Portsmouth Parking Policy Statement

Drafted by Atkins Global Consultancy.
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1. Introduction

1.1. Overview

This Parking Policy Statement forms a central part of our approach to providing a high quality transport system for Portsmouth which supports the needs of residents, businesses, and visitors; and enables the delivery of our ambitious plans for development and economic growth across the City. The strategy will ensure that the policies for parking supply, management and operation in Portsmouth are:

- supportive of the wide range of transport infrastructure and service improvements being progressed;
- are implemented in a co-ordinated and timely manner; and
- are acceptable and financially sustainable.

It will also support the delivery of other local and sub-regional policies for transport and economic development, including the following key documents:

- the Portsmouth Plan: Portsmouth Core Strategy (Adopted 2012) - This sets out the Council’s vision, objectives, and policies for the development of Portsmouth up to 2027. The Plan outlines proposals for significant residential and commercial development at Tipner (PCS1), Port Solent (PCS2) and Horsea Island (PCS3), and Portsmouth City Centre (PCS4). It also sets out the Council’s aim to deliver a strategy that will reduce the need to travel and provide a sustainable and integrated transport network (PCS17);

- the Joint Local Transport Plan Strategy for South Hampshire (2011) – This seeks to create “A resilient, cost effective, fully integrated sub-regional transport network, enabling economic growth whilst protecting and enhancing health, quality of life and environment”. Policy F seeks to ‘develop strategic approaches to the management of parking to support sustainable travel and promote economic development’, in order to improve journey time reliability for all modes, and deliver improved air quality and environment, and reduced greenhouse gas emissions;

- the Transport for South Hampshire Transport Delivery Plan, 2012-2026 (February 2013) – This outlines a package of strategically important measures to support the delivery of the following sub-regional objectives for economic growth and carbon reduction:
  - strengthen urban areas in order to attract businesses and encourage the most sustainable patterns of living and working, reducing the need to travel;
  - increase size and improve quality of Public Transport network and other alternatives to car;
  - increase the travel options open to individuals to help encourage sustainable travel choices, reducing motorised travel; and
  - targeted improvements to the highway network.

The detailed evidence behind this document is presented in the Portsmouth Parking Strategy (2013).

1.2. Guiding principles

The underlying parking strategy is based around five guiding principles, which address the specific issues and challenges facing Portsmouth, and the Council’s aim of encouraging alternative modes to the car, especially for shorter journeys, while at the same time recognising that the majority of residents want to own a car and park it close to where they live:

- Maximise the provision of safe and convenient residential parking across the city, appropriate to the characteristics of the location

- Ensure transport provision within Portsmouth is able to cater for future demand and support the vitality and growth of the City.

- Manage car use for trips to and within the City and encourage use of more sustainable transport modes, especially for shorter journeys. This will reduce congestion, improve journey time reliability, and deliver environmental benefits including improved air quality and a reduction in greenhouse gas emissions.
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- Adopt a city-wide approach to parking which balances price, journey time, quality and convenience across the available parking supply and different target markets (commuter, business, visitor, and retail); and is financially sustainable.

- Maintain credibility with funding agents (such as the Department for Transport) and ensuring that wider investment in transport provision (e.g. new transport infrastructure and travel behaviour initiatives) represent value for money.

1.3. The need for a parking policy

The need for a parking policy reflects pressures on the network and the need to support wider transport investment and objectives, whilst also ensuring that parking requirements in the City are addressed.

Improving strategic access into Portsmouth has been identified as a priority for unlocking economic growth in the sub-region (Transformational Transport Investments in the Solent, Solent Local Enterprise Partnership, November 2013). Transport infrastructure is vital to business. In the CBI/KPMG Infrastructure Survey (2013)¹, 85% of businesses identified the quality and reliability of transport as having a very significant or significant influence on their investment decision-making, higher than for any other type of infrastructure.

(i) Pressures on the network and the need to improve strategic access

- Portsmouth has a constrained road network, which is already showing signs of stress.
- There is a shortage of off- and on-street residential parking at a number of locations across the city.
- There is excessive demand for parking at Gunwharf Quays and at certain City Centre car-parks, particularly at weekends, leading to congestion on approach roads (e.g. Park Road and Anglesea Road).
- A significant increase in future demand for travel in Portsmouth is predicted, as a result of increases in car ownership and significant housing and employment growth, estimated at 27% between 2013 and 2027 in the PM peak².
- Without intervention, including policies to promote use of park & ride and other sustainable transport modes and a complementary parking strategy, significant congestion is expected in the City Centre and at the approaches to / from the M27 motorway (primarily the M275 slip road and the A2030 Eastern Road). The road network in the City Centre will continue to be under significant stress, even with the proposed road layout improvements, if there is no mode shift away from car use.

The parking policies presented in this document will play a crucial role in addressing these issues, and providing an efficient transport network which supports the City's development and growth ambitions. Availability of parking is a key determinant of whether people chose to drive or use other modes.

(ii) Need to support wider transport investment and objectives

Considerable investment in public transport, walking and cycling modes is currently being made in Portsmouth, with further substantial investment planned (see Tables 1.1 and 1.2).

This parking policy is essential in terms of ensuring the benefits associated with this investment (network efficiency, more choice, faster and more reliable journey times, improved air quality, etc.) are delivered. A parking approach which effectively manages parking provision will support wider investment in sustainable transport modes. It will also provide certainty to public transport providers (e.g. train, bus / bus rapid transit, and ferry operators) about the environment within which they are operating and the level of risk associated with investing in services or network improvements.

¹ Connect more: CBI / KPMG Infrastructure Survey 2013 (CBI in conjunction with KPMG, 2013).
² Based on the Portsmouth Transport Model.
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Table 1.1  Current investment in sustainable transport

- **Tipner Park & Ride** – Part of a £28 million scheme at Tipner Interchange involving construction of a 663-space park & ride facility and associated transport measures on the M275 / A3 into the City Centre.

- **A Sustainable and Connected Centre: Supporting Portsmouth’s Retail, Tourism and Wider Economy** – A £7.5 million package to connect and promote sustainable access to the three retail and tourist centres within Central Portsmouth (City Centre, Gunwharf Quays, and Southsea). It focuses on improving connectivity in Central Portsmouth for walking, cycling and public transport modes; influencing behaviour through travel planning activity; and marketing, information and branding activities.

The package is being delivered over a three year period, 2012/13 to 2014/15; and involves a £5 million contribution from the Department for Transport’s Local Sustainable Transport Fund.

- **A Better Connected South Hampshire: Supporting Growth, Reducing Carbon, Improving Health** – A £31.2 million programme of investment across the Transport for South Hampshire area, comprising low cost physical improvements along key public transport corridors; integration of public transport with an inter-operable South Hampshire smartcard ticketing system; and a targeted marketing approach to achieve behavioural change on journeys to work.

The PCC component of this funding is approximately £2.2 million from the Department for Transport’s Local Sustainable Transport Fund, and an agreed local contribution of £0.3 million. The package is being delivered over a three year period, 2012/13 to 2014/15.

- **Northern Road Maintenance Scheme** – A £12.5 million essential maintenance scheme to maintain the existing road network and prevent a future major railway incident as a consequence of bridge failure. Northern Road Bridge carries the A397 over the main line railway at Cosham. The railway is the main route for trains between Portsmouth and Waterloo (via Basingstoke) and those along the southwest to Brighton. The A397 is one of the main arteries for traffic heading south into the city. The Bridge is a critical element of the A397, which is a priority route for emergency vehicles and is located just south of a major sub-regional hospital (Queen Alexandra), police station and fire station. It is on the main bus route to residential populations in the north of Portsmouth including Waterlooville, and is an integral part of the north/south public transport “Zip” corridor. Work is expected to be completed in Winter 2013/14.

- **Local Transport Plan** – An annual programme of investment in low cost capital schemes include traffic signal upgrades; safety improvements in the vicinity of schools; speed reduction measures; raised kerbs, bus stop improvements, and bus priority measures; pedestrian crossings, cycling, walking and rights of way improvements; and maintenance schemes.

Table 1.2  Planned investment in sustainable transport

- **City Centre Transport Scheme** – The Portsmouth Plan (PCS4 – City Centre) and the City Centre Masterplan Supplementary Planning Document (2013), identifies the following transport improvements as essential infrastructure to enable the substantial retail, leisure, and office development proposed for the City Centre: a new city centre road layout for the area north of Market Way, required to be in place before development can occur at Northern Quarter; the pedestrianisation of Edinburgh Road / Commercial Road South to enable relocation of market traders; a new bus interchange facility to accommodate relocated bus stops; pedestrianisation of Guildhall Walk / King Henry Street; alterations to St Michael’s Road / Winston Churchill Avenue. Design and feasibility work is currently underway, and a planning application for the new road layout is expected in late 2013.

- **The Hard Interchange** – The Hard Supplementary Planning Document (Adopted 2010, updated 2012) includes proposals for replacing the existing bus interchange, along with public realm, wayfinding, and cycle parking facilities.

- **South East Hampshire Bus Rapid Transit (BRT)** – The Portsmouth Plan (2012) identifies the need for better public transport links, including integration with the BRT (PCS1 Tipner; PCS16 Transport). Work is currently ongoing to develop and deliver a comprehensive BRT network for South East Hampshire. Some routes could potentially stop at the new Park & Ride site at Tipner.

- **Tipner to Horsea Island Bridge and Public Transport Link** – Port Solent and Horsea Island have been identified as areas of the city where there is the opportunity to deliver sustainable mixed-use development, providing housing, employment, leisure and retail uses. The Portsmouth Plan proposes 500 dwellings at Port Solent and 500 dwellings at Horsea Island. However, current access to Port Solent and Horsea Island is relatively poor, and the development at Horsea Island is dependent on a proposed new bridge from Horsea Island to Tipner. The bridge would cater for all vehicles, but the road link between Horsea Island and Port Solent would be restricted to access by buses, pedestrians and cyclists only. The new route would link Port Solent and Horsea Island to the city centre and the Park & Ride service at Tipner. The bridge link has also been identified as forming part of the proposed Bus Rapid Transit network for South East Hampshire in the longer term. Various funding streams are currently being considered.
The above factors highlight the need for a multi-faceted and integrated transport strategy which improves access by sustainable modes, addresses highway capacity issues at key locations, and caters for future demand for parking but also encourages use of sustainable modes (see Figure 1.1).

**Figure 1.3 Key elements of Portsmouth’s transport strategy**

- **Parking strategies which cater for future demand for parking but also encourage use of sustainable transport**
- **A sustainable and integrated transport network which supports economic growth and development**
- **Highway capacity improvements at key locations**
- **Measures to improve access by sustainable modes**
2. Specific issues and challenges

2.1. Introduction

This chapter describes the specific issues and challenges in terms of supply and demand for parking in Portsmouth, expanding on the themes highlighted in Chapter 1. The evidence behind these issues is presented in the Portsmouth Parking Strategy Working Papers.

2.2. Issues and challenges – General

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<th>Current issues</th>
<th>Description</th>
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<tr>
<td>Only a small proportion of parking provision is under the direct control of</td>
<td>• The Council only has direct control over:</td>
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<td>the City Council</td>
<td>- on-street parking;</td>
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<td></td>
<td>- Council owned off-street car parks and HRA spaces; and,</td>
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<td>- the provision of spaces in new developments (through the development control process).</td>
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<td></td>
<td>• Within the City Centre / Harbour Area the majority of parking currently consists of either private non-residential, or public off-street car parks owned by private operators, such as NCP, Cascades Shopping Centre and Gunwharf Quays. The Council has limited control over the use of these spaces. There are a large number of PNR car parks, and significant fragmentation of land ownership and users (employers); while private car park operators have commercial priorities which may differ from the Council’s own objectives for parking provision.</td>
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<td></td>
<td>• However, the Council is able to influence demand for parking, in terms of volume and the type of journeys associated with use of these spaces, by:</td>
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<td>- working directly with businesses to encourage a sustainable approach to parking and business / commuter travel, through travel planning, information, and marketing initiatives;</td>
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<td>- providing a public transport system (including park &amp; ride) which is attractive to existing and potential car users in terms of quality, cost, and journey time; supported by appropriate information and ticketing; and targeted at appropriate markets.</td>
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<tr>
<td>Constrained road network already showing signs of stress</td>
<td>• With only three roads linking the island to the mainland (M275, A3 and A2030) there is significant potential for congestion and pockets of severe congestion at peak times. The Portsmouth Transport Model shows that several parts of the network are already overloaded during peak periods, particularly:</td>
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<td>- in the City Centre North area at the southern end of the M275 (around Mile End Road, Commercial Road N, Market Way, and Hope Street) and;</td>
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<td>- on the A2030 Eastern Road approach to Central Portsmouth.</td>
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<tr>
<td>Significant scope for use of non-car modes</td>
<td>• The city lends itself well to other modes of transport. Portsmouth is a flat and compact city, making cycling and walking genuine alternatives to using a car. Most residential areas are within easy distance of a shopping area or at least a neighbourhood shop and schools are within walking distance of most families. The City Council’s aim is to encourage alternative modes to the car, especially for shorter journeys, while at the same time recognising that the majority of residents want to own a car and park it close to where they live.</td>
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<tr>
<th>Future issues</th>
<th>Description</th>
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<tr>
<td>Proposed redevelopment of Council owned off-street car parks….</td>
<td>• The City Centre Masterplan Supplementary Planning Document (2013) proposes the redevelopment of all Council owned off-street car parks (except Isambard Brunel MSCP and Commercial Road North) in the medium to long term. This will reduce the Council’s direct influence over parking provision in the City Centre.</td>
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<tr>
<td>….and privately owned and facility car parks</td>
<td>• The City Centre Masterplan also proposes the redevelopment of Market Way, Stanhope Road, Station Street, and Matalan car parks, in the medium to long term.</td>
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### Significant increase in future demand for travel as a result of further increases in car ownership and significant housing and employment growth

- Demand for travel is expected to increase significantly, as a result of a further increase in car ownership and significant housing and employment growth:
  - Evidence from TEMPRO 6.2 suggests an increase of approx. 10% in cars owned in Portsmouth between 2012 and 2020;
  - Portsmouth’s additional housing growth requirement to 2027 is 8,388 dwellings, equivalent to around 560 a year for the next 15 years (Portsmouth Plan, 2012);
  - Portsmouth Plan, Policy PCS4 - Portsmouth City Centre, provides for at least 50,000m² net of retail development (primarily in the northern section of the Commercial Road / Northern Quarter shopping area); 10,500m² of office development focused on Station Square and Station Street; a mix of other uses including an additional 9,500m² of food and drink development and new hotels; development of the Guildhall Area as a civic and cultural centre; and further mixed use development within The Hard;
  - the Ministry of Defence has a planned 10 year capital investment of £332m for the Naval Base, which includes preparing for the arrival of the Queen Elizabeth Class aircraft carriers, which will be based in Portsmouth at the latest from 2017.

### Increased car ownership and planned growth will place the road network under significant stress

- Traffic in Portsmouth is expected to grow by 16% in the AM peak, 27% in the PM peak and by 23% in the weekend peak hours between 2013 and 2027, due to a combination of housing and employment related trips that will be attracted and generated by the proposed development sites in the city (Portsmouth Western Corridor Transport Strategy, Atkins 2010). A significant proportion of that increase is expected to occur on the M275 / Western Corridor, with the main areas of congestion in 2027 predicted to be situated around the City Centre North area. High levels of congestion within the City could threaten the Council’s ambitious plans for development and economic growth within the City.

### 2.3. Issues and challenges – Off-street parking

#### Current issues

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<tr>
<td>Current level of public off-street parking supply is higher than in comparator cities</td>
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<td>Excessive demand for parking in specific city centre car parks and under-use of others</td>
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<td>Competitive pricing by private car park operators</td>
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#### Competitive pricing by private car park operators

- Private car park operators vary their tariffs on a frequent basis to respond to demand. Aggressive pricing strategies can impact on use of Council owned car parks.

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3 Derived from DfT’s TEMPro (Trip End Model Presentation Program) software.

4 Based on the Portsmouth Transport Model.
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| High use of public off-street car-parks by commuters and business visitors, due (in part) to the availability of low cost season tickets and permits | • Approximately 1,000 of the 3,000 vehicles parked in public off-street car parks in the City Centre and Harbour Area stay for more than 4 hours. Some of these will be shoppers and other visitors, but many will be commuters or business visitors.  
• In the City Centre, most long stay drivers use:  
  - Isambard Brunel car park (£3.4 / day using a Park-IT Pass or season ticket, or free for PCC essential users and corporate credit card holders);  
  - Craswell Street NCP (similar price);  
  - The Podium (free for PCC permit holders). |
| Very cheap HRA spaces available to commuters | • Council owned Housing Revenue Account (HRA) spaces can be rented by members of the public for only £26/month. A significant proportion of these spaces are conveniently located in the City Centre and are rented by all day commuters on a long term basis. The majority of commuters using these spaces live in Portsmouth, with a high proportion living in Eastney and renting a space in the City Centre, or living in the Hilsea area and renting a space in Southsea. Only a small proportion of users live outside Portsmouth, and use the M275. There is therefore limited scope for these users to transfer to Park & Ride. |
| Significant PNR parking at the naval dockyard | • The naval dockyard has by far the largest concentration of PNR supply in the city centre. |
| Current pricing and supply unlikely to encourage transfer to park & ride | • Given current pricing levels and supply for long stay parking in the City Centre, the new park & ride facility at Tipner (opens April 2014) is unlikely to be seen as an attractive alternative for weekday commuters, without:  
  - supportive city wide policies for car parking to encourage use of park & ride;  
  - adoption of an attractive fare structure. |
| Low levels of parking for disabled badge holders in off-street car parks | • There are 108 disabled badge holder spaces which are spread between nine of the car parks, i.e. 11 car parks have no designated disabled parking. Only 10 of the disabled badge holder spaces can be found in PCC owned car parks. Therefore most car parks do not comply with the Department for Transport’s guidance on Parking for Disabled People (TAL 5/95). This recommends the following provision levels: |
| | **Car park type** | **Up to 200 bays** | **Over 200 bays** |
| | **Employees and visitors to business premises** | Individual bays for each disabled employee plus 2 bays or 5% of total capacity, whichever is greater | 6 bays plus 2% of total capacity |
| | **Shopping, recreation and leisure** | 3 bays or 6% of total capacity, whichever is greater | 4 bays plus 4% of total capacity |

### Future issues

| Need for a co-ordinated city wide parking strategy to encourage use of park & ride | • The Park & Ride offering needs to be attractive (in terms of quality, cost, journey time and convenience) and balanced by appropriate provision of city centre parking (in terms of quality, cost, target market and supply) in order to ensure shoppers and visitors are discouraged from going elsewhere.  
• In the short-term, the opening of the Park & Ride facility at Tipner (April 2014) will result in a net increase in parking provision, even if car parks which have currently been approved for closure by Members to enable future development (i.e. Clarence Street, All Saints, Isambard Brunel, and Guildhall Walk) are closed early or tariffs are significantly increased to encourage Park & Ride use.  
• The Core Strategy includes a long term vision for an expanded Park & Ride site, based on 1800 spaces. |
| Private operators may reduce parking charges once Park & Ride opens | • Private operators may reduce parking charges once Park & Ride opens to provide more competitive rates in some of the City’s largest public car-parks. |
| Plentiful city centre parking in the short-term for weekday commuters, business travellers, shoppers, and visitors... | • During weekdays, car parks in the City Centre will be able to adequately meet the short-term demand for parking, even with the closure of the above car parks. The new park & ride facility is, therefore, unlikely to be seen as an attractive alternative for weekday commuters, on the basis of parking supply only. |
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#### ...but role for Park & Ride in relieving short-term pressure on certain car parks in the city centre and harbour area on Saturdays

- However, on Saturdays, there is already significant pressure on particular car parks in the City Centre and Harbour Area, which will increase further if any of the above car parks are closed, unless some demand is accommodated by the park & ride service.

#### Park & Ride needed to offset loss of parking capacity associated with construction of the Northern Quarter development....

- In the medium-term the closure of Market Way car park, along with Clarence Street and All Saints car parks, will reduce the overall provision of parking for trips to the City Centre (even taking into account Park & Ride).

  This will put significant pressure on City Centre car parks, particularly on Saturdays (when demand could be close to capacity) and to a lesser extent, at long stay car parks on weekdays. Park & Ride will have a crucial role to play in terms of catering for weekday commuters and weekend shoppers and visitors, during this crucial period. It will be essential that Park & Ride is seen as an effective alternative to City Centre parking, in order to avoid significant increases in search time for a parking space and to ensure that shoppers and visitors are discouraged from going elsewhere.

#### Important role for Park & Ride in catering for the significant increase in demand for parking following the opening of Northern Quarter / Strong case for expansion of Park & Ride site

- Following the opening of Northern Quarter, demand for parking will increase significantly more than demand. Analysis presented in the Parking Strategy document estimates an increase of 45% on weekdays and 82% on Saturdays, although these figures are probably close to a worst case scenario. In contrast, supply is expected to increase by only 14%, from 3466 (now) to 4020.

- Despite this, it is estimated that the supply of parking across both the City Centre and the Park & Ride site will be sufficient to meet demand for parking on weekdays.

- Given that the demand figures represent a scenario approaching the ‘worst case’, it is also estimated that there will be sufficient supply to cater for Saturday demand. The figures do, however, suggest that long term proposals to expand the Park & Ride site at Tipner may need to be bought forward to coincide with the opening of the Northern Quarter development, in order to comfortably cater for Saturday demand and avoid significant increases in search time for a parking space. In the longer-term a 665-space Park & Ride at Tipner is expected to be insufficient to meet parking demand for trips to the city centre.

- It is recognised that park & ride is not a practical option for the majority of those living within Portsmouth. Policies to promote park & ride use therefore need to be supported by measures to improve and promote access by sustainable modes. Alternative solutions involving increasing parking capacity in the City Centre are not sustainable given the forecast increase in trips to/from Portsmouth due to housing and employment development (see above).

- Further analysis is required to determine how much additional demand for parking in the medium to long term could be sensibly transferred to park and ride, taking account of journey origins.

- The development proposals for the City Centre will reduce the number of shopper parking spaces per 1000m² of retail floorspace from 55 (current) to approx 35. Although this is a significant reduction, the figure is still comparable with comparator centres such as Reading and Guildford.

#### Pressure on car parks in the Harbour Area expected to increase

- Development proposals for the Harbour Area will reduce the number of shopper parking spaces per 1000m² from 108 to 102, further exacerbating parking pressure in the area and causing serious problems at weekends.
2.4. Issues and challenges – On-street parking

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<th>Current issues</th>
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<tr>
<td>Limited off-street residential parking across most of the City</td>
<td>Most of Portsmouth’s built up area is a dense network of terraced streets built before the rise of mass private car ownership. Housing was built without the car in mind, so on-site parking is rare, and residents are forced to park on-street. Over time car ownership has increased and there is now almost the same number of cars as there are households in the City (see graph below). Data from the 2011 Census shows that, on average, a household now has access to 1.42 cars. This has greatly increased the pressure for parking on residential streets and in many areas there is a mismatch between the desire to own a car and the ability to park it close to home.</td>
</tr>
</tbody>
</table>
| Significant pressure for parking on residential streets | \[
\text{Growth in households and cars in Portsmouth, 1971-2011 (2011 Census)}
\]

| Residents Parking Schemes (RPS) are currently costly to introduce and enforce | The cost of consultation, set-up, operation and enforcement of Residents Parking Schemes is high in comparison to the income generated from the sale of second or third permits (first permits are issued free of charge). The majority of schemes operate 24-hrs a day, requiring expensive all day enforcement. Often, high parking demand relates to all day commuter parking. A one or two hour scheme operating at key times during the day would be sufficient to prevent commuter parking, and would reduce the level of enforcement required. Enforcement of free visitor parking (for 2-4 hrs) is costly to enforce due to the need for multiple visits to identify vehicles exceeding the maximum time limit. |
| Operational issues in RPSs | In some RPS areas, footway and grass verge parking is an issue. Community Enforcement Officers are unable to enforce this meaning that vehicles are left parked obstructing pedestrians and the highway. The use of permits for the parking of commercial vehicles is a concern in some schemes, where the nature of the roads is not suitable for larger vehicles. Complaints have been received from residents living on a zone boundary, relating to the displacement of parking from within the RPS to nearby roads outside the RPS. |
| Uncontrolled on-street parking supply close to the city centre | Approximately a third of on-street parking spaces in the City Centre are uncontrolled, i.e. no charges apply and the space is not included within a Residents Parking Scheme. There is anecdotal evidence that, in particular locations, uncontrolled on-street parking supply close to the city centre comes under pressure at night due to the high property densities and during the day due to commuters choosing to park in residential streets surrounding the city centre and other employment areas such as Kingston Crescent. |
| Free parking in RPSs reduces use of Pay and Display spaces | Most RPSs include free parking periods for visitors of between 1 and 3 hours. This discourages use of on-street and off-street Pay and Display spaces on the Seafront and in certain District Centres. |

<table>
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<th>Future issues</th>
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<tr>
<td>Further increase in car ownership predicted</td>
<td>National projections(^5) suggests an increase of approx. 10% in cars owned in Portsmouth between 2012 and 2020, placing additional pressure on on-street parking spaces.</td>
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\(^5\) Derived from DfT’s TEMPro (Trip End Model Presentation Program) software.
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<tr>
<th>Changing nature of housing (HMO and purpose built flats) will place more pressure on on-street spaces.</th>
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<td>• An increasing number of residential properties are ‘houses of multiple occupancy’, shared by three or more tenants who are not members of the same family (e.g. shared flats and houses, bedsits and hostels, halls of residence for students or nurses, boarding houses, hotels or bed and breakfasts with permanent residents). Levels of car ownership are often higher than for single household occupation properties.</td>
</tr>
<tr>
<td>• In addition, an increasing amount of residential development involves purpose built flat blocks with limited or no off-street parking.</td>
</tr>
<tr>
<td>• Current and emerging changes in planning legislation will also have implications for parking in the City.</td>
</tr>
</tbody>
</table>
3. Parking strategy for Portsmouth

3.1. Themes
This chapter presents our detailed parking strategy for Portsmouth, reflecting the guiding principles set out in Chapter 1 and addressing the specific issues and challenges identified in Chapter 2. Specific policies are presented for the themes shown in Figure 3.1.

Figure 3.1 Portsmouth Parking Policies

<table>
<thead>
<tr>
<th>Off-Street Paid Parking</th>
<th>On-Street Paid Parking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park &amp; Ride</td>
<td>Residents Parking</td>
</tr>
<tr>
<td>New development (Parking Standards)</td>
<td>Private Non-Residential Parking</td>
</tr>
<tr>
<td>Portsmouth Parking Policies</td>
<td>Enforcement</td>
</tr>
</tbody>
</table>

3.2. Target markets and high level strategy
The table below shows how parking supply will be targeted at different markets / user types. This high level strategy provides the basis for the detailed parking policies presented in the rest of this chapter.

<table>
<thead>
<tr>
<th>High level strategy</th>
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</thead>
<tbody>
<tr>
<td>• Prioritise City Centre and Harbour parking for short stay shopper and leisure visits (day and evening). Remove availability of free off- and on-street public parking spaces in these locations.</td>
</tr>
<tr>
<td>• Prioritise Seafront parking for short-medium stay visits for leisure / tourist and business purposes. Cater for day, short-break, and commuter trips to / from the Isle of Wight.</td>
</tr>
<tr>
<td>• Prioritise District Centre parking for short-medium stay visits by shoppers, leisure users and business travellers.</td>
</tr>
<tr>
<td>• Prioritise on-street parking in residential areas for local residents, where required. Maximise the provision of safe and convenient residential parking across the city, where appropriate.</td>
</tr>
<tr>
<td>• Make Park &amp; Ride the first parking choice for commuters, shoppers and visitors to the city, particularly for medium and long stay parking.</td>
</tr>
</tbody>
</table>
3.3. Park & Ride

3.3.1. New Park & Ride site at Tipner

Work began in January 2013 on the construction of a 663-space park & ride facility at Tipner, offering commuters and visitors to the city, high quality, fast access to key attractions within the City Centre and the Harbour area.

The Park & Ride site and associated bus priority is part of the £28 million Tipner Interchange Scheme, which also comprises creation of a new grade separated motorway junction on the M275 at Tipner to provide direct access to the park & ride site and adjacent development land, and bus priority measures.

The Department for Transport has provided £19.5m funding for the project, along with more than £8.5m of Council money. The park & ride site will open in April 2014.

The new parking facility is vital to the city's ongoing regeneration, as it will provide sustainable transport, catering for increasing numbers of visitors generated by a redeveloped city centre and seafront, as well as for commuters and major events in the city. The service will operate 7 days a week.

The specific objectives for Park & Ride are to:

- provide parking outside Portsmouth City Centre (with good public transport access into the centre) to support the planned regeneration of the City;
- relocate a proportion of commuter parking away from the City Centre to the Park & Ride site;
- attract leisure and shopping users, to address current shortfalls in parking supply and associated congestion in the City Centre and Harbour Area, particularly on Saturdays;
- provide public transport benefits to ‘walk-in’ local residents – There are currently around 1,200 people living within 400m of the Park & Ride site, and a total of 5,100 within 800m. The population within 400m is expected to more than double with the plans for regeneration in Tipner;
- be cost effective and financially sustainable for the Council.

3.3.2. Lakeside Park & Ride

In recent years a park & ride service has operated every Saturday from Lakeside, North Harbour, with stops at:

- Edinburgh Road - for the city centre shopping area (approx. 7 mins), and
- The Hard, for Gunwharf Quays, the Spinnaker Tower and the Historic Dockyard (approx. 12 mins).

This service will cease to operate once the new Park & Ride site at Tipner has opened.

3.3.3. Park & Sail

A new Park & Sail service was launched in July 2013, operating on weekends only during the summer months, from the multi-storey car park off the M275 at Portsmouth International Port. A shuttle bus transfers passengers to a waiting boat, for a 25-minute boat trip, including free commentary, passing the Royal Navy ships before arriving underneath the Spinnaker Tower. Ferries leave Portsmouth International Port on the hour between 10am-5pm, returning at half past the hour from 10.30am-6.30pm from Gunwharf Quays. The charge to park for the day at the Port’s secure, award winning car park is £5, with no additional cost for the boat trip.

The service is a Local Sustainable Transport Fund initiative and depending on its success, it may not operate in future years.
Parking Policy 1: Park & Ride

a. Make Park & Ride the first parking choice for commuters, shoppers and visitors to the city, particularly for medium and long stay parking.

b. Prioritise city centre parking supply for short stay visits, in terms of supply and price.

c. Adopt a pricing strategy which makes Park & Ride an attractive option for medium and long term visits, in comparison to parking in the city centre or harbour area, but does not discourage use of public transport modes or result in abstraction from existing public transport services.

d. Identify and implement bus priority measures which will reduce on-board journey times, and consider introducing camera enforcement of bus priority lanes.

e. Maintain a high frequency service, quality and convenience.

f. Work with major employers in the city to encourage use of the Park & Ride by commuters, including pre-selling spaces during weekdays.

g. Develop and implement a Portsmouth City Council Staff Travel Plan and Staff Car Parking Policy to reduce dependence on the private car and encourage staff who drive to work to use park & ride or other sustainable alternative for their journey to work.

h. Develop promotional offers and discounts to encourage use of Park & Ride for events/attractions in the city; and strongly promote Park & Ride as an alternative to parking at Gunwharf Quay and the Historic Dockyard.

i. Consider expanding the Park & Ride capacity at Tipner following the opening of the City Centre North Development.

3.4. Off-street and on-street paid parking

3.4.1. City Centre and the Harbour Area

Portsmouth currently has a large amount of off-street parking in the City Centre, when compared with comparator cities. Nevertheless, certain car-parks (Guildhall Walk and Isambard Brunel car parks) are under sufficient pressure during the week, reflecting their multiple use by workers, business travellers, and shoppers / leisure users. At weekends, peak accumulation in the City Centre reaches 76%, while peak demand exceeds 90% at Cascades, Crasswell St. and Market Way car-parks (all privately owned). However, neither Guildhall Walk or Isambard Brunel car parks are well used at weekends.

Gunwharf Quays is heavily over-subscribed at weekends, due in part to the long average length of stay despite above average tariffs, and significant use by visitors to the Historic Dockyard. This puts severe pressure on other car-parks in the Harbour Area, and also causes significant congestion on the approach roads, along Anglesey Road (southbound), and Park Road (westbound), particularly at weekends and public holidays.

Target market

City Centre parking has an important role to play in maintaining the vitality of the retail and leisure offering in the City Centre and Harbour Areas. We therefore intend to prioritise provision of off and on-street paid parking at short stay shopping and leisure trips; and encourage weekday commuters and business travellers, weekend tourists, and weekday / weekend long stay shoppers to use the Park & Ride.

Supply and demand

The Council is currently responsible for 26% of off-street parking spaces (988 spaces) in the City Centre, across seven car parks. However, the City Centre Masterplan (2013) proposes the redevelopment of All Saints, Clarence Street, Guildhall Walk and Isambard Brunel SCP car parks.

Closing these car parks, along with Commercial Road North car park, will encourage use of park & ride by commuters and business travellers during the week, and long stay shoppers on weekdays and Saturdays.

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Mary Portas highlighted the importance of providing short-term city centre parking to support high street performance, ideally free of charge, in The Portas Review: An independent review into the future of our high streets (Portas, 2011).
Isambard Brunel MSCP (460 spaces) and The Podium car park (69 spaces) will be retained, with a greater focus on use by short stay shoppers, particularly on Saturdays, but still retaining some longer stay parking supply in the City Centre (albeit at a premium tariff).

The Isambard Brunel MSCP is currently under-used at weekends, with demand peaking at just 20% of capacity. This is thought to be due to the slight longer walk to the core shopping area (c. 8 minutes) compared with other City Centre car parks, the severance effect of the railway line and possibly concerns over personal safety, and the perceived remoteness of the car-park (being located the opposite side of the railway line from the core shopping area and other popular car-parks used by shoppers).

Measures to increase the attractiveness of Isambard Brunel MSCP for weekend shoppers would help relieve pressure on the more popular City Centre car-parks (and potentially at Gunwharf Quays), and in the longer term accommodate some of the increased demand for retail and leisure parking. Previous attempts at offering discounted tariffs on weekends have been unsuccessful, suggesting a need for a more comprehensive approach, which could also involve:

- improving the walking route to the car park from the core shopping area, in particular signage, lighting, security issues and general appearance of the area;
- improving pedestrian routes and signing to/from the harbour area, providing a free shuttle bus, or free travel on trains between Portsmouth & Southsea and Portsmouth Harbour station;
- examining the costs and potential benefits of a major refurbishment of Isambard Brunel MSCP; and
- providing better road signage to the car-park, particularly for traffic entering the City Centre from the east.

In the Harbour Area, closure of The Harbour car park (identified for development in The Hard Supplementary Planning Document, 2012), would help encourage use of park & ride by shoppers and leisure visitors.

Proposals for the Northern Quarter development could significantly increase the supply of off-street parking in the City Centre. Any planning decision will need to consider whether the level of parking proposed could be accommodated in the context of this Parking Strategy and the performance of the transport network.

Traffic Management and Variable Message Signs

Vehicles searching for parking spaces can contribute to congestion problems in the city centre. The introduction of variable message signing (VMS) to direct traffic to available parking by the most appropriate route, would mitigate against this type of congestion.

Traffic management measures are also required to:

- mitigate the effects of queuing traffic on Park Road and right turning traffic from Anglesea Road to Park Road; and
- mitigate against congestion in the Harbour Area.

<table>
<thead>
<tr>
<th>Parking Policy 2: Off-Street and on-street paid parking (City Centre and Harbour area)</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Maintain short stay parking at competitive rates to support the City Centre retail and leisure economy.</td>
</tr>
<tr>
<td>b. Provide a limited number of on-street Prime Parking spaces offering convenient short term parking for quick and easy access to major commerce and amenities, where appropriate.</td>
</tr>
<tr>
<td>c. Consider applying a premium tariff for medium and long stay parking at Isambard Brunel MSCP, The Podium (Saturdays only) and on-street locations, to encourage use of park &amp; ride and alternative modes.</td>
</tr>
<tr>
<td>d. Restrict the supply of medium and long term parking to encourage use of park &amp; ride and alternative modes.</td>
</tr>
<tr>
<td>e. Where appropriate, convert remaining uncontrolled kerbside spaces in the City Centre / Harbour area which are not predominantly used for residential parking, to short stay paid parking, to encourage use of park &amp; ride and alternative modes.</td>
</tr>
<tr>
<td>f. Extend normal day time on-street charges to night time periods in City Centre / Harbour locations closest to evening amenities, to encourage use of alternative modes in areas of high accessibility,</td>
</tr>
</tbody>
</table>
g. Undertake a high profile publicity and awareness raising campaign for the new Park & Ride facility at Tipner prior to opening and closure of any car parks. Specifically target Saturday shoppers, prior to the closure of car parks relating to the Northern Quarter development (particularly Market Way) to avoid adverse levels of stress on other City Centre car parks.

h. Develop and implement a Portsmouth City Council Staff Travel Plan and Staff Car Parking Policy to reduce dependency on the private car and encourage staff who drive to work to use park & ride or other sustainable alternative for their journey to work. Reduce the number of staff parking in Isambard Brunel MSCP and The Podium cars parks.

i. Examine opportunities to encourage use of Isambard Brunel car parks for short stay visits, particularly on Saturdays (e.g. publicity, lower short stay tariffs, better signing / wayfinding to/from the City Centre). In the longer term, consider the costs and benefits of refurbishing Isambard Brunel MSCP, to improve the overall quality, security and environment.

j. Introduce VMS to inform drivers about the availability of short and long stay parking, enable them to adapt their parking behaviour to changes in supply, and direct traffic by the most appropriate route. Consider feasibility of developing a phone app with real time information on parking availability.

k. Keep provision of parking for blue badge holders (disabled users) under review on an on-going basis to ensure compliance with government legislation.

3.4.2. Seafront

There are approximately 1,240 off-street spaces on the Seafront, as well as significant amounts of on-street parking.

Target market

Seafront parking has an important role to play in supporting the visitor and tourist economy, by providing attractive and convenient parking, particularly for short and medium term visits.

Seafront spaces are well used at weekends and during seasonal peaks. However, these car parks face direct competition from adjacent Residential Parking Schemes, which typically offer between 1 and 3 hours of free parking for visitors.

Parking Policy 3: Off-street and on-street paid parking (Seafront)

a. Provide sufficient parking, at competitive rates, to promote a vibrant tourist and leisure economy on the seafront; and cater for day, short-break, and commuter trips to/from the Isle of Wight.

b. Provide a limited number of on-street Prime Parking spaces offering convenient short term parking for quick and easy access to major commerce and amenities, where appropriate.

c. Consider removing free short term (permit-free) parking in nearby Residential Parking Schemes, to reduce pressure on residential spaces and help generate sufficient revenue to ensure the parking strategy for the City remains financially sustainable. (See Parking Policy 5)

d. Improve connectivity to the seafront for sustainable modes through the Local Sustainable Transport Fund programme (A Sustainable and Connected Centre) and other investment programmes.

e. Keep provision of parking for blue badge holders (disabled users) under review on an on-going basis to ensure compliance with government legislation.

3.4.3. District Centres

There are approximately 140 Council-owned off-street spaces in Cosham, North End, and Fratton; as well as a combination of uncontrolled and paid on-street spaces.

Target market

The availability of cost-effective and convenient short-term parking for shoppers, leisure users and business travellers, is important in maintaining the vitality and viability of District Centres.
Pricing
Parking tariffs are maintained at a level which supports a healthy retail and business economy and does not deter trips to these centres. Charges are therefore lower than in the City Centre, Harbour area and on the Seafront, where there is a greater amenity value.

Parking Policy 4: Off-street and on-street paid parking (District Centres)

a. Provide sufficient parking, at competitive rates for short to medium stay trips, to promote healthy retail and business economies.
b. Provide a limited number of on-street Prime Parking spaces offering convenient short term parking for quick and easy access to major commerce and amenities, where appropriate.
c. Balance the needs of residents and commuter parking associated with Fratton and Cosham stations. Keep under review, the case for introducing new Residents Parking Schemes (see Parking Policy 5); or convert uncontrolled spaces to paid parking where congestion needs to be managed more effectively.
d. Keep provision of parking for blue badge holders (disabled users) under review on an on-going basis to ensure compliance with government legislation.

3.5. Residents Parking Schemes
Residents Parking Schemes were first introduced 1999, with the aim of optimising parking opportunities for residents, whilst ensuring local businesses are catered for. There are currently 34 schemes that operate across Portsmouth, which vary in terms of size and bay designation type. Some schemes consist solely of residents’ parking permit bays, whereas others include a mix of permit bays for both residents and local businesses, and limited waiting and pay & display bays for visitors. Free parking for up to 1, 2, or 3 hours is permitted in most schemes, and residents can also buy visitor scratch cards that allow visitors to park. The majority of schemes operate 24 hours a day.

Schemes are requested by residents through their councillors or neighbourhood forums. Once there is enough support for such a scheme, a survey of residents’ views is conducted to determine the level of support for a Residents Parking Scheme and views on how it should operate (number of days a week, hours of operation, provision of free parking for a limited period). At least 51% of respondents must be in favour in order for the scheme to be implemented, although specific local circumstances may also influence the decision whether or not to proceed with a scheme. At this stage, the legal process of advertising for public consultation takes place, followed by the implementation of the scheme. All schemes are enforced by Civil Enforcement Officers employed by Portsmouth City Council.

The locations of the current Residents Parking Schemes are shown in Figure 3.1.

Permit information
The first resident permit is free to qualifying residents. The second resident permit costs £53.50 annually and additional permits, if approved, cost £107.50 per permit each year. Third permits are only approved under exceptional circumstances. They are issued at the discretion of parking section managers.

The first business permit costs £107.50 annually. The second business permit costs £215 annually and additional permits, if approved, cost £325 per permit each year.

Permits for visitors can be purchased for 12 hours, 24 hours, 4 consecutive days or 7 consecutive days, costing 95p, £1.80, £5.50 and £9.80 respectively.

These prices have been in place since 2010.

In 2010/11, the Council issued 11,459 residents permits, and 975 business permits7. The majority of permits (80%) were first permits, issued with no charge.

7 PCC Annual Parking Report 2010/11
Financial sustainability

The cost of consultation, set-up, operation and enforcement of Residents Parking Schemes is high in comparison to the income generated from the sale of second or third permits. At present, Residents Parking Schemes are not financially sustainable.

Figure 3.1 Residents Parking Schemes
Parking Policy 5: Residents parking

a. Operate Residents Parking Schemes (RPS) in locations where there is a need to optimise parking opportunities for residents, whilst ensuring local businesses are catered for.

b. Ensure existing schemes remain financially sustainable. This may involve: revising the process for introducing RPSs, introducing charges for first permits (particularly for businesses); increasing charges for second and third permits; changing how RPSs operate (hours of operation, provision of free parking), identifying an alternate revenue source.

c. Keep under review, the case for introducing new schemes. Priority will be given to schemes:
   - which are supported by local residents, the Ward Member, and PCC officers (e.g. Parking Manager, Transport Policy Manager);
   - which are in an area where there are a high proportion of properties that do not have access to any off-street car parking (driveways, garages, etc);
   - which are located close to a major trip attractor (local centre, hospital, leisure venue, etc) or transport interchange (rail station, bus station, etc);
   - where there is evidence that high parking demand relates to all day commuter parking.

d. Consider replacing free periods of parking for visitors (for up to 1, 2 or 3 hours) with a requirement to display a visitor permit or pay for parking in locations, primarily in locations where this competes directly with on-street / off-street paid parking and in City Centre / Harbour locations where free visitor parking will discourage Park & Ride use. This will also reduce the need for frequent and costly enforcement visits.

e. Review the requirement for schemes to operate 24 hours a day, and consider much shorter periods of operation where high demand relates to commuter parking.

f. Keep under review the case for restricting the use of residents’ permits to certain types of vehicles (e.g. commercial vehicles) in specific areas where parking of commercial vehicles is identified as a significant problem, in terms of safety and / or restricting access.

g. Consider options for addressing footway and verge parking (e.g. introduction of a local pavement parking ban, or physical methods such as high kerbs and bollards) in specific locations where this is identified as a significant problem.

3.6. Private Non-Residential Parking

Private non-residential (PNR) car-parks account for approximately half of parking supply in the Western Corridor and City Centre, mainly for use by employees and visitors to private organisations.

These car parks contribute significantly to traffic flow and congestion within the City. The Council, however, has limited direct control over the use of these spaces, except through the planning process in terms of:

- parking standards for future development; and
- indicating through the Local Development Framework those sites currently occupied by parking where redevelopment will be encouraged.

The Council can also indirectly influence the number and type of journeys associated with use of PNR spaces, by:

- working directly with businesses to encourage a sustainable approach to parking and business / commuter travel, through travel planning, information, and marketing initiatives;
- providing a public transport system (including park & ride) which is attractive to existing and potential car users in terms of quality, cost, and journey time; supported by appropriate information and ticketing; and targeted at appropriate markets.
3.6.1. Travel planning and behaviour change

Workplace travel plans provide an effective means of reducing reliance on the private car and promoting the use of alternative modes, particularly for journeys to work. Through our Local Sustainable Transport Fund programmes\(^8\), we are currently working with a number of key employers within the City to develop workplace travel plans. For example:

- **Workplace Sustainable Travel Fund** – Enables local businesses to bid for money to introduce sustainable travel measures. Successful businesses receive up to 5 days support to develop a workplace travel plan, and access to a range of promotional activities and incentives such as Bike Doctor and Adult Cycle Training. Funding was awarded to five businesses in 2012/13, including Hovertravel on the Seafront, employing over 30,000 people; and
- **Businesses** – We have developed bespoke information for business travel, and are producing a customised travel information ‘toolkit’ that provides information on all travel modes, incentives and contact details relating to the site.

We are also supplementing these activities with a number of travel information and behaviour change initiatives to encourage greater use of sustainable alternatives for trips to the City Centre and Harbour Area:

- **Personalised Journey Planning** – Directly targeting 8,000 households in three areas of Portsmouth;
- **My Journey website** – A one stop destination for travel information and advice in and around the Portsmouth area ([www.myjourneyportsmouth.com](http://www.myjourneyportsmouth.com)); and
- **Various training and promotional activities** (e.g. Lord Mayor’s Bike Ride, cycle training, guided rides, Access2Cycling days with local organisations, bike recycling sites, school initiatives, etc.).

In addition, we are developing a Portsmouth City Council Staff Travel Plan and Staff Car Parking Policy, which will enable us to lead by example in promoting sustainable travel (e.g. park & ride, public transport, walking and cycling).

<table>
<thead>
<tr>
<th>Parking Policy 6: Private non-residential parking</th>
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<tbody>
<tr>
<td><strong>Portsmouth City Council Staff Travel Plan</strong></td>
</tr>
<tr>
<td>a. Develop and implement a Portsmouth City Council Staff Travel Plan and Staff Car Parking Policy to reduce dependence on the private car and encourage staff who drive to work to use park &amp; ride or other sustainable alternative for their journey to work. Review the number of staff parking in Isambard Brunel MSCP and The Podium cars parks.</td>
</tr>
<tr>
<td><strong>Travel planning and behaviour change</strong></td>
</tr>
<tr>
<td>a. Continue to work with key employers to develop workplace travel plans that reduce reliance on the private car and promote the use of alternative modes.</td>
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<tr>
<td><strong>Other</strong></td>
</tr>
<tr>
<td>b. Within the context of wider regeneration and redevelopment activities, examine opportunities to develop land swap (and other similar) deals to incentivise employers to relocate to alternative premises which are more accessible by public transport and provide better access to local amenities for employees.</td>
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3.7. Enforcement

Enforcement has an important role to play in ensuring that the intended outcomes of this parking strategy are delivered.

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\(^8\) A Sustainable and Connected Centre - Supporting Portsmouth’s Retail, Tourism and Wider Economy is a £7.5 million package to connect and promote sustainable access to the three retail and tourist centres within Central Portsmouth (City Centre, Gunwharf Quays, and Southsea). A Better Connected South Hampshire: Supporting Growth, Reducing Carbon, Improving Health is a £31.2 million programme of investment across the Transport for South Hampshire area, which includes a targeted marketing approach to achieve behavioural change on journeys to work.
Parking Policy 7: Enforcement

a. Ensure that there are sufficient Civil Enforcement Officers to enforce parking across the City in an efficient, effective and cost effective manner.

b. Introduce use of CCTV and camera enforcement, to support Civil Enforcement Officers, and capture short term contraventions such as bus lane contraventions.

c. Prioritise enforcement on the following:
   i. Ensuring the safety of road users, particularly vulnerable members of society (e.g. pedestrians and cyclists outside schools);
   ii. Keeping strategic routes clear (particularly park & ride and bus corridors);
   iii. Revenue protection (i.e. use of Pay & Display spaces);
   iv. Residence convenience (Residents Parking Schemes, illegal parking next to dropped kerbs and disabled bays).

c. See also Parking Policy 5: Residents Parking (visitor parking).

3.8. New Development (Parking Standards)

The Parking Standards Supplementary Planning Document is currently being reviewed and will be a material consideration when planning applications are determined.

The parking standards for the city are designed to provide adequate parking for residents’ needs in new residential development, and limit the level of parking at journey destinations. Expected standards are provided, but developers are expected to consider the specific circumstances of their development and justify their parking provision accordingly.