre	Percentage dwellings within walking distance of a school	Percentage dwellings within walking distance of a major retail centre	Average walking distance of a new dwelling to a school (metres)	Average walking distance of a new dwelling to a major retail centre (metres)
155	106	98.7	67.5	429	797

Non-residential development in high accessibility zones

- 4.3.65 For the purposes of assessing the levels of non-residential development in high accessibility zones, non-residential development is considered as comprising employment uses in the B2, B8 and Eg(i) Use Classes. The high accessibility zones are as set out in paragraph 5.33 of the Portsmouth Plan 2012 (City Centre; Southsea Town Centre; Fratton District Centre; Albert Road District Centre; Elm Grove District Centre; North End District Centre and Cosham District Centre). Overall there was a loss of 1,783 sqm of employment floorspace from the (E(g)(i) use class in high accessibility zones. Data on non-residential development in high accessibility zones is presented below in Table 8.

Table 8: Non-residential development in high accessibility zones

Source	Office (E(g)(i)(sqm)	R&D/ industrial processes (E(g)(ii&iii) (sqm)	Manufacturing / warehousing (B2/B8) (sqm)	Total employment (sqm)
Completions 2024-2025	-2,757	1,389	-12,913	-14,281
Completions 2024-2025 in high accessibility zones.	-1,783	0	0	-1,783

Peak period Traffic flows

- 4.3.66 In 2024 there were a total of 742.3 million vehicle miles travelled on the roads in Portsmouth by all motor vehicles²⁵. Of the vehicle miles travelled a total of 592.7 million were by private cars and taxis. This represents a fall from 2023 when the total distance of vehicle miles (for all vehicles) travelled was 755.8 million miles and the total distance travelled by private cars and taxis was 602.1 million.

Proportion of trips by non-car modes

- 4.3.67 As shown below in Figure 7, in 2024 the main mode of transport for all journeys was the car, making up 51% of all trips. Of the remaining 49% the next largest proportion was walking making up 26% of all journeys. This reflects the compact and walkable nature of the City. Out of 16 comparable sized cities which were assessed through Transport for the South East Regional Travel Survey²⁶ undertaken in November 2024 Portsmouth had the second lowest proportion of car usage and third highest proportion of walking, with only Reading and Brighton doing better. Figure 8 shows the mode share for all journeys (non-car).

²⁵ <https://roadtraffic.dft.gov.uk/local-authorities/E06000044>

²⁶ <https://transportforthesoutheast.org.uk/app/uploads/2025/10/TfSE-2025-Regional-Travel-Survey.pdf>

Figure 7: Mode share for all journeys Portsmouth November 2024 (based on Transport for the South East Regional Travel survey)

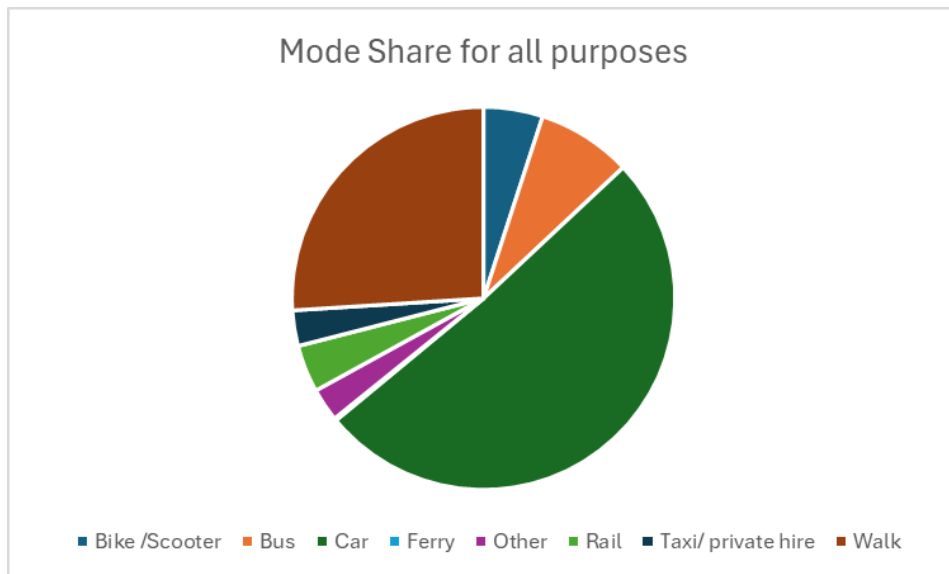
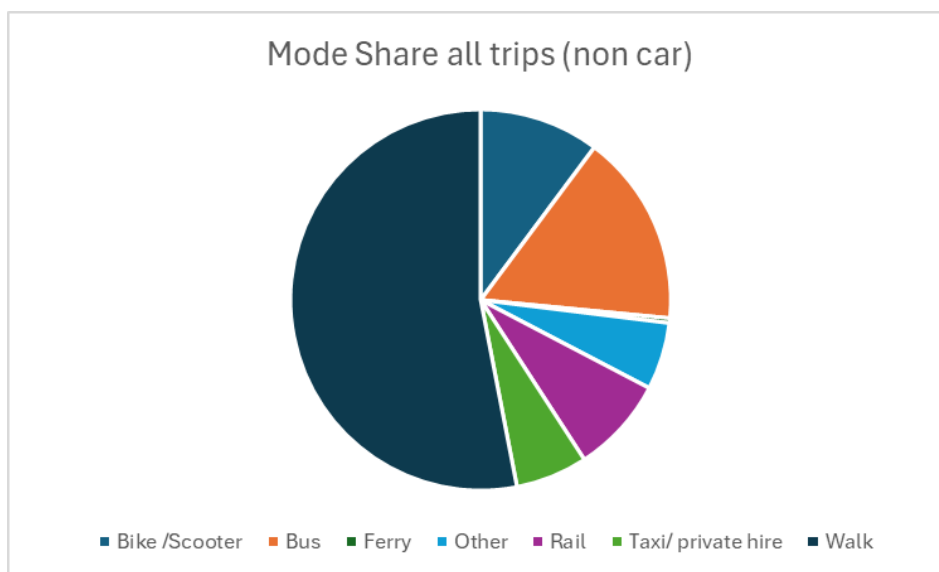


Figure 8: Mode share for all journeys (non-car) Portsmouth November 2024 (based on Transport for the South East Regional Travel survey)



Progress towards transport proposals.

- 4.3.68 From March 2024 to March 2026 the City Council has upgraded the transport infrastructure in the City as set out in Table 9. The Council has been working closely with the bus operators in the City in order to improve the infrastructure for users.

Table 9: Transport Infrastructure Improvements in the City March 2024 to March 2026

Improvement	Number of instances completed
Battery real time information displays on bus stops	179
New bus lane enforcement cameras	6
Closed circuit TV cameras to monitor traffic	40
Kerb build outs to enable buses to leave stops faster	3
Implementation of accessible bus stops, improved pavements and crossings	7
Dedicated civil enforcement officers monitoring bus lanes.	37 hours per week
Implemented dedicated bus lane tow away vehicle	1
Introduced Pompey Link to provide on demand services to residents in Paulsgrove	1
Grants to hard-to-reach groups to use the bus	55
Electric vehicle to patrol bus lanes	1
Implemented a subsidised jobseeker ticket	1
Living roofs on new bus stops	19
Implemented a multi operator ticket across first bus and stagecoach	3
New bus shelters in new location	2
New bus stops (replacing existing)	12
New shelter mounted real time information on existing stops	108
Next stop real time announcements on buses	219
Park and Ride rebrand	1
Push button audio real time information on bus stops	185
QR code at every bus stop to provide link to travel information	579
QR readers on buses to provide link to travel information	105
Red surfacing of bus lanes	9
Refresh all bus stops flags, including new brand	579
Revive existing bus shelters	51
Implementation of smart screens in 'super' bus stops	2
Implementation of 'super' shelters (bigger shelters with richer features)	5
Tap on tap off card readers for payment	110
Implementation of traffic lights which prioritise buses.	12

Introduced a new Under 19 ticket	1
Wi Fi in 'super' bus stops	6

4.3.69 In addition to the improvements as set out in Table 11, throughout 2024/25 Portsmouth City Council ran various campaigns to encourage walking, cycling and public transport use, working towards the objective of delivering cleaner air:

- Clean Air Day with a campaign offering free bus travel for businesses, encouraging sustainable commuting (June 2024).
- Large-scale campaign offering free weekend bus travel, partnering with Portsmouth FC and Look Up Street Art Festival. This has resulted in a 46% increase in bus patronage and potentially removed 119,000 car journeys (September 2024).
- Easy Travel Access Fund campaigns provided free bus tickets and training to those in need, benefiting 20 charities, businesses, and community groups.
- High-visibility, impactful campaign both City-wide and online to highlight the health impacts of air pollution.
- Southsea Food Festival: Promoted sustainable travel choices through a campaign involving out-of-home displays and social media.
- Small Business Saturday campaign encouraged free bus use to support local businesses (December 2024).
- Accessibility Campaigns: Created a "What is it like" video to help young people with disabilities understand bus travel and ran the "It's everyone's journey" social media campaign to improve bus accessibility.
- Christmas Bus Travel: Promoted 24-hour bus services, late-night travel options, and buses running on Christmas Day through a dedicated campaign.
- Repair & Ride: Conducted workshops on bicycle maintenance, attended by 192 participants, to build confidence in cycling and improve physical and mental health.
- Stomp for Stamps: Organized a scavenger hunt encouraging active travel, with over 2,000 miles walked, cycled, or scooted by participants. Over 1,000 booklets were distributed, and 351 prizes were awarded.
- School Streets: Successful trials at St Jude's and Bramble schools led to significant reductions in car traffic and increases in walking and cycling.
- School Walking Challenge: An interschool competition with 873 participants resulted in 41,813 km walked, significant carbon savings, and various prizes for participants.
- Bike Security Marking: Partnered with Hampshire Police to offer free bike marking events, enhancing bike security and encouraging cycling.
- Park and Ride Promotion and Rebrand: Created a strong visual identity and ran digital campaigns throughout the year targeting visitors outside Portsmouth. The campaign highlighted the convenience of Park and Ride, especially during major events, and partnered with event organisers to boost awareness.

Policy PCS18: Local Centres

Key Indicators

- Total amount of A1 frontage in each local centre;
- Total amount of A3, A4 and A5 frontage in each local centre;

- Total amount of vacant shop frontage in each local centre;
- Mix of uses within each local centre.

These indicators are covered in a separate section of this report (section 7 Retail and Town Centre Uses).

4.4 Development Management Policies

Policy PCS19: Housing mix, size, and the provision of affordable homes

Key Indicators

- Number of new 3-bedroom family homes (on average 40% of total dwellings delivered per year);
- Average internal size of new dwellings;
- Gross affordable housing delivered per year;
- Percentage of qualifying applications providing affordable housing.

Housing mix and size

- 4.4.1 Policy PCS19 requires that 40% of new dwellings on average per year should be family housing where appropriate, which is defined as being three-bed or more in size. Whilst the net completions (excluding student and other C2 completions) in 2024/25 were 157 net additional dwellings, the gross figure was 257 dwellings. Of the 257 gross dwellings completed in 2024/25 (excluding student and other C2 completions) a total of 47 (18%) were three-bedrooms or more, a total of 64 (25%) were one or two bedrooms and a total of 146 (57%) were HMOs.

Affordable Housing

- 4.4.2 Policy PCS19 seeks to secure a proportion of affordable housing of between 20% and 30% on residential schemes with a net gain of eight or more homes. Due to the NPPF indicating that affordable housing requirements should only be applied to major developments i.e. ten or more dwellings, Portsmouth City Council now only applies this policy to developments of ten or more dwellings rather than eight or more.
- 4.4.3 Table 10 lists both the gross and net number of affordable homes completed each year alongside the total number of completions. 15 gross new affordable homes were completed during the monitoring year 2024/25, under planning permission 16/02107/OUT. This is a significant decrease from 2023/24, which saw the highest completion rate for affordable homes in the City between 2011/12 and 2023/24.

Table 10: Percentage of both Gross and Net Affordable Housing Completions 2015/16-2024/25²⁷

Year	Total number of affordable homes completed (gross)	Total number of homes completed (gross)	Percentage of affordable homes delivered (gross)	Total number of affordable homes completed (net)	Total number of homes completed (net)	Percentage of affordable homes delivered (net)
2015/16	203	489	42%	154	436	35%
2016/17	127	413	31%	127	393	32%
2017/18	46	458	10%	46	408	11%
2018/19	60	206	29%	60	183	33%
2019/20	70	196	36%	70	168	42%
2020/21	25	296	8%	25	285	9%
2021/22	29	183	16%	29	148	20%
2022/23	19	293	6%	19	-26	-73%
2023/24	149	311	48%	148	243	61%
2024/25	15	259	6%	15	101	15%

4.4.4 Table 11 lists applications that were built out during the monitoring year that met and/or were above the threshold whereby the affordable housing element of Policy PCS19 was applicable. This shows that all affordable housing units completed in the monitoring year 2024/25 fell under one planning permission (16/02107/OUT).

Table 11: Planning applications completed (or part completed) in 2024-2025 that were above the threshold whereby the affordable housing element of Policy PCS19 was applicable.

Application ref	Address	Proposal	Total units	Affordable units	Comments
Development Which Did Provide the Full Level of On-Site Affordable Housing					
16/02107/OUT	Rear Of Former Odeon Cinema 92/96 London Road North End Portsmouth PO2 0LZ	Construction of 15 dwellings, comprising 8 houses in two terraces, 6 dwellings in a part 2/3-storey building and 1 maisonette constructed above undercroft access, from Laburnum Grove, with associated parking and refuse (following part demolition of redundant cinema)	15	15	The scheme is 100% affordable housing and was completed by VIVID Housing.

4.4.5 Table 12 looks at the levels of affordable housing secured each year on eligible sites. It does not relate to actual completions. Four schemes were identified as being above the threshold set under Policy PCS19 provide affordable housing, with one of these being exempt. A significant amount of housing has and will continue to be delivered through permitted development rights (prior approval) in Portsmouth. As a result, there is no requirement to provide affordable housing on these sites. Only one scheme had an agreement in place to secure policy compliant affordable housing provision (19/01910/CS3). Another scheme secured a financial contribution in lieu of on site

²⁷ See footnote 23 of the 2023/24 AMR for detail on how historic figures have been revised.

housing provision, with the remaining scheme not providing affordable housing in relation to policy PCS19 but is likely to provide affordable housing in any case.

Table 12: Affordable housing secured as part of market developments 2011-2025

Year	Total number of schemes above the threshold to provide affordable housing	Total number of schemes exempt from affordable housing requirements	Schemes with an agreement to provide affordable housing in full accordance with policy	Schemes which did not have an agreement to provide in full accordance with policy	Percentage of eligible schemes complying	Total units secured
2011/12	18	6	5	7	42%	120
2012/13	6	1	4	1	80%	226
2013/14	14	7	3	4	30%	77
2014/15	15	9	2	4	33%	57
2015/16	15	11	2	2	50%	30
2016/17	16	11	2	3	40%	23
2017/18	16	10	4	2	66.7%	14
2018/19	5	3	1	1	50%	9
2019/20	5	1	1	3	25%	23
2020/21	2	1	1	1	50%	23
2021/22	3	1	1	1	33%	29
2022/23	5	1	3	1	75%	29
2023/24	2	0	0	2	0%	0
2024/25	4	1	1	2	33%	17

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

Key Indicators

- Change in number of homeless (particularly the 25 - 34-year-old age group who will be affected by changes to the Local Housing Allowance which will mean they can no longer afford to rent whole properties and will increasingly turn to HMOs);
- Changes in the concentration of HMOs across the City;
- Number of planning applications received for HMOs and whether approved or refused;
- Any appeal decisions relating to HMOs.

- 4.4.6 Policy PCS20 (HMOs: ensuring mixed and balanced communities) was introduced as part of the Portsmouth Plan Core Strategy (2012) to address situations where existing communities become unbalanced by the narrowing of household types towards domination by a particular type, such as shared housing (HMOs). The implementation of a City-wide Article 4 Direction means that planning permission is required in Portsmouth for changes of use from Class C3 dwelling houses to Class C4 HMOs for 3-6 unrelated people.
- 4.4.7 To enable Development Management Officers to determine such applications effectively and fairly, the Council has produced a Supplementary Planning Document²⁸, which provides further guidance for applicants on the approach that will be taken. The Council also keeps a database of existing HMOs to help determine how many are already in each area. The emerging Local Plan contains a policy on HMOs (policy PLP20) which will carry forward the SPD into policy once adopted.

Delivery of HMOs

- 4.4.8 69 HMO-related planning applications were received during the monitoring period (five were withdrawn and 11 have not yet been validated). Of those HMO applications determined, 12 were refused and 41 were approved.
- 4.4.9 During the monitoring period six applications were determined at appeal; four were allowed, one was withdrawn and one was dismissed, the details of which can be seen in Table 13.

Table 13: HMO Planning Appeals determined 1 April 2024 - 31 March 2025

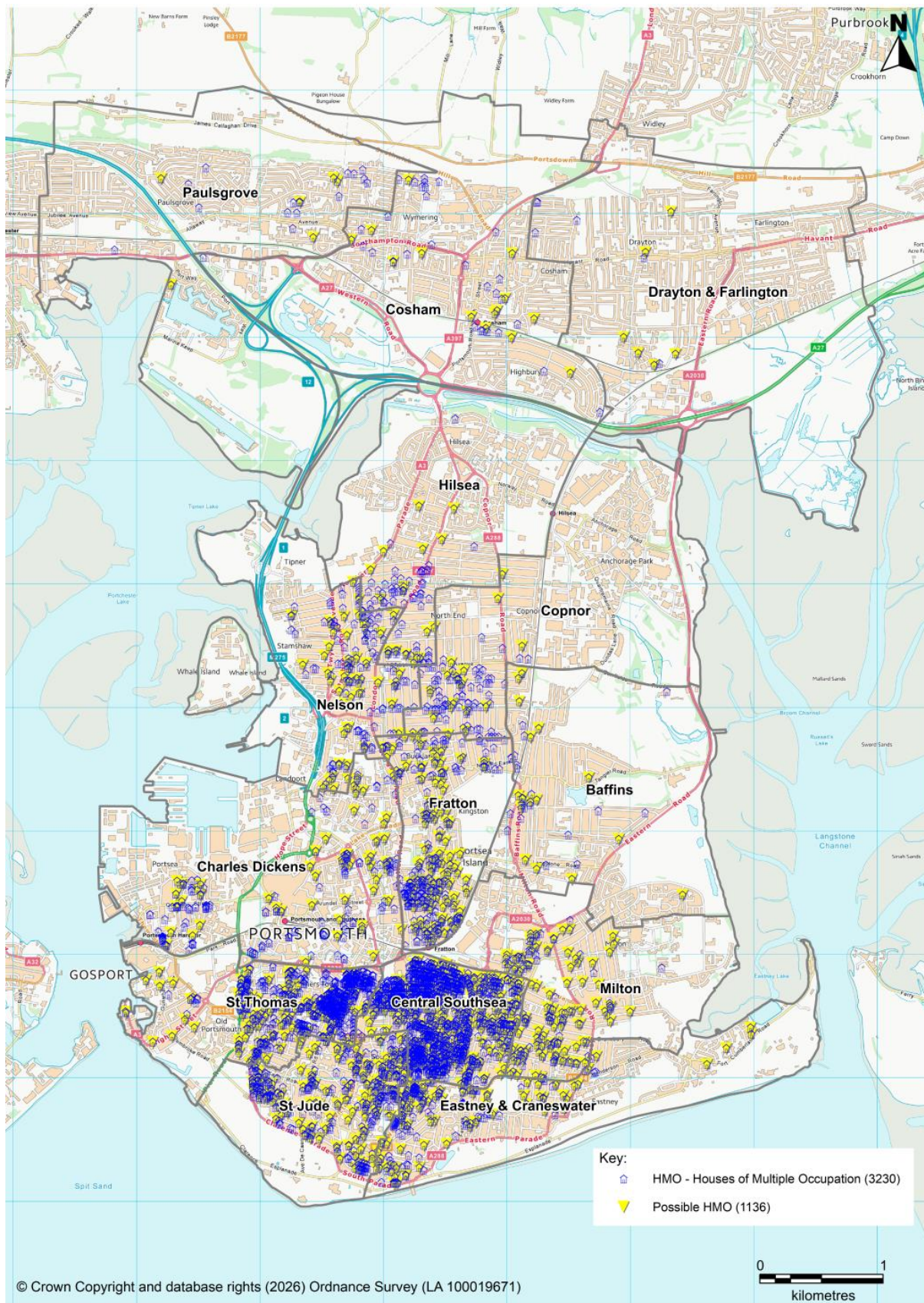
Application No	Address	Description of development	Decision	Date	Appeal Decision	Date
23/00498/FUL	16 North End Avenue Portsmouth PO2 9EB Nelson	Change of use from dwellinghouse (Class C3) to a 7-bed/7-person House in Multiple Occupation, with changes to rear fenestration.	Refusal		Allowed	Apr-24
22/01607/FUL	41 Margate Road Southsea PO5 1EY St Thomas	Change of use from house in multiple occupation (Class C4) to a 7 bedroom house in multiple occupation (Sui Generis)	Refusal	-	Allowed	May-24
23/00676/FUL	61 St Chads Avenue Portsmouth PO2 0SD Copnor	Change of use from dwellinghouse (Class C3) to 7 person/7 bedroom House in Multiple Occupation	Refusal	-	Allowed	July-24
24/00402/FUL	26 Fearon Road Portsmouth PO2 0NJ Hilsea	Change of use from dwellinghouse (Class C3) to 7 bed/7 person House in Multiple Occupation (sui Generis)	Refusal	-	Withdrawn	Sept-24
23/00905/FUL	73 Margate Road Southsea PO5 1EY St Thomas	Change of use from 6-bed/6-person House in Multiple Occupation to 7-bed/7-person House in Multiple Occupation	Refusal	-	Dismissed	Nov-24

²⁸ <https://www.portsmouth.gov.uk/services/development-and-planning/planning-applications/planning-houses-in-multiple-occupation/>

24/00269/FUL	27 Balfour Road Portsmouth PO2 0DH Nelson	Change of use from a Class C3 dwellinghouse to a 7-bed/7-person House in Multiple Occupation	Refusal	-	Allowed	Mar-25
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- 4.4.10 Figure 9 was produced in December 2025 for this 2024/25 AMR and shows the current extent of HMOs within Portsmouth. There are 3,230 licensed HMOs and 1,136 unknown/possible HMOs, which includes smaller HMOs that do not require mandatory licencing, bringing the total to 4,366, the majority of which are located within the wards of St. Thomas, St. Jude, Central Southsea and Fratton.

Figure 9: Indicative concentration of HMOs - 2025



Policy PCS21: Housing Density

Key Indicators

- Average density of housing (at least 40dph);
- Average density of housing developments in high density areas.

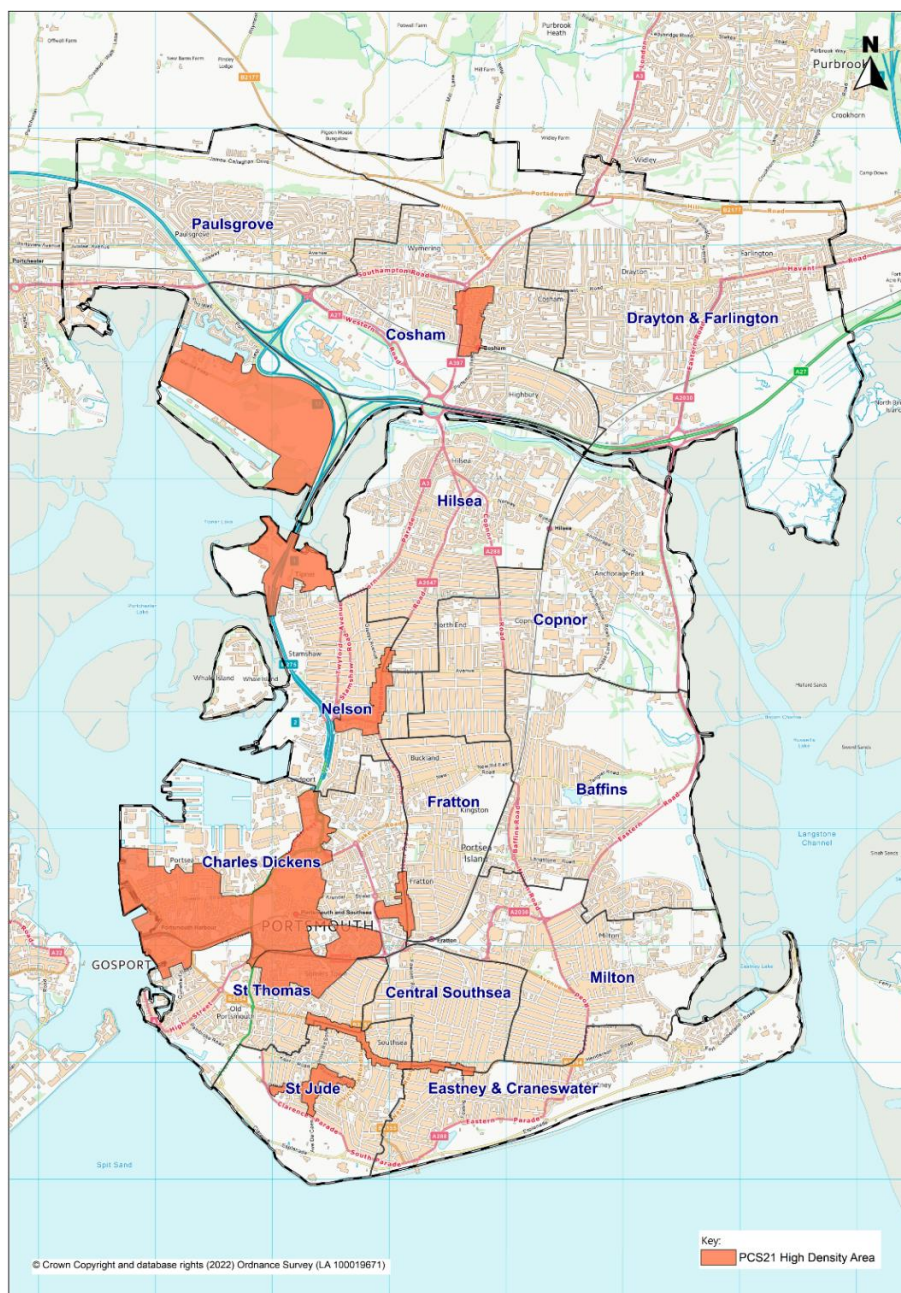
Density of housing completions

- 4.4.11 Policy PCS21 seeks a minimum density requirement of 40 dwellings per hectare (dph) and in high density areas, expects densities of 100 dph and above. 87% of all dwellings completed outside of high density areas in this monitoring period met the minimum density requirement (197 of 225 gross completions). 53% of all dwellings completed within high density areas (17 of 32 gross completions) were at densities of 100dph or more. A breakdown of gross completions by residential density is set out in Table 14. The high residential density areas under PCS21 are shown in Figure 10.

Table 14: Gross Residential Completions by Density 2024-25

Density	Number of gross Completions		%
	Standard Density Area	High Density Area	
Less than 30 dph	17	1	7
30-50 dph	82	0	32
51-100 dph	99	19	46
Over 100 dph	27	12	15
Totals	225	32	100

Figure 10: High Residential Density Areas under Policy PCS21



Policy PCS22: Gypsy, Traveller and Travelling Showpeople accommodation

Key Indicators

- Number of applications for Gypsy, Traveller and Travelling Show People accommodation.

4.4.12 Policy PCS22: Gypsy, Traveller and Travelling Show People accommodation is a criteria-based policy for deciding applications for temporary or permanent Gypsy, Traveller or Travelling Showpeople sites.

- 4.4.13 There were no applications received relating to gypsies, travellers and travelling show people during the monitoring period.

Policy PCS23: Design and Conservation

Key Indicators

- Percentage of people satisfied with their local area as a place to live;
- Improvements in design quality of new development;
- New developments meeting Building for Life standards;
- Area of the City designated as conservation areas.

- 4.4.14 Policy PCS23 requires new development to be well designed and of excellent architectural quality, whilst protecting and respecting the character of the City including its historic townscape and cultural heritage.

Improvements in design quality of new development

- 4.4.15 Three sites were selected for the purpose of monitoring design quality of new development in Portsmouth for 2024/25. They were: 23/01094/FUL (6 Fitzherbert Road) and 24/00415/FUL (58-60 Great Southsea Street), which are nearing completion, as well as 20/00716/FUL (5 Somers Road) which has now been completed. PCC carried out visits to all three sites, and the main observations have been summarised below.

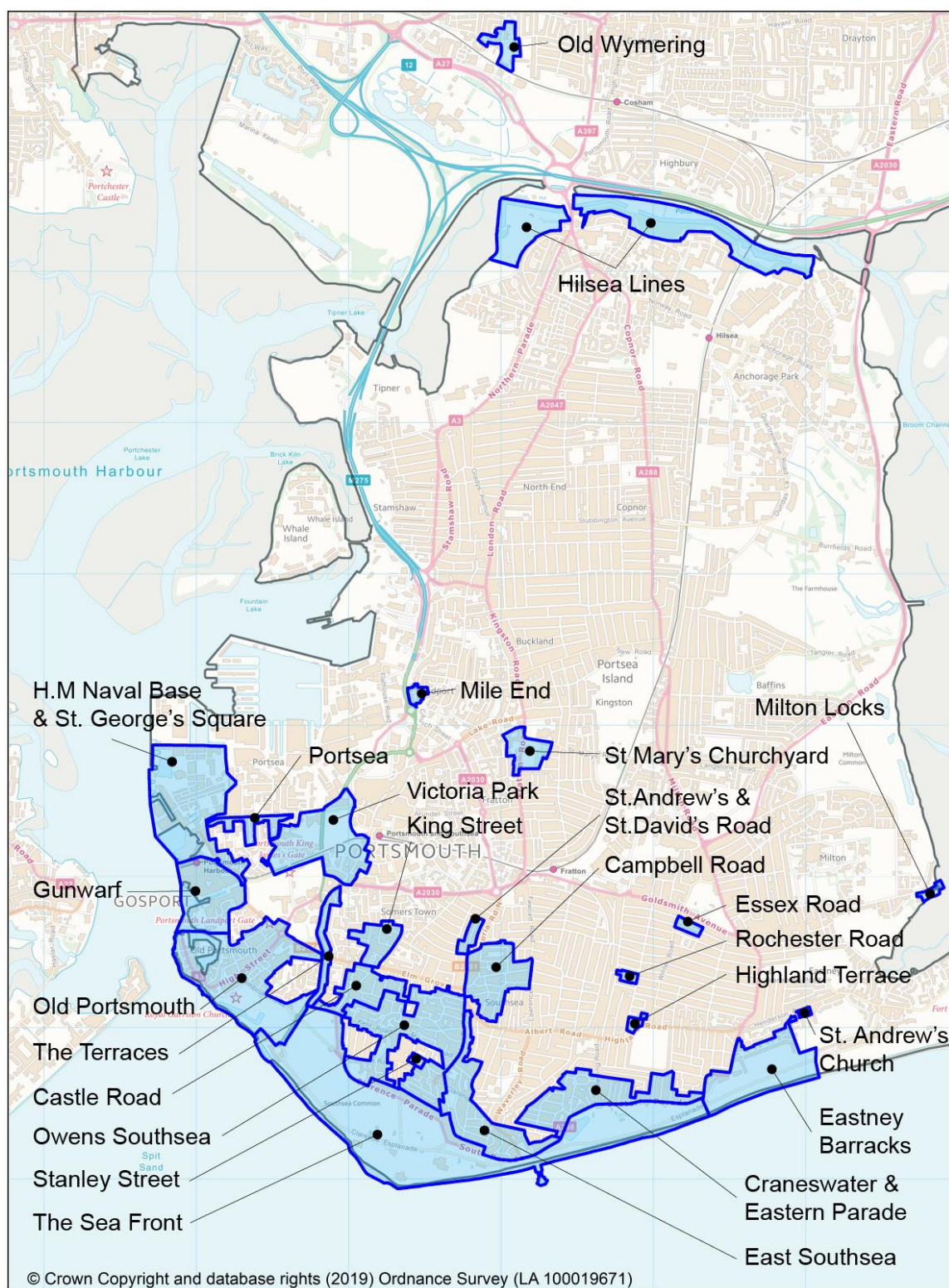
- **23/01094/FUL (6 Fitzherbert Road):** The application is for the construction of a new manufacturing facility on the Farlington Industrial Estate. The proposed use and building materials chosen for the site are contextually responsive to the immediate surroundings. The incorporation of air source heat pumps and photovoltaics (PVs) into the design will contribute towards minimising carbon emissions, and their position on either the western façade of the building or the roof means that they will not have a negative impact of the streetscape. The height of the building (24.4m) is significantly greater than then surrounding built form, which makes it a prominent landmark at the local level and aids legibility. However, it could be argued that it could have a negative impact on the pedestrian experience as it creates a somewhat 'oppressive' feel at street level.
- **24/00415/FUL (58-60 Great Southsea Street):** The application is for the conversion of an educational day centre to four flats. Given its location within the Castle Road Conservation Area (area 12) and being located opposite a Grade II Listed Building (the Ernest Smith Clock Tower), the design is successful in responding sympathetically to the character and heritage significance of the local area. Features of the pre-existing building will also be retained and/or reconstructed where possible. Although the proposed roof extension is a stark contrast from the existing building and materials used in the immediate area, it is setback from the existing building line. As a result, the extension does not dominate the space and integrates well within the surrounding townscape along Great Southsea Street.
- **20/00716/FUL (5 Somers Road):** The application is for the construction of a five storey building for 12 flats. The surrounding land use is predominantly residential

consisting of terraced housing and medium/high-rise apartment buildings. Thus, the proposed use is contextually appropriate. The majority of the flats on the site are two-bedroom, which contributes towards meeting local housing need within Portsmouth. The inclusion of balconies on the primary façade of the building and active frontages at street level provide opportunities for natural surveillance and may improve pedestrian safety. The balconies at ground level also clearly delineate the boundary between public and private space. It is within a sustainable location as a number of local services and amenities are within walking distance of the site and/or a short bus journey, which may also encourage residents to use sustainable modes of transport.

Conservation

- 4.4.16 There were no changes during the monitoring period to the number of Conservation Areas within Portsmouth. The twenty five Conservations Areas are shown on Figure 11.
- 4.4.17 There were no Listed Buildings added during the monitoring period. However, Lumps Fort, Southsea, was added to the National Heritage List as a Scheduled Monument on 28.03.25. There were 47 applications determined for Listed Building Consent (LBC), of which 36 were approved, seven were refused and four were withdrawn.

Figure 11: Map of all Conservation Areas within Portsmouth - PCC (2019)



Policy PCS24: Tall Buildings

Key Indicators

- Number of tall buildings developed in identified areas of opportunity;
- Design awards for tall buildings.

4.4.18 Policy PCS24 aims to steer new tall buildings towards a number of preferred locations throughout the City, where it has been determined that particular characteristics of these areas makes them the most appropriate locations for this scale of development. The preferred locations for this type of development as designated in Policy PCS24 are:

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

4.4.19 These locations are outlined in Figure 12 as 'areas of opportunity'.

4.4.20 The Tall Buildings SPD was adopted in June 2012 and defines a tall building in the Portsmouth context as any building that is either:

- Above five storeys in height (i.e. 6 storeys or higher);
- Any building that is above 20m in height.

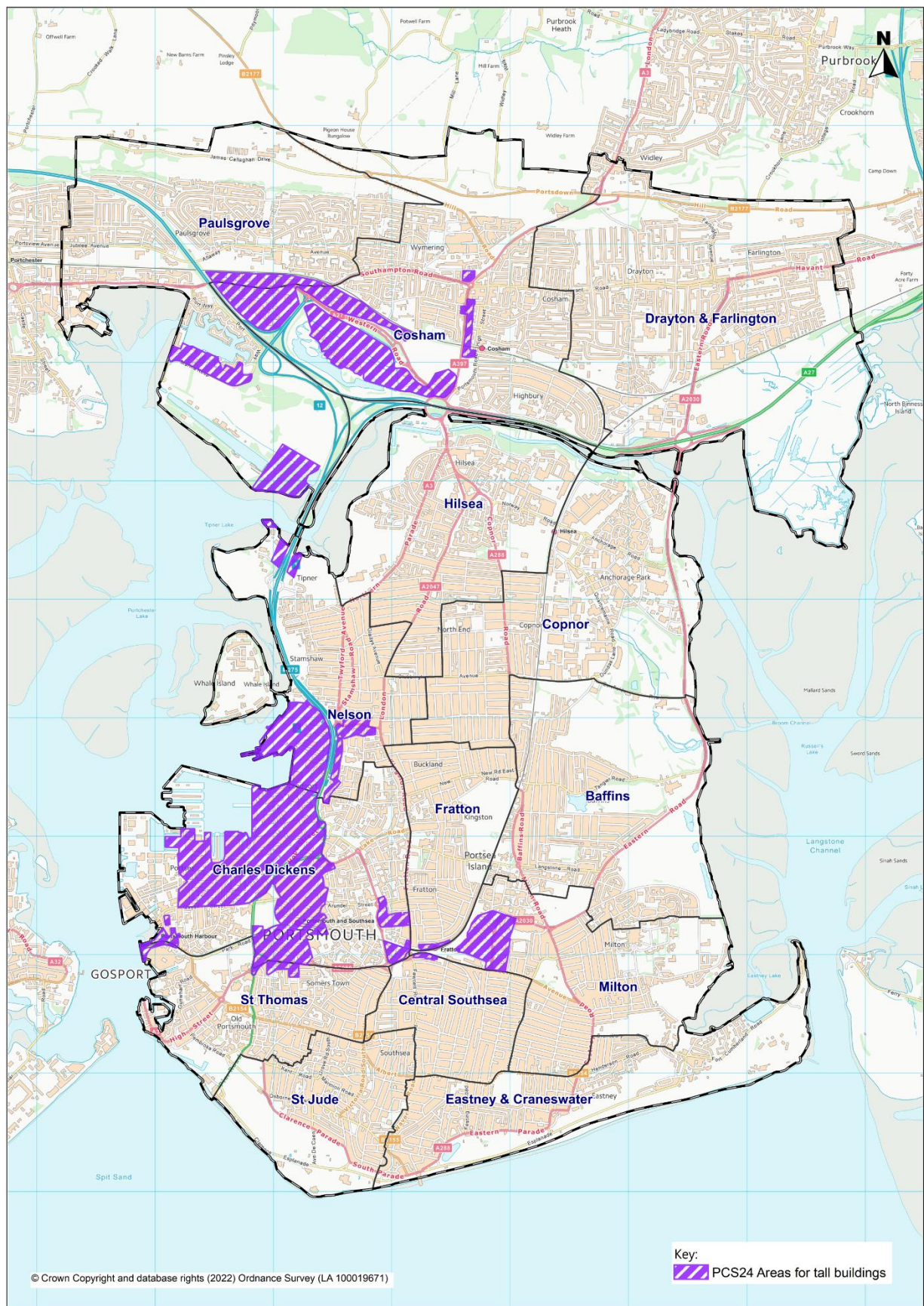
4.4.21 Any building that meets or exceeds one of the above thresholds would therefore be defined as 'tall' and subject to Policy PCS24 and the assessment criteria of the SPD.

4.4.22 There were two applications comprising tall buildings which were determined during the monitoring period, the details of which are set out in Table 15 below. Both applications fall within an 'area of opportunity' for tall buildings; 22/01292/FUL is located within the Tipner and 18/00848/OUT is located within The Hard.. It is therefore considered that the policy remains effective and tall buildings are being directed to the most appropriate locations.

Table 15: Applications comprising tall buildings decided during the monitoring period 2024-25

Application Number	Description of development	Address	Date Validated	Date Decided	Decision
22/01292/FUL	Detailed planning application for the redevelopment of site to provide 835 residential units of 1, 2, 3 and 4 bed units across a number of buildings of between 2 and 11 storeys, to include some ground floor commercial (use class E) and community uses (use class F1 and F2), within blocks, E, F, J and K . With vehicular access from Twyford Avenue, and pedestrian, cycle and emergency access to and from the Park and Ride. To include landscaping, sea wall, improvements to the ecological barge, new coastal path, cycle lane, car parking and servicing, and other associated works. This application constitutes EIA development	Land At Tipner East East Of The M275, West Of Twyford Avenue Portsmouth	29.09.22	16.05.24	Approved
18/00848/OUT	Outline application for construction of a twelve storey building (3,317sqm GEA) to provide 76no. 'co-living' bedspaces with shared communal facilities comprising gymnasium, kitchens, laundry and residents' lounges; together with external amenity areas (Sui Generis) (principles of appearance, layout, access and scale to be considered)	The Invincible 6 Wickham Street Portsmouth PO1 3EF	30.05.18	24.06.24	Approved

Figure 12 - Map of preferred locations (areas of opportunity) for tall buildings in Portsmouth



5. Monitoring the effectiveness of the Somerstown and North Southsea Area Action Plan (2012)

5.1 Introduction

5.1.1 The Somerstown and North Southsea Area Action Plan (AAP) (2012) sets out a range of monitoring indicators in Table 3 of the AAP.

5.1.2 The following indicators have already been reported in the relevant sections of chapter 4 of this AMR:

- Completed housing development in the area by number of bedrooms, dwelling type and tenure;
- Number of new developments permitted that do not meet the Code for Sustainable Homes / BREEAM standards;
- % of households within 20 min and 10 min walk of key local services and facilities;
- Amount of completed new open space;
- % of households within 10min walk of play area/ open space;
- Progress towards actual provision of new health and community facilities;
- Progress towards delivery of training facilities within new community facilities; Number of people accessing those facilities once they have been provided;
- Progress towards and actual delivery of new routes within the area.

5.1.3 The following indicator is monitored in section 7 on Retail and Town Centre Uses:

- Progress towards and actual provision of new local centre.

5.1.4 The following indicator is not monitored:

- Number of applications refused within the area and grounds for refusal. If appealed, number of planning appeals and outcome.

6. Monitoring the Effectiveness of the Southsea Town Centre Area Action Plan (2007)

6.1 Introduction

6.1.1 The Southsea Town Centre AAP sets out a range of indicators in section 6.8 of the AAP.

6.1.2 The following indicators are monitored in section 7 of this AMR on Retail and Town Centres:

- Visitor numbers to the town centre;
- Percentage of A1 frontage in the centre;
- Percentage of A4/A5 frontage in the centre;
- Percentage of vacant units in the centre;
- The number of A3 units in Osborne Road and Palmerston Road South;
- The number of markets, festivals and similar events held in the precinct each year.

6.1.3 The following indicators are not monitored:

- The number of planning applications refused on design grounds;
- The number of new developments contributing towards environmental improvements in the AAP area;
- Implementation of improvements to the precinct in accordance with adopted programme;
- Progress towards the development of the opportunity sites.

7. Retail and Town Centre Uses

7.1 Introduction

- 7.1.1 Policies PCS4 (Portsmouth City Centre), PCS8 (District Centres) and PCS18 (Local Shops and Services) in the Portsmouth Plan Core Strategy (2012) aim to maintain a suitable mix of uses in the centres with a primary focus on maintaining retail provision and delivering new commercial development where appropriate. Policies STC2 (Southsea Town Centre); STC3 (Southsea Primary Frontage); STC4 (Restaurants and Cafés); and STC5 (Drinking Establishments and Hot Food Take-Aways) in the Southsea Town Centre AAP aim to build on the existing areas within Southsea town centre where concentrations of particular uses have evolved, to create specific quarters to focus development.
- 7.1.2 Changes to national legislation including updates to the Use Classes Order and permitted development rights has altered how the requirements of the existing Portsmouth Plan's retail and town centre policies can be considered and applied to development proposals as well as how the policy can be monitored. This is relevant particularly to the adopted policies' Use Class thresholds that sought to manage the proportion of retail occupancy and the mix of uses within Portsmouth's centres. The stated retail occupancy targets given within Policy PCS4 and PCS8 (ranging from 55% to 75% retail frontage within identified areas) can largely no longer be directly controlled through the planning system.
- 7.1.3 In recent years the town centre frontage survey data has not been collected in part due to national lockdowns and restrictions on a range of uses over prolonged periods in 2020 and 2021, which heavily impacted non-essential services and caused disruption to 'business as usual'.
- 7.1.4 Retail surveys were carried out in June - August 2025 in the City Centre (Commercial Road and Gunwharf Quays), Southsea Town Centre, the four district centres (Albert Road and Elm Grove, Cosham, Fratton and North End); and in the seventeen local centres.
- 7.1.5 As previous AMRs have demonstrated, retail occupation has been declining throughout the plan period including before the pandemic, with towns and city centres having to evolve in their function and offer, to try and meet the changing demands and retail consumer behaviour. The pandemic accelerated the pace of change in Portsmouth's centres, whereby high-profile national chains with 'bricks and mortar stores' within key centres going into administration or continuing solely online, leaving the physical store premises vacant.
- 7.1.6 PCC ran, and continue to run, various initiatives post-lockdown to support the remaining traders and provide urban realm/vitality improvements. One PCC initiative includes the Portsmouth Pop-Up shop scheme in the Cascades Shopping Centre, with the first pop-up shop opening in February 2024. PCC, in partnership with Cascades and Flude enables local entrepreneurs and small businesses to trade in a high street location without the commitment or cost of a long-term lease. Between January and June 2025, PCC delivered the Love Portsmouth pop-up shop at Gunwharf Quays in partnership with Love Southsea and supported by Landsec.

- 7.1.7 Outside of the monitoring period, retail surveys were undertaken in the City Centre, Gunwharf Quays, Southsea Town Centre, and the District Centres Albert Road & Elm Grove, Cosham, Fratton and North End, and the local centres. Frontage length data was not collected during the monitoring period. The key data that was derived from the surveys includes the breakdown of Use Classes within each centre and the vacancy rates.

7.2 Policy PCS4: Portsmouth City Centre

- 7.2.1 The key indicators were drafted prior to the changes to the Use Classes Order, Table 16 below provides a comparison between the old se classes and what they have been since 1 September 2020 onwards.

Table 16: Use Classes Order translation table

Old Use Class	New Use Class
A1 - Small Local Shop	F2 - Local Community
A1 - All other retail (shops)	E - Commercial, Business and Service
A2 - Financial and Professional Services	E - Commercial, Business and Service
A3 - Restaurants and Cafes	E - Commercial, Business and Service
A4 - Drinking Establishment (public house/wine bar)	Sui Generis
A5 - Hot Food Takeaway	Sui Generis
B1a - Offices (Other than a use within Class A2)	E(g)(i) - Offices to carry out any operational or administrative functions
B1b - Research and Development	E(g)(ii) - Research and development of products or processes
B1c - Light Industrial	E(g)(iii) - Industrial processes
B2 - General industrial	B2 - General industrial
B8 - Storage and Distribution	B8 - Storage and Distribution
D1 - Non-residential institutions (Healthcare, day care centres, creche and nurseries)	E - Commercial, Business and Service
D1 - Non-residential institutions (Education, Museums, libraries, exhibition halls, places of worship and law courts)	F1 - Learning and non-residential institutions
D2 - Assembly and leisure (Cinemas, Concert Halls, Bingo Halls and Dance Halls)	Sui Generis

Old Use Class	New Use Class
D2 - Assembly and leisure (Gyms and indoor recreation)	E - Commercial, Business and Service
D2 - Assembly and leisure (Local community halls, swimming pools and outdoor sports and recreation)	F2 - Local Community

Key Indicators (based on the old Use Classes Order)

- Amount of new shopping (A1) floorspace provided in Commercial Road;
- Amount of new employment floorspace provided in the City Centre;
- Percentage of A1, A3-A5 and vacant frontage in the Commercial Road Shopping Area;
- Visitor footfall in the City Centre;
- Amount of hotel (C1) development in the City centre;
- Amount of food and drink (A3, A4 and A5) development in the City Centre;
- Retail ranking of the City Centre.

New development in the City Centre

7.2.2 The Portsmouth Plan Core Strategy (2012) identifies the City Centre area as having potential for 1,600 homes, 50,000 sqm of retail, at least 10,000 sqm of office space and food and drink provision. Throughout the monitoring period there were no retail or employment completions in the City Centre.

7.2.3 During the monitoring period, in the City Centre there was a small loss of 463m² office floor space for the conversion of upper floors to form 4 flats and 2 maisonettes at 229-231 Commercial Road (16/00579/FUL); and the loss of 775m² office floor space for the change of use of upper floors to form 9 self-contained flats under permitted development at 144 Commercial Road (23/00010/PACOU).

7.2.4 There is one relevant available site within the City Centre, as outlined in Table 17.

Table 17: Retail and Employment development during the monitoring period within the City Centre

Address	Planning Ref	Description of Development	Status	Development outstanding	Former Use Class	New Use Class
Land at Arundel Street	Allocation site, policy CD2/DC30	Allocation Site, Policy CD2/DC30	Not Started	1,800m ² outstanding	B1(a) (Office)	E(g)(i)

Retail frontage in the City Centre

- 7.2.5 Retail surveys were conducted in the City Centre in June 2025. The results of the survey of ground floor frontages are shown in Table 18. The Portsmouth Plan Core Strategy (2012) defines a wide area of the City Centre split into nine distinct localities. For this AMR, frontages within the boundaries of the Commercial Road shopping area and Gunwharf Quays area were surveyed.
- 7.2.6 Of the 222 units in the City Centre, approximately two-fifths of the units remained under E(a) retail use (40.99%). E(b) uses such as restaurants and cafés represent the second largest use within the City Centre at 14.86% of ground floor frontages. Just under one fifth of all ground floor frontages were vacant (17.12%) within the City Centre, including 8 vacant frontages inside the Cascades Centre. Notable areas of vacancy include along Arundel Street, the City Centre North area including Charlotte Street and Market Way, and along northern Commercial Road at City Buildings.

Table 18: Retail frontage count and percentage for the City Centre (June 2025)

Use Class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	91	40.99%
E(b) Sale of food and drink for consumption (mostly) on the premises	33	14.86%
E(c)(i) Financial services	11	4.95%
E(c)(ii) Professional services (other than health or medical services)	4	1.80%
E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink)	3	1.35%
E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)	4	1.80%
E(g)(i) Offices to carry out any operational or administrative functions,	4	1.80%
F1(a) Provision of education	2	0.90%
F1(f) Public worship or religious instruction (or in connection with such use)	1	0.45%
Sui Generis (including public houses and hot food takeaways)	29	13.06%
Vacant	38	17.12%
TOTAL:	222	100.00%

7.2.7 Survey results for ground floor retail units at Gunwharf Quays are shown in Table 19 below. The majority of units at Gunwharf Quays operate under Use Class E(a), making up about 64% of all uses, which is reflective of the nature of Gunwharf Quays as an outlet retail centre, although aspirations to grow the centre as a retail and leisure destination have observed a wider range of outlet stores and restaurants and bars coming into the centre. Gunwharf Quays has some E(b) offer, making up around 20% of units. Nine of the 128 ground floor frontages in Gunwharf Quays were vacant, although two of the vacant shops had signage indicating a new store was coming soon, and three were vacant due to planned redevelopment.

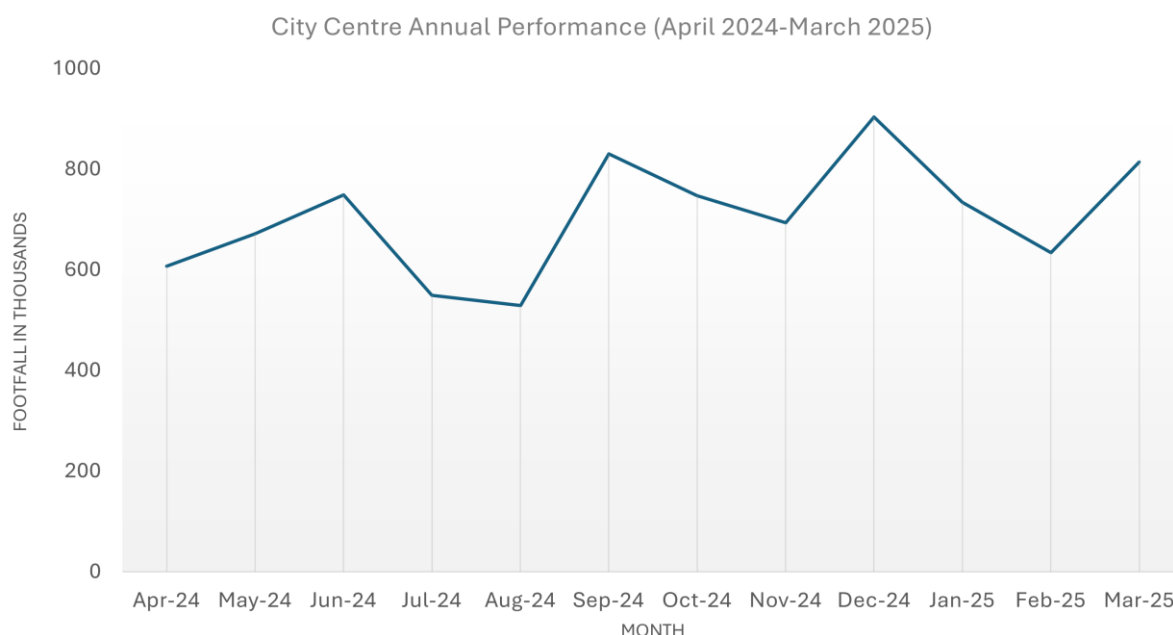
Table 19: Retail frontage count and percentage for the City Centre - Gunwharf Quays (June 2025)

Use Class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	90	63.83%
E(b) Sale of food and drink for consumption (mostly) on the premises	29	20.57%
E(c)(ii) Professional services (other than health or medical services)	1	0.71%
F1(b) Display of works of art (otherwise than for sale or hire)	1	0.71%
Sui Generis	11	7.80%
Vacant	9	6.38%
TOTAL:	141	100.00%

Visitor Footfall

7.2.8 Portsmouth City Centre monthly footfall data from April 2024 to March 2025 is presented in Figure 13. As shown in Figure 13, visitor footfall from April 2024 to June 2024 increased gradually from 606,951 to 748,933. After that it decreased to 528,606 in August, and had a sudden increase to 829,779 in September. The highest footfall during the monitoring period was 903,331 in December 2024. There was then a reduction until February, finishing at 813,865 in March 2025.

Figure 13: City Centre monthly footfall data from April 2024- March 2025



7.3 Southsea Town Centre

Key Indicators (based on the old Use Classes Order)

- Visitor numbers to the town centre;
- The percentage of A1 frontage in the centre;
- The percentage of A4/A5 frontage in the centre;
- The percentage of vacant units in the centre;
- The number of A3 units in Osborne Road and Palmerston Road South;
- The number of markets, festivals and similar events held in the precinct each year;
- The number of planning applications refused on design grounds;
- The number of new developments contributing towards environmental improvements in the AAP area;
- Implementation of improvements to the precinct in accordance with the adopted programme;
- Progress towards the development of the opportunity sites.

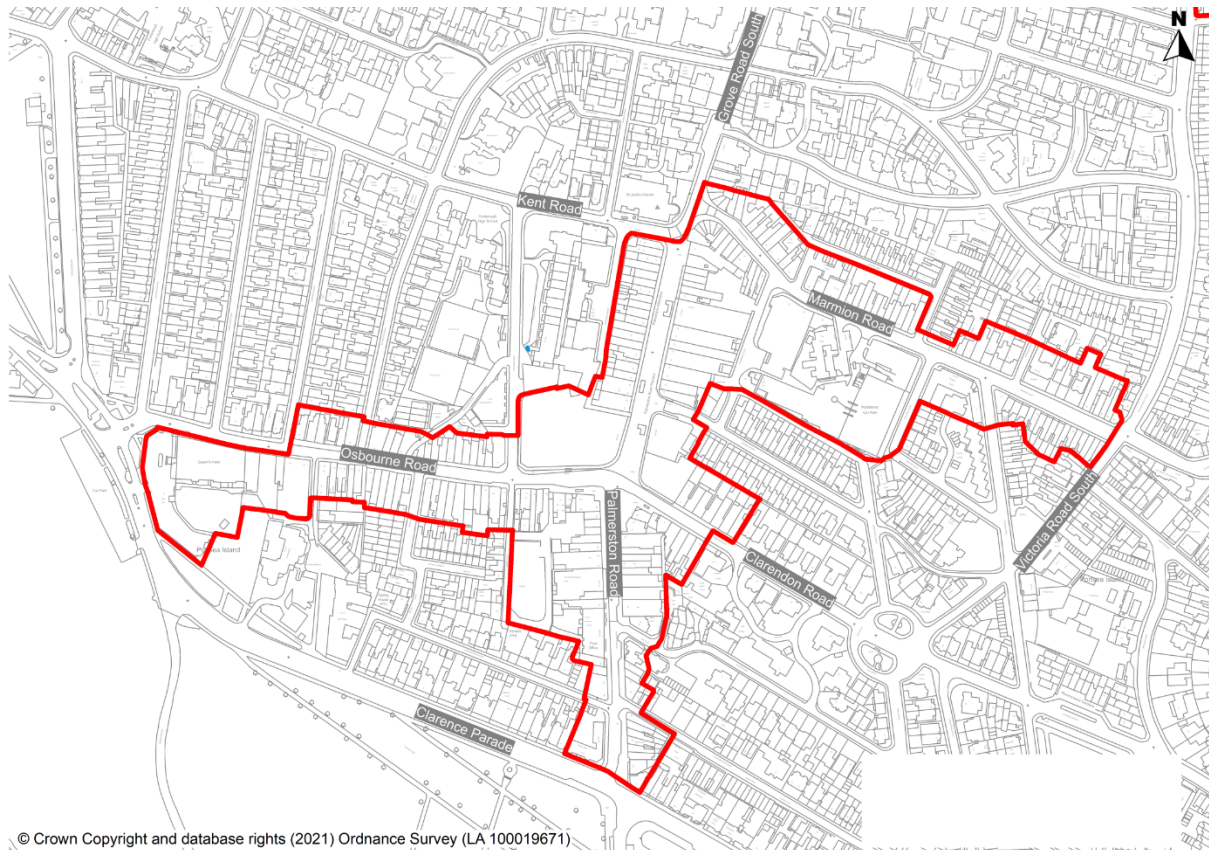
New development in Southsea Town centre

7.2.9 Southsea Town Centre is one of the City's designated town centres. The Southsea Town Centre Area Action Plan (AAP) (2007) forms part of the Development Plan for Portsmouth and was produced to address the decline in the centre in recent years and the impact that significant proposals in the City Centre could have on Southsea Town Centre. The aim for Southsea is therefore to deliver development and opportunities that drives footfall and increases customer levels. The AAP covers the area defined by a red line boundary in Figure 14 below.

7.2.10 The vision for Southsea Town Centre is: "To create a safe, thriving and attractive town centre where people want to come to visit, shop, live and work. To create a town centre that has a unique character and lively atmosphere". This will be achieved by adhering to

the policies set out within the AAP Plan, which focus on improving the attractiveness of the area, encouraging a good range of shops and other uses such as offices, cultural facilities, restaurants and cafes.

Figure 14: Map of the Southsea Town Centre boundary



- 7.2.11 There were no retail or employment completions within Southsea Town Centre during the monitoring period, although there is outstanding floorspace following previously permitted schemes, much of which was associated with redevelopment of the former Knight and Lee store and the former Debenhams Store.
- 7.2.12 Planning application (21/01620/FUL) for the former Knight & Lee Store (53-57 Palmerston Road) was permitted on 30 August 2022 for a revised application for Retail (Class E(a), Food and Drink Bar and Restaurant (Class E(b)), Office (Class E(c)(i)), 64-bed Hotel (Class C2), Cinema (Sui Generis) and Gym (Class E(d)) uses.
- 7.2.13 The former Debenhams store had been vacant since January 2020. Permission was granted in November 2021 for redevelopment comprising circa 2,260 sqm Ground Floor commercial space (Class E) and change of use and 2 storey extension of upper floors to comprise 98no. Studio, 1, 2 and 3 bed apartments; demolition of rear storage units and construction of 36no. new apartments with associated landscaping, access and parking (20/00620/FUL). The 230 sqm of E(g)(i) office space has commenced and remains under construction during the monitoring period. There is also 1,394 sqm of retail (previous Class A3 - A5) floorspace outstanding. Table 20 below shows the outstanding floorspace and Use Class of these two developments.

Table 20: Outstanding retail & employment permissions at 31 March 2025 in Southsea Town Centre

Address	Planning Ref	Description of Development	Status	Development outstanding	Former Use Class	New Use Class
Knight & Lee, 53-57 Palmerston Road Southsea PO5 3QE	21/01620/FUL	Mixed use Conversion/ Extension including B1A Offices	Not Started	1,491 sqm	B1(a) (Office)	E(g)(i)
Knight & Lee, 53-57 Palmerston Road Southsea PO5 3QE	21/01620/FUL	Mixed use Conversion /Extension including D2 Leisure	Commenced	303 sqm Outstanding	D2 (Assembly and Leisure)	E(d)
Knight & Lee, 53-57 Palmerston Road Southsea PO5 3QE	21/01620/FUL	Mixed use Conversion /Extension including A3 & A4 uses	Commenced	247 sqm Outstanding	A3-5	E(b)/Sui Generis
Knight & Lee, 53-57 Palmerston Road Southsea PO5 3QE	21/01620/FUL	Mixed use Conversion /Extension including 43 Bed Hotel	Not Started	65 Bedrooms Outstanding	C1 (Hotel)	C1
Debenhams 44-66 Palmerston Road Southsea PO5 3QG	20/00620/FUL	Redevelopment of former Debenhams Store for mixed use including B1(a)	Commenced	230 sqm	B1(a) (Office)	E(g)(i)
Debenhams 44-66 Palmerston Road Southsea PO5 3QG	20/00620/FUL	Redevelopment of former Debenhams Store for mixed uses including A1/A3-5	Commenced	1,394 sqm Outstanding	A1 (Retail)	E(a)
Debenhams 44-66 Palmerston Road	20/00620/FUL	Redevelopment of former Debenhams Store including D2	Commenced	294 sqm Outstanding	D2 (Assembly and Leisure)	E(d)

Address	Planning Ref	Description of Development	Status	Development outstanding	Former Use Class	New Use Class
Southsea PO5 3QG						

- 7.2.14 Markets help bring footfall and vitality to the Centre, including the Hampshire's Farmers Market and the Love Southsea market which both occur throughout the year.

Retail frontage in Southsea Town Centre

- 7.2.15 Retail frontage surveys were conducted in Southsea Town Centre in July 2025. The results of the survey of ground floor frontages are shown in Table 21.
- 7.2.16 A significant proportion of the units in Southsea Town Centre operated in Use Classes E(a) (33.64%) and E(b) (20.74%), making up half of all ground floor frontages. Less than 10% of the units in Southsea Town Centre were vacant (7.83%), including 7 on Osborne Road, 5 on Marmion Road and 5 vacant units on Palmerston Road, including the John Lewis building. At the time of the retail frontage survey, 27 units on Osbourne Road (15) and Palmerston Road South (12) were in Use Class E(b) (old A3 Use Class).

Table 21: Retail frontage count and percentage for Southsea Town Centre

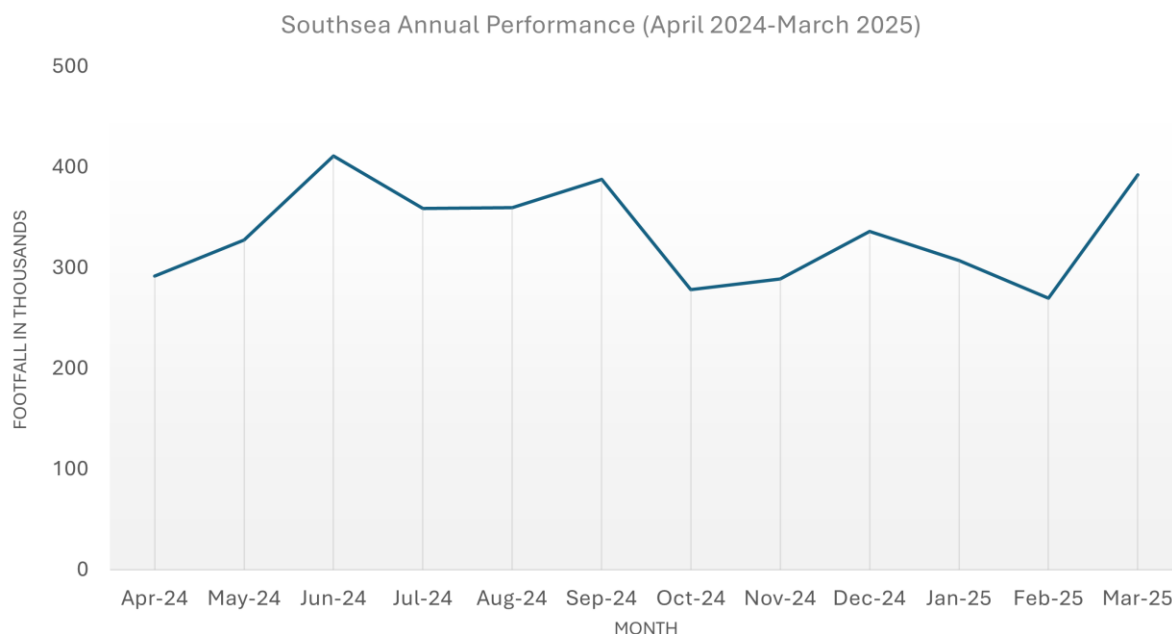
Use Class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	73	33.64%
E(b) Sale of food and drink for consumption (mostly) on the premises	45	20.74%
E(c)(i) Financial services	2	0.92%
E(c)(ii) Professional services (other than health or medical services)	19	8.76%
E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink)	2	0.92%
E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)	9	4.15%
F1(d) Public libraries or public reading rooms	1	0.46%
C1 Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels)	1	0.46%
C3 Dwellinghouses	22	10.14%
Sui Generis	25	11.52%
Vacant	17	7.83%
TOTAL:	217	100.00%

Footfall

- 7.2.17 Figure 15 shows the monthly footfall performance of Southsea Town Centre from April 2024 to March 2025. Visitor footfall during the monitoring period increased gradually

from 291,531 to 410,933 in between April to June 2024. From the pinnacle in June, the footfall number decreased to 358,984 in the next month and was almost steady until August 2024. Then it increased to 387,592 in September 2024. After that it decreased to 278,225 in October and then started increasing and in December to 335,917. The numbers then fluctuated between 306,992 and 269,732 until February and finished at 392,215 in March 2025.

Figure 15: Southsea Town Centre monthly footfall from April 2024 – March 2025



7.4 Policy PCS8: District Centres

Key Indicators (based on the old Use Classes Order)

- Total amount of A1 frontage in each town centre;
- Retail ranking of each centre (where available);
- Total amount of A3, A4 and A5 frontage within each centre;
- Total number of vacant frontage in each centre;
- Total floorspace for town centre uses (A1, A2, B1a and D2) across town centres.

7.2.18 Policy PCS8 of the Local Plan defines the four district centres in Portsmouth as Albert Road & Elm Grove, Cosham, Fratton and North End. These areas provide nearby residents with day-to-day items such as food and household products. Policy PCS8 sets out a list of requirements for development in these localities for each specific centre and in general.

Relevant Completions/losses within the District Centres

7.2.19 There were no relevant completions, losses or outstanding permissions for employment or retail floorspace during the monitoring period within Albert Road and Elm Grove, Fratton or Cosham.

- 7.2.20 In North End, there was a loss of 351 sqm office (B1a/E(g)(i)) floorspace at 152-154 London Road associated with a change of use from Class E offices to 13 bedroom HMO (Sui Generis) (planning application reference: 22/01667/FUL). There was also a loss of 545 sqm office (B1a/E(g)(i)) floorspace at 38 London Road associated with a conversion of part of existing building to form 5no. self contained flats (Class C3), and 11 bedroom HMO (Sui Generis), with part ground floor and basement retained for commercial use (Class E) (planning application reference: 23/00415/FUL).

Retail frontage in the District Centres

- 7.2.21 Retail frontage surveys were conducted across the district centres in July-August 2025. The results of the surveys are shown below in Table 22 for Albert Road and Elm Grove, Table 23 for Cosham, Table 24 for Fratton and Table 25 for North End.

Table 22: Retail frontage count and percentage for Albert Road and Elm Grove District Centre

Use class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	110	30.47%
E(b) Sale of food and drink for consumption (mostly) on the premises	46	12.74 %
E(c)(ii) Professional services (other than health or medical services)	16	4.43 %
E(c)(iii) Other appropriate services in a commercial, business or service locality	10	2.77 %
E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink)	1	0.28%
E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)	7	1.94%
E(f) Creche, day nursery or day centre (not including a residential use)	1	0.28%
E(g)(i) Offices to carry out any operational or administrative functions	5	1.31 %
F1(b) Display of works of art (otherwise than for sale or hire)	1	0.28%
F1(f) Public worship or religious instruction (or in connection with such use)	3	0.83%
F2(b) Halls or meeting places for the principal use of the local community	1	0.28%
C2 Residential institutions	1	0.28%
C3 Dwellinghouses	40	11.08 %
Sui Generis	87	24.10%
Vacant	32	8.86 %
TOTAL:	361	100.00%

- 7.2.22 Albert Road and Elm Grove District Centre is the largest of the four district centres in terms of units. Nearly one-third (30.47%) of all units surveyed in Albert Road and Elm Grove District Centre operated under Use Class E(a). Nearly one-quarter (24.10%) of the units were Sui Generis Use Class, in part owing to the large number of pubs/bars

and takeaways at the centre. A smaller proportion of units at the district centre fell under Use Class E(b) (12.74 %). Of the 362 units within the Centre 8.01% were vacant.

Table 23: Retail frontage count and percentage for Cosham District Centre

Use Class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	81	30.11%
E(b) Sale of food and drink for consumption (mostly) on the premises	15	5.58%
E(c)(i) Financial services	2	0.74%
E(c)(ii) Professional services (other than health or medical services)	9	3.35%
E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink)	9	3.35%
E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)	7	2.60%
E(g)(i) Offices to carry out any operational or administrative functions	5	1.86%
F2(b) Halls or meeting places for the principal use of the local community	3	1.2 %
C2 Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres	2	0.74%
C3 Dwellinghouses	63	23.42%
Sui Generis	48	17.84%
Vacant	18	6.69%
TOTAL:	269	100.00%

- 7.2.23 At Cosham District Centre, about 36% of the 269 units fell under Use Classes E(a) and E(b). A significant number of the occupied units operated under Use Class E(a), making up 30.11% of units and a smaller proportion of 5.58% at E(b). Sui Generis Uses made up the second largest proportion of units at 17.84%. Eighteen ground floor units (6.69%) in Cosham were vacant, the smallest percentage of all the district centres.

Table 24: Retail frontage count and percentage for Fratton District Centre

Use Class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	52	37.14%
E(b) Sale of food and drink for consumption (mostly) on the premises	5	3.57%
E(c)(ii) Professional services (other than health or medical services)	3	2.14%
E(c)(iii) Other appropriate services in a commercial, business or service locality	4	2.86%
E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink)	2	1.43%
E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)	3	2.14%
E(f) Creche, day nursery or day centre (not including a residential use)	1	0.71%
E(g)(i) Offices to carry out any operational or administrative functions	3	2.14%
F1(f) Public worship or religious instruction (or in connection with such use)	2	1.43%
C3 Dwellinghouses	22	15.71%
Sui Generis	30	21.43%
Vacant	13	9.29%
TOTAL:	140	100.00%

7.2.24 Over one-third (37.14%) of units surveyed in Fratton fell under Use Class E(a). In comparison to the other district centres, Fratton has a smaller proportion of E(b) uses, making up only 3.57% of ground floor frontages. In Cosham, nearly one-quarter of all ground floor units were Sui Generis Use Class (17.84%), of which 14 of the 45 units were takeaway uses. Around 15% of ground floor units surveyed within Fratton were C3 dwellinghouses, making up the largest proportion of residential uses in all the district centres.

Table 25: Retail frontage count and percentage for North End District Centre

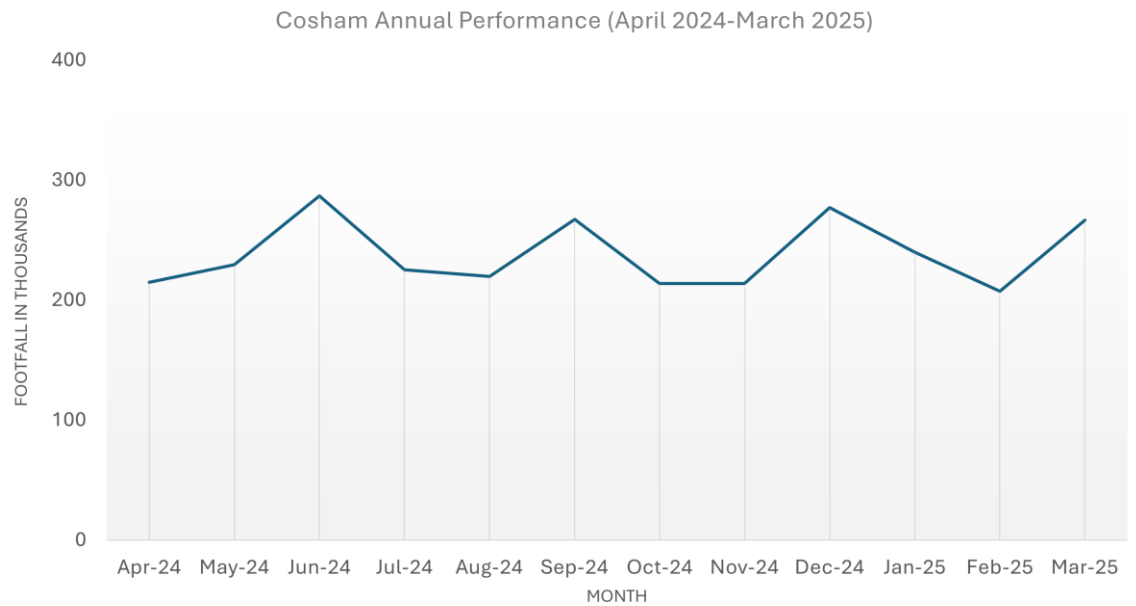
Use class	Count	Percentage
E(a) Display or retail sale of goods, other than hot food	65	31.55%
E(b) Sale of food and drink for consumption (mostly) on the premises	16	7.77%
E(c)(ii) Professional services (other than health or medical services)	19	9.22%
E(c)(iii) Other appropriate services in a commercial, business or service locality	3	1.46%
E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink)	1	0.49%
E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)	5	2.43%
E(g)(i) Offices to carry out any operational or administrative functions	4	1.94%
F1(d) Public libraries or public reading rooms	1	0.49%
F1(f) Public worship or religious instruction (or in connection with such use)	1	0.49%
C3 Dwellinghouses	28	13.59 %
Sui Generis	47	22.82 %
Vacant	16	7.77%
TOTAL:	206	100.00%

- 7.2.25 Like the other district centres, the largest percentage of units in North End District Centre operated under Use Class E(a) at 31.55%. Over one-fifth of the units were Sui Generis Use Class (22.82%). Around 7% of the units were vacant, with 8 of the 10 vacant units located on London Road and 7 located within the secondary shopping area.

Cosham Footfall

- 7.2.26 Figure 16 shows the monthly footfall performance of Cosham District Centre from April 2024 to March 2025. Footfall during the monitoring period was broadly steady. Between April 2024 to June 2024 it fluctuated between 214,605 and 286,893. The number in June was the pinnacle for the monitoring period and in the next month it decreased to 225,287. The footfall was almost steady until November except in September where it went up to 267,177. The second highest number during this monitoring period was 276,924 in December 2024. After that it started going down to 239,795 and further 207,349 in January and February 2025 respectively. Finally in March 2025 there was a rise to 266,555 in footfall.

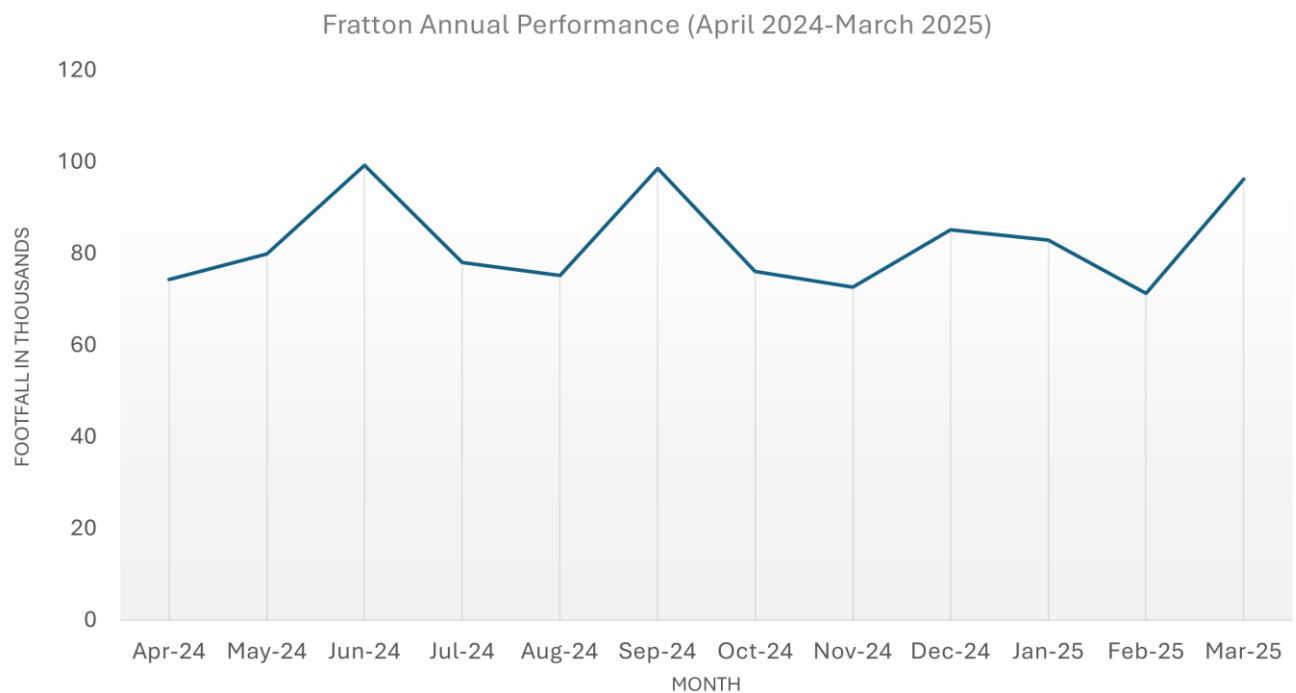
Figure 16: Cosham District Centre monthly footfall data from April 2024 to March 2025



Fratton Footfall

7.2.27 Figure 17 shows the annual footfall performance of Fratton District Centre from April 2024 to March 2025. At the start of the monitoring period, footfall was 74,266 and 79,828 in April and May 2024 respectively. The highest footfall number was 99,220 in June 2024. There were fluctuations between 77,979 and 72,594 from July to November 2024 except in September where the number went up to 98,564. From December 2024 to February 2025 the footfall numbers went down gradually from 85,136 to 71,280 but finally in March 2025 it rose again to 96,169.

7.2.28 **Figure 17: Fratton District Centre monthly footfall – from April 2024 to March 2025**



7.5 Policy PCS18: Local Shops and Services

Key Indicators (based on the old Use Classes Order)

- Total amount of A1 frontage in each local centre;
- Total amount of A3, A4 and A5 frontage in each local centre;
- Total amount of vacant shop frontage in each local centre;
- Mix of uses within each local centre.

7.2.29 Policy PCS18 of the Local Plan describes local centres as areas comprising local shops and services that provide access to everyday essentials within a short distance from homes. Development should help local centres to continue to fulfil their role and must meet a set of criteria as outlined within the policy. There were no relevant completions, losses or outstanding permissions for employment or retail floorspace within the monitoring period.

Retail frontage in the Local Centres

7.2.30 Results from the retail surveys in the Local Centres conducted between July and September 2025 are set out below in Table 26.

Table 16: Retail frontage count and percentage for Local Centres

Use Class	Allaway Avenue		Castle Road		Copnor Road North		Copnor Road South		Eastney Road		Fawcett Road	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
C1 - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
C2 - Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
C3 - Residential Dwellings and/or C4 - Houses in multiple occupation	1	4.35%	12	35.29%	7	14.89%	7	25.93%	5	13.16%	13	22.81%
E(a) - Display or retail sale of goods, other than hot food	6	26.09%	10	29.41%	17	36.17%	8	29.63%	15	39.47%	22	38.60%
E(b) - Sale of food and drink for consumption (mostly) on the premises	3	13.04%	4	14.71%	3	6.38%	2	7.41%	2	5.26%	5	8.77%
E(c)(i) - Financial services	0	0.00%	1	2.94%	2	4.26%	0	0.00%	0	0.00%	0	0.00%
E(c)(ii) - Professional services	1	4.35	2	5.88%	3	6.38%	0	0.00%	2	5.26%	1	1.75%
E(c)(iii) - Other appropriate services in a commercial, business or service locality	0	0.00%	0	0.00%	1	2.13%	0	0.00%	0	0.00%	1	1.75%
E(d) - Indoor sport, recreation or fitness	0	0.00%	0	0.00%	0	0.00%	1	3.70%	0	0.00%	0	0.00%
E(e) - Provision of medical or health services	0	0.00%	1	2.94%	3	6.38%	0	0.00%	1	2.63%	1	1.75%
E(f) - Creche, day nursery or day centre	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	1	1.75%

Use Class	Allaway Avenue		Castle Road		Copnor Road North		Copnor Road South		Eastney Road		Fawcett Road	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
E(g)(i) - Offices to carry out any operational or administrative functions	1	4.35%	0	0.00%	1	2.13%	0	0.00%	0	0.00%	0	0.00%
E(g)(ii) - Research and development of products or processes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(g)(iii) - Industrial processes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(a) - Provision of education	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(b) - Display of works of art (otherwise than for sale or hire)	0	0.00%	2	5.88%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(c) - Museums	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(d) - Public libraries	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(e) - Public halls or exhibition halls	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(f) - Public worship or religious instruction (or in connection with such use)	0	0.00%	0	0.00%	0	0.00%	1	3.70%	0	0.00%	0	0.00%
F1(g) - Law Courts	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(a) - Shops (mostly) selling essential goods, including food, where the shop's premises do not exceed 280 square metres and there is no other such facility within 1000 metres	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(b) - Halls or meeting places for the principal use of the local community	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(c) - Areas or places for outdoor sport or recreation (not involving motorised vehicles or firearms)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%

Use Class	Allaway Avenue		Castle Road		Copnor Road North		Copnor Road South		Eastney Road		Fawcett Road	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
F2(d) - Indoor or outdoor swimming pools or skating rinks	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Sui Generis	6	26.09%	2	5.88%	8	17.02%	6	22.22%	11	28.95%	9	15.79%
Vacant	5	21.47%	0	0.00%	2	4.26%	3	11.11%	2	5.26%	5	8.77%
Total	23	100.00%	34	100.00%	47	100.00%	27	100.00%	38	100.00%	57	100.00%

Use Class	Havant Road		Kingston Road		Leith Avenue		Locksway Road		London Road North		London Road South	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
C1 - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
C2 - Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
C3 - Residential Dwellings and/or C4 - Houses in multiple occupation	16	23.53%	13	12.04%	0	0.00%	0	0.00%	2	7.41%	7	29.17%
E(a) - Display or retail sale of goods, other than hot food	16	23.53%	38	35.19%	2	28.57%	2	28.57%	11	40.74%	5	20.83%
E(b) - Sale of food and drink for consumption (mostly) on the premises	7	10.29%	9	8.33%	1	14.29%	0	0.00%	0	0.00%	2	8.33%
E(c)(i) - Financial services	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%

Use Class	Havant Road		Kingston Road		Leith Avenue		Locksway Road		London Road North		London Road South	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
E(c)(ii) - Professional services	12	17.65%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	1	4.17%
E(c)(iii) - Other appropriate services in a commercial, business or service locality	0	0.00%	2	1.85%	0	0.00%	1	14.29%	0	0.00%	0	0.00%
E(d) - Indoor sport, recreation or fitness	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	1	4.17%
E(e) - Provision of medical or health services	3	4.41%	1	0.93%	0	0.00%	0	0.00%	0	0.00%	2	8.33%
E(f) - Creche, day nursery or day centre	0	0.00%	1	0.93%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(g)(i) - Offices to carry out any operational or administrative functions	0	0.00%	2	1.85%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(g)(ii) - Research and development of products or processes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(g)(iii) - Industrial processes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(a) - Provision of education	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(b) - Display of works of art (otherwise than for sale or hire)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(c) - Museums	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(d) - Public libraries	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(e) - Public halls or exhibition halls	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%

Use Class	Havant Road		Kingston Road		Leith Avenue		Locksway Road		London Road North		London Road South	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
F1(f) - Public worship or religious instruction (or in connection with such use)	0	0.00%	1	0.93%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(g) - Law Courts	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(a) - Shops (mostly) selling essential goods, including food, where the shop's premises do not exceed 280 square metres and there is no other such facility within 1000 metres	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(b) - Halls or meeting places for the principal use of the local community	1	1.47%	1	0.93%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(c) - Areas or places for outdoor sport or recreation (not involving motorised vehicles or firearms)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(d) - Indoor or outdoor swimming pools or skating rinks	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Sui Generis	11	16.18%	22	20.37%	4	57.14%	4	57.14%	11	40.74%	5	20.83%
Vacant	2	2.94%	18	16.67%	0	0.00%	0	0.00%	3	11.11	1	4.17%
Total	68	100.00%	108	100.00%	7	100.00%	7	100.00%	27	100.00%	24	100.00%

Use Class	Portsmouth Road		St James' Road		Tangier Road		Tregaron Avenue		Winter Road	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
C1 - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
C2 - Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
C3 - Residential Dwellings and/or C4 - Houses in multiple occupation	0	0.00%	1	20.00%	7	17.95%	0	0.00%	1	3.70%
E(a) - Display or retail sale of goods, other than hot food	5	55.56%	2	40.00%	12	30.77%	4	66.67%	6	22.22%
E(b) - Sale of food and drink for consumption (mostly) on the premises	1	11.11%	0	0.00%	2	5.13%	0	0.00%	2	7.41%
E(c)(i) - Financial services	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(c)(ii) - Professional services	1	11.11%	0	0.00%	0	0.00%	0	0.00%	5	18.52%
E(c)(iii) - Other appropriate services in a commercial, business or service locality	1	11.11%	0	0.00%	1	2.56%	0	0.00%	1	3.70%
E(d) - Indoor sport, recreation or fitness	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(e) - Provision of medical or health services	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(f) - Creche, day nursery or day centre	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(g)(i) - Offices to carry out any operational or administrative functions	0	0.00%	0	0.00%	3	7.69%	0	0.00%	0	0.00%
E(g)(ii) - Research and development of products or processes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
E(g)(iii) - Industrial processes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(a) - Provision of education	0	0.00%	0	0.00%	0	0.00%	0	0.00%	1	3.70%

Use Class	Portsmouth Road		St James' Road		Tangier Road		Tregaron Avenue		Winter Road	
	No of Units	%	No of Units	%	No of Units	%	No of Units	%	No of Units	%
F1(b) - Display of works of art (otherwise than for sale or hire)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(c) - Museums	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(d) - Public libraries	0	0.00%	0	0.00%	1	2.56%	0	0.00%	0	0.00%
F1(e) - Public halls or exhibition halls	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(f) - Public worship or religious instruction (or in connection with such use)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F1(g) - Law Courts	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(a) - Shops (mostly) selling essential goods, including food, where the shop's premises do not exceed 280 square metres and there is no other such facility within 1000 metres	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(b) - Halls or meeting places for the principal use of the local community	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(c) - Areas or places for outdoor sport or recreation (not involving motorised vehicles or firearms)	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
F2(d) - Indoor or outdoor swimming pools or skating rinks	0	0.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Sui Generis	1	11.11%	1	20.00%	13	33.33%	1	16.67%	8	29.63%
Vacant	0	0.00%	1	20.00%	0	0.00%	1	16.67%	3	11.11%
Total	9	100.00%	5	100.00%	39	100.00%	6	100.00%	27	100.00%