



# Portsmouth

## CITY COUNCIL

### Traffic, Environment & Community Safety Scrutiny Panel

**A REVIEW OF GENERAL PARKING ISSUES IN PORTSMOUTH  
WITH A VIEW TO CONSIDERING ALTERNATIVE  
STRATEGIES.**

**Date published: 8 February 2019**

**Under the terms of the council's constitution, reports prepared by a scrutiny panel should be considered formally by the cabinet or the relevant cabinet member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.**

*Preface*

The Traffic, Environment & Community Safety Scrutiny Panel undertook a parking review into how we can work together with residents and businesses to address parking congestion in Portsmouth.

The aims of this review were to look at the complex issues and to identify potential solutions. During the review which was carried out between September 2016 and February 2019, the panel received evidence from a number of sources, which it used to draw up a series of recommendations to submit to the Cabinet.

I would like to convey on behalf of the panel my sincere thanks to everyone who contributed to making this review a success, particularly the officers in Traffic and Transportation and Democratic Services.

.....  
Councillor Simon Boshier  
Chair, Traffic, Environment & Community Safety Scrutiny Panel

Date: 8 February 2019

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### List of Abbreviations Used.

<b>Abbreviation</b>	<b>Definition.</b>
BRT	Bus Rapid Transit
CEO	Civil Enforcement Officer
EIA	Equality Impact Assessment
MORI	Marketing and Opinion Research International
PFOE	Portsmouth Friends of the Earth
PSSPD	Parking Standards Supplementary Planning Document
RPZ	Residents' Parking Zone
SEHRT	South East Hampshire Rapid Transit
TEBS	Traffic, Environment & Business Support

## Executive Summary

### 1. To understand and evaluate the current parking situation in the city which would include:

#### a. The legislative background.

1.1.1 When setting parking standards for development, the local Planning Authority must consider many factors including accessibility, type, mix, use, the availability for public transport, local car ownership levels and an overall need to reduce the use of high emission vehicles.

1.1.2 The five guiding principles of the Parking Standards Supplementary Planning Document are:

1. To maximise the provision of safe and convenient residential parking across the city, appropriate to the characteristics of the location.
2. To ensure that transport provision within Portsmouth is able to cater for future demand and support the vitality and growth of the city
3. To manage car use for trips to and within the city and encourage use of more sustainable transport modes especially for shorter journeys
4. To adopt a city-wide approach to parking which balances price, journey time, quality and convenience across the available parking supply and different target markets and is financially sustainable
5. To maintain credibility with funding agents and ensure that wider investment in transport provision represent value for money

1.1.3 It also provides a high level strategy which:

- Prioritises the city centre and harbour parking for short stay shopper and leisure visits (day and evening) and removes the availability of free off and on-street public parking spaces in these locations.
- Prioritises the seafront parking for short-medium stay visits for leisure, tourist and business purposes. This caters for day, short-break and commuter trips to and from the Isle of Wight.
- Prioritises District Centre (Cosham, North End and Fratton) parking for short-medium stay visits by shoppers, leisure users and business travellers.
- Prioritises on-street parking in residential areas for local residents, where required. This maximises the provision of safe and convenient residential parking across the city, where appropriate.
- Makes Park & Ride the first parking choice for commuters, shoppers and visitors to the city, particularly for medium and long stay parking.

1.1.4 Members considered an extract which showed the number of parking spaces which different size and types of properties are expected to require: a residential property with one bedroom would have one space; a two or three bedroom property 1.5 and a property with four or more bedrooms, two spaces. Expected visitor parking spaces is 10% of the total number of parking spaces. It also shows expected cycle spaces for all types of properties. There is some flexibility in the strategy to recognise that developers may wish to provide more or less parking in their schemes.

1.1.5 Parking standards in Portsmouth need to reflect local circumstances, strike the right balance between providing a sufficient number of parking spaces, promoting good

design and using land efficiently. The availability of developable land is extremely limited in Portsmouth.

- 1.1.6 The purpose of the planning system is to contribute to the council achieving sustainable growth. The government also expects it to encourage solutions which support reductions in greenhouse emissions and reduce congestion. Transport policies have an important role to play in facilitating sustainable development which should be focused around centres and public transport hubs. Within the city, the focus should be about promoting cycling, walking and the use of public transport. The city's character lends itself well to modes of transport other than the car.
- 1.1.7 It is important to improve access to sustainable modes of transport, address highway capacity issues in key locations and consider future demand for parking. All these aspects are essential to support sustainable growth within the city.
- 1.1.8 The council wants to support development in the city and recognises that a rigid set of standards will not achieve this. Each application is considered on its own merits. Many issues are considered including the availability of parking within the surrounding area and proximity to town centres, bus routes and railway stations, the development size, site characteristics, the expected profile of residents and the availability of mitigation and heritage issues.
- 1.1.9 Vehicle technology is improving. In ten years' time there may be no more diesel cars on the road as investment in public realm opportunities increases and more people walk and cycle.

**b. The management of supply and demand for parking, both on and off street.**

The Situation

- 1.2.1 There are competing demands on the limited network and a shortage of both off and on-street residential parking at a number of locations across the city. The number of cars registered to Portsmouth addresses continues to increase but kerb space remains largely the same. It is important to promote and invest in alternatives to driving. There is no single solution to this issue. All options need to be considered as part of the wider strategy.
- 1.2.2 Demand for parking reportedly tends to peak during the Summer months, particularly at weekends and when large events are being held. There is a high number of people parking their cars in the city and not moving them for most of the day. This overwhelms existing parking services, both on and off street.
- 1.2.3 In Old Portsmouth the increasing demand for parking was reportedly due to a number of factors including recent developments, reduced parking spaces, multiple car ownership, residents not using garages/ car ports, cars being too big to fit onto off-road parking space and lack of parking rules' enforcement.

The University of Portsmouth

- 1.2.4 The university encourages staff to use alternative modes of transport. There is no database of student who own cars. The university car parks are pay and display and are open to the public from 5pm to 8am on week days and all day at the weekends at a charge of £2 per day. A limited number of visitors' parking is provided.

1.2.5 In university-operated halls of residence, the tenancy agreement includes a clause prohibiting students from bringing cars to the city. Individual rooms are now classed as having individual addresses and therefore tenants can apply for RPZ permits. However, this does not fit with the shared agenda of the council and the university to reduce the number of cars in the city. A consultation will shortly be launched on a proposal to amend the wording on a Traffic Regulation Order to change the eligibility criteria to exclude students in halls of residence from being eligible for permits. This proposed change would reinforce the university's policy and would also support the wider agenda to improve air quality. A Park & Ride 2 bus service has been introduced to better serve university and students. It is also used by other customers.

#### Council Car Parks

1.2.6 Nancy Road car park is leased to the Victory Business Centre during the day and available for use by permit holders in the GA parking zone at weekends. Rodney Road is under a 12 year lease with a car dealership. The only council car park that had been sold in the last five years was in Greetham Street to enable development.

1.2.7 Citywide Taxis suggested that the existing parking facilities could be used more efficiently.

#### Residents' Views.

1.2.8 The panel considered 160 residents' views on parking that had been submitted in response to a highways survey in 2016. The views covered problems parking in residential roads, parking at junctions and the expensive and infrequent bus service.

1.2.9 A number of deputations from members of the public were also received covering: air quality, parking meter areas; residents parking permits; commercial vehicles parked in residential areas; enforcement; directions for pedestrians; promoting cycling; taxi use, parking provision in new builds, displacement parking problems from RPZs into adjacent areas, the effectiveness of this review, the possible introduction of a referendum on the introduction of a city-wide RPZ.

1.2.10 The panel carried out a public survey between June and July 2017 about parking issues in the city and proposed solutions. The responses were developed into questions for a workshop where concerns were raised about parking permits, commercial vehicles and parking in relation to sustainable transport.

1.2.11 A further survey was carried out to elicit residents' views on these particular issues and almost 3,000 responses were received. All postcodes were represented although the majority of responses were from residents in PO2 and PO4 areas. Two-person households were the most responsive. Most respondents had one vehicle per household. This high level analysis shows that parking demand in Portsmouth outweighs parking supply.

1.2.12 Here is a summary of the results of this survey:

1. 85% of respondents living outside a permit area view parking as problematic, compared to 72% of residents inside parking zones.
2. The general attitude to parking in Portsmouth does not vary by area.
3. The areas identified as being most impacted by parking congestion were:

- North End (the roads leading off Chichester Road, Powerscourt Road and Laburnum Grove).
  - Southsea (the roads leading off Fawcett Road, Francis Avenue and Albert Road).
  - Copnor (the roads leading off Stubbington Avenue and Mayfield Road), Fratton (the roads leading off Fratton Road).
4. When asked to identify the cause of parking congestion across the city, the responses included: commercial vehicles parking on residential streets, poor parking, large spaces being left between cars, too many cars for on-street parking capacity, too many students/ HMOs in the area, neighbouring roads having parking restrictions/ permits which causes pressure in neighbouring area and people ignoring already existing parking restrictions.
  5. 41% of respondents thought that parking zones have improved parking congestion, 41% think they have not and 18% were unsure.

### Traffic Levels

- 1.2.13 The afternoon peak in traffic usually includes trips for reasons other than solely commuting (e.g. retail and leisure) whereas the morning peak is more limited to inbound commuting. Most car journeys are within the city.
- 1.2.14 There will be a significant increase in future demand for travel due to a combination of housing and employment-related trips that will be attracted and generated by the proposed development sites in the city.
- 1.2.15 The panel considered the breakdown of journeys made by car in Portsmouth. It is estimated that 65% of journeys start and finish within the city.
- 1.2.16 Stagecoach South explained that the predicted traffic levels would place an intolerable strain on the infrastructure. Given the nature of the city, it cannot accommodate unrestricted access by car.

### On-Street Parking

- 1.2.17 Residential disabled bays are installed in response to residents' requests outside or close to where they live, if certain criteria are met.
- 1.2.18 There are currently 3,285 on street parking bays which require payment to park. Prime Parking is available at three locations across the city and facilitates short term parking at highly desirable places.
- 1.2.19 There are 755 limited wait spaces within the city which are usually used to support local businesses and shops, enabling a quick turnover of vehicles
- 1.2.20 There are 10,239 parking spaces within the 33 Residents' Parking Zones (RPZs) in the city. The RPZs currently cover 19% of the city's streets.
- 1.2.21 The Cabinet Member for Traffic & Transportation<sup>1</sup> explained that demand for on street parking in the city exceeded the kerb space available, and this is increasing. He considered it would be useful if the review looked at a city-wide strategy which would mean that resources would be freed from dealing with individual areas. A city-wide

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<sup>1</sup> The Cabinet Member for Traffic & Transportation as at 3 November 2016.

approach would not mean that the same measures would be implemented in every street. It is important to consider the potential impact of any decision on the rest of the city.

1.2.22 The Portsmouth Cycle Forum expressed concern about the potential risks of echelon parking and where there is no buffer zone between cycle lanes and parking spaces.

#### Off-Street Parking

1.2.23 The possibility of increasing use of off-street parking had been explored with large shops and schools but there had been a degree of reluctance to participate.

1.2.24 A customer is required to submit applications to Colas to request a Vehicle Crossover and the associated Road Markings. The applications seek to identify the following:

#### Vehicle Crossover

- Ownership of the property (if the applicant is not the owner of the property, written permission is required from the owner before works can be considered);
- Location. Planning permission is required if the crossing opens onto a Classified Road;
- Type of vehicle using the access i.e. light (cars, vans etc..) or heavy duty (HGV);
- Any obstructions or obvious obstacles (street furniture, utility covers, trees);

#### Road markings

- Does the property have an existing purpose built pavement vehicle access? If not the application will be rejected.
- If an existing vehicle access exists is there a clear space to park a vehicle on your property? If not the application will be rejected.
- Are there existing double yellow lines at the proposed location? If not the application will be rejected.

This information is used by Colas to assess the initial application. A site visit will be conducted to review the request and a decision will be made based on this inspection after considering the following factors:

- Available Space
- Safety issues
- Gradient of footway/carriageway
- Street Trees
- Proximity to a Bus Stop
- Proximity to Controlled Crossing and School Zig-Zags
- Proximity to Controlled Crossings
- Presence of Grass Verges
- Presence of a garage
- Residents Parking Zones
- Street Furniture
- Existing vehicle crossovers

1.2.25 With regard to vehicles parking on the pavement the council can enforce where there are formal parking restrictions marked with signs and lines. The parking restrictions

cover the carriageway and the footway. If there are no formal parking restrictions the police can take action if they consider the vehicle is causing an obstruction.

- 1.2.26 The government is looking at possible changes to legislation regarding parking on pavements. One option being considered is delegating power to local authorities to enforce the banning of parking on pavements. It is important to consider whether the roads would be obstructed if vehicles were moved off the pavements.

#### Influencing Choices

- 1.2.27 There is infrastructure in place for cycling and walking. The council is promoting less busy, safer cycling routes. People are also encouraged to use buses and car share. Sustainable travel is promoted in the Parking Strategy SPD, by means of mandated workplace travel plans and permits for new developments.
- 1.2.28 Portsmouth Friends of the Earth felt that a modal shift towards active and sustainable travel in the city was required and had collated the views from the public which included: traffic being a barrier to walking; reviewing the parking systems; the abolition of free parking; improving the bus service; reviewing citywide permits; expanding the Park & Ride scheme; the introduction of a Park & Stride and car pool parking schemes. It was noted that shared pavements can work well when all users show respect and consideration for each other.

#### Parking Provision.

- 1.2.29 The panel examined provision in different areas of the city:

*Seafront* - On and off street parking is available to support the visitor and tourist economy and also the Isle of Wight commuter traffic. The spaces are well used at weekends and during seasonal peaks. There is competition with free visitor parking provision within nearby Resident Parking Zones (RPZs) and in unrestricted residential areas.

*District centres* - There are paid on and off street spaces and uncontrolled spaces for shopper, leisure users and business travellers. There are also several initiatives in the centres to encourage visitors.

*Gunwharf* - There is excessive demand for parking at Gunwharf Quays and certain city centre car parks, particularly at weekends, which leads to localised and occasionally wide spread congestion.

*Southsea Common* - Many visitors to the seafront park in nearby RPZs because the first three hours are free. The common may be used for overflow parking for a maximum of 17 days per calendar.

*Dockyard* - Discussions have been carried out with the dockyard regarding sustainable transport as part of the Local Sustainable Transport Fund. There will be further discussions following the recent successful bid for funding for the Connected City Bid.

*Around Fratton Park* - There are some RPZs around the football stadium but large areas are unrestricted. Portsmouth Football Club used to operate a Park & Ride service for supporters.

### Residential Streets

1.2.30 The pressures on residential streets include: high density of housing, limited availability of off street parking; restricted highway capacity; commercial vehicles parked overnight; households with more than one car; the increasing trend of housing stock being converted to houses of multiple occupation.

### Enforcement

1.2.31 The council's parking enforcement guidelines service priorities are:

- Road safety
- Keeping arterial routes clear
- Revenue protection
- Continuous improvement of parking provisions for residents and visitors to the city of Portsmouth

1.2.32 Crossing the road between parked cars is one of the biggest environmental factors contributing to traffic accidents involving child pedestrians.

1.2.33 Many complaints received by the Parking Service are about illegal parking at bus stops, near ATMs and convenience shops. Parking on zig-zag markings outside schools is also a continuing issue.

### The Park & Ride Scheme

1.2.34 The buses run every 15 minutes and the journey to town takes 8 minutes. It is open 06:30 –20:00 Monday to Friday, 07.30-20:00 on Saturdays and 08:30-18:45 on Sundays. Some university staff find that the service does not run late enough in the evenings. The objectives are to:

- Provide parking outside the 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 at Gunwharf Quays and associated congestion in the city centre and harbour area, particularly on Saturdays;
- Provide public transport benefits to 'walk-in' local residents
- Be cost effective and financially sustainable for the council.

1.2.35 The intention is to increase the number of spaces by decking the car park as demand increases. The International Port's multi-storey car park is used as an overflow when demand exceeds capacity at the Park & Ride site. Citywide Taxis suggested that the use of Park & Ride could be expanded e.g. it could be used at night for private or commercial vehicles.

1.2.36 Discussions are ongoing with Gunwharf Quays about the possibility of promoting the service to their customers to save them the frustration of queuing and looking for a parking space.

1.2.37 To ensure service reliability, there is only a short section where the bus uses a normal traffic lane. First Group stated that it is recognised that Park & Ride would only work if buses are given priority and the journeys are quick, frequent and reliable.

### Public Transport.

- 1.2.38 The council subsidises some bus routes and fulfils its statutory duty to issue concessionary fares.
- 1.2.39 Portsmouth City Council, Hampshire County Council and local bus operators are developing a South East Hampshire Rapid Transit system; a high specification, sub regional public transport network designed to provide a viable alternative to the private car and remove the transport barriers to economic growth and development of key sites. The network will focus on four key corridors into Portsmouth from Fareham, Waterlooville, Havant and Gosport.
- 1.2.40 Stagecoach South explained that the solution to parking problems is to make the public transport network more attractive. Free-flowing traffic leads to reliable journey times, more customers and better prices. In order to achieve that there needs to be fewer private vehicles on the roads and enforcement of parking regulations. Journey times have increased by 31% on a number of routes over the last 25 years. The priority that is given to traffic going in and out of Gunwharf Quays has a detrimental impact on the buses.
- 1.2.41 First Group noted that increased traffic levels lead to more congestion, less reliable bus service and subsequently more private car use. In 2017 £0.5m was invested in its bus network in Portsmouth. In addition, many other improvements have been made. The company is very focused on minimising the impact of exhaust emissions. Transferring responsibility for the bus service to the local authority was not considered to be a good idea as the council has many competing demands on funds. Maintaining buses in the private sector helps drive innovation. The perception is that having bus lanes would increase congestion but this is not the case. After the peak times, there are periods when the buses are operating at half capacity. It would not be economically viable to purchase smaller buses for use during the quieter times.
- 1.2.42 Both bus companies felt that providing additional parking was the solution. Additionally, it is important to look at traffic solutions that meet everyone's needs including cyclists and pedestrians.
- 1.2.43 Uber noted that with a vibrant private hire and technology sector there is the ability and incentive for innovative, urban mobility services to be built and trialled.

### Bus Rapid Transit

- 1.2.44 20% of BRT passengers travelling from Fareham to Gosport used to make that journey by car.

### **c. Parking permits.**

#### Residents' Parking Zones

- 1.3.1 The 36 zones cover 21% of residential roads and 12,839 residents' permits have been issued for 14,361 spaces. The first permit costs £30, the second £100, the third and subsequent permits £590. Third permits are only issued where there is space. There are eight zones where more permits have been issued than there are spaces. Over the next few years, the zones will be reviewed to ensure they operate in the most effective and efficient manner.

1.3.2 Zones are effective where parking issues are caused by external influences (non-residents) such as:

- Close proximity to a ferry port, other transport hub or hospital
- High numbers of tourists, shoppers and other visitors
- Commuters (leaving vehicles whilst using nearby railways, bus exchanges etc.)
- Local employees (travelling to the area by private vehicle)
- Use of residential streets by vehicles associated with businesses (garage repairs, car sales etc.)

**d. Parking of commercial vehicles in residential streets.**

1.4.1 The Cabinet Member for Traffic & Transportation<sup>2</sup> explained that the parking of commercial type vehicles in residential areas continues to be an issue.

1.4.2 Portsmouth Water reported that four members of staff take their vehicles home overnight. Those employees who park on city roads are on call in case of emergencies. If they did not park at their homes, response times would increase by approximately 90 minutes. They regularly remind their staff to park carefully and with due consideration to neighbours and other road users.

1.4.3 Mountjoy said that approximately 16 company vehicles are left overnight in the city. Staff provide the tools and use the company vans to commute to work. In the last two years, there have been two out-of-hours' complaints about parking. Often drivers are not able to park outside or near to the properties that they are visiting and sometimes must carry their tools a considerable distance. A review of the size of all the vehicles has been carried out and all are now the appropriate size and so require the least possible space when parking.

1.4.4 Colas and Ensign noted that approximately 27 vehicles are taken home by staff most evenings. If the council asked for the number of vehicles that are taken home to be further reduced, the operational efficiency would be affected because people would have to travel to the yard before they start their shift. The cost of doing this would not be able to be absorbed.

1.4.5 Residents in a RPZ can only get a permit for a commercial vehicle registered to a company, if it is the only vehicle at the property or if it is demonstrated that it is required for emergency call outs

**2. To investigate how effectively other local authorities deal with parking issues.**

2.1 First Group explained that in some other cities, there are no bus laybys; buses simply stop in the road to collect and drop off passengers.

London

2.2 UberPOOL is used to let passengers share vehicles with other passengers.

2.3 First Group explained that the introduction of the congestion charge in London helped fund improvements to the transport system.

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<sup>2</sup> As at 3 November 2016

2.4 Brighton & Hove City Council added that most London boroughs have no waiting lists for their RPZ permits.

#### Brighton

2.5 Half the city of Brighton is controlled by RPZs. Permits are issued for 110% of the spaces available and are only for vehicles up to 2.25m height and 6m long. Once all households have a permit, applications for a second one are considered. A waiting list for RPZ permits is maintained for most of the city.

2.6 Brighton has the highest bus use outside London. Free passes are issued to the elderly and people with disabilities and can be used from 09:30. There is no Park & Ride service.

2.7 Parking bays are continuous and do not have individually marked bays as these were not enforceable and most people park sensibly. One side of the road is for permit holders; the other side is for both permit holders and people using pay & display. At one end of the street there is a parking area for motorbikes and at the other end one for bicycles.

2.8 The council reviews fees and charges every year based on occupancy rates. The aim is to maintain 85-90% occupancy in all streets so that the casual parker can find a space when needed. Some streets are 100% full. In these cases, it is recommended that the charges be increased to encourage a higher turnover of spaces which is better for traders.

2.9 Variable message signs and online parking information are used to direct drivers to off street parking.

2.10 There are charging points for electric cars in every council car park and have been recently upgraded to 3-pin. These points are not in individual bays.

2.11 The council has been successful in preventing displacement of parking problems when a parking zone is introduced. When the majority of residents in an area request a parking zone, the potential impact on the wider area is considered. Residents in these neighbouring areas are offered a full scheme or a light touch scheme. In the latter, there is a mixed use of permit holders and people who use the pay & display meters all day except for two hours a day when it is for permit holders only. The times vary according to the area. The light touch schemes have become more and more popular, particularly in areas where there are fewer parking issues. The enforcement costs are the same as in a permit only full scheme.

### **3. To identify and evaluate possible long-term solutions.**

3.1 The suggestions that were proposed by witnesses during the course of the review included:

1. Extend the opening hours of the Park & Ride, open up another service, use it to park commercial vehicles overnight and introduce a park & rail scheme.
2. Limit Residential Parking Permits to one per household for new developments and introduce city-wide permits.
3. Require contractors to provide overnight parking for their vehicles.

4. Find more space for car parks: allow parking on council and schools' land that is not being used from 7pm to 7am on weekday, use Southsea Common for parking and to review the entire city's road space.
5. Allow the bus companies to use the council's minibuses.
6. Promote sustainable travel: implement a walking strategy; investigate a tram network running along the main thoroughfares and improve cycle routes.
7. Remove free parking on residential roads.
8. Introduce a Workplace Parking Levy.
9. Explore how local taxi and private hire can complement public transport on the outskirts of the city.
10. Situate dedicated pick-up and drop-off points at outlying bus stations to make 'first and last mile' connections easier.
11. Subsidise taxi and private hire operators' fares to and from stations or Park & Ride sites.
12. Offer personalised budgets for door-to door transport, allowing people with disabilities or access needs to take advantage of innovative new services to travel easily and affordably around their city.

#### **4. Conclusions**

- 4.1 Based on the evidence and views it received during the review process, the panel came to the following conclusions:

**The panel noted that:**

- 1. The council wishes to maximise the provision of safe and convenient residential parking across the city, appropriate to the characteristics of the location.**
- 2. Each area has its own parking needs and so parking solutions should be tailored according to these needs and take into consideration displacement parking.**
- 3. Parking is a significant concern for many residents.**
- 4. The number of parking spaces properties are expected to require as set out in the PSSPD are unrealistically low.**
- 5. A high number of cars are owned by residents and this is expected to continue to rise.**
- 6. The constrained road network is already showing signs of great stress in terms of volume of traffic. It cannot be expanded in response to increased demand.**
- 7. If public transport was cheaper and more reliable, car ownership might decrease and air quality improve.**
- 8. Some council-owned car parks in which permit holders can park have unused capacity.**
- 9. The city needs to be attractive to visitors some of whom will bring their cars.**

10. The reported high numbers of commercial vehicles parked in residential areas overnight and students' cars remaining unmoved for months may be disproportionate to the actual situation.
11. Introducing a city-wide RPZ would be very challenging to achieve. Residents would need to be consulted.
12. When assessing new off-street vehicle cross-over applications, it is important that the wider impact on the road and the neighbourhood be taken into consideration.

**5. Recommendations**

1. This report be used to inform the redevelopment of the Local Transport Plan and Parking Supplementary Planning Document and Portsmouth Local Plan.
2. The council do more to promote sustainable transport.
3. The current piecemeal approach to RPZs be reconsidered with a view to introducing a city-wide strategy or alternatively remove all parking zones.

**Arrange meetings with:**

4. Businesses that have large fleets to explore ways to reduce the number of their vehicles that are parked overnight on residential roads and the outcome be reported to the Cabinet Member for Traffic & Transportation.
5. The bus companies to improve access to bus services and particularly regarding extending the bus route to pick up passengers from the Hayling Island ferry.

**The council to work with:**

6. Large companies/ supermarkets to discuss how the council could assist them to open up their carparks overnight to either residents or commercial vehicles and the outcome be reported to the Cabinet Member for Traffic & Transportation.
7. The University of Portsmouth to discuss a) them doing more to discourage students from bringing their cars, b) opening up their carparks to the public and c) making their Travel Plans more sustainable and the outcome be reported to the Cabinet Member for Traffic & Transportation.

**Review**

8. The council-owned carparks with a view to improving usage. This would cover signage, distance from shops, pedestrian access, safety etc.

**Investigate**

9. The introduction of car clubs.

- 10. The introduction of weight and dimensional restrictions for vehicles in residential areas.**
- 11. The possible removal of limited-waiting areas in some areas.**
- 12. The viability of a) extending the route, the opening hours and the capacity of the Park & Ride service and b) introducing a Park & Ride East and a Park & Ride Rail.**
- 13. The introduction of a demand-responsive transport service.**
- 14. The introduction of varying residents' parking permits charges for electric and hybrid vehicles where these are the first vehicle.**
- 15. The off-street vehicle cross-over applications policy be reviewed so that the wider impact can be taken into consideration.**

## 1. Purpose

- 1.1 The purpose of this report is to present the Cabinet with the recommendations of the Traffic, Environment & Community Safety Scrutiny Panel following its review of general parking issues in Portsmouth with a view to considering alternative strategies.

## 2. Background

- 2.1 At its meeting on 28 September 2016 the Traffic, Environment & Community Safety Scrutiny Panel agreed the scope of the review:

1. To understand and evaluate the current parking situation in the city which would include:
  - The legislative background.
  - The management of supply and demand for parking, both on and off street.
  - Parking permits.
  - Parking of commercial vehicles in residential streets.
2. To investigate how effectively other local authorities deal with parking issues.
3. To identify and evaluate possible long-term solutions.

- 2.2 The Traffic, Environment & Community Safety Scrutiny Panel comprised:

Councillors: Stuart Potter, Chair  
Steve Hastings, Vice Chair  
Lee Hunt  
Frank Jonas  
Ian Lyon  
Tom Wood

The Standing Deputies were Ken Ellcome, Suzy Horton, Steve Pitt, Darren Sanders, and David Tompkins.

Councillor Potter resigned as Chair on 9 June 2017.

On 11 July 2017 Councillor Hastings took over as Chair until December 2017.

On 13 February 2018 Councillor Steve Wemyss was appointed Chair of the panel.

On 15 May the panel's composition changed to:

Councillors: Simon Boshier, Chair  
Yahiya Chowdhury  
Ken Ellcome  
Jason Fazackarley  
Hugh Mason  
Tom Wood

The Standing Deputies were Councillors David Fuller, Ben Swann and Steve Wemyss.

- 2.3 The panel met formally on ten occasions between 28 September 2016 and 8 February 2019.
- 2.4 A list of meetings held by the panel and details of the written evidence received are attached as appendix 1. The minutes of the panel's meetings and the documentation reviewed are published on the council's website.

**3. To understand and evaluate the current parking situation in the city which would include:**

**a. The legislative background.**

3.1.1 The Assistant Director, Transport, Environment & Business Support (TEBS) provided the following information to the panel:

National Planning Policy Framework

3.1.2 This Framework states that when setting local parking standards for development, the local Planning Authority should take into account the accessibility of the development, the type, mix, use, the availability of, and opportunity for public transport, local car ownership levels and an overall need to reduce the use of high emission vehicles.

Parking Standards

3.1.3 The Parking Standards Supplementary Planning Document (PSSPD)<sup>3</sup> adopted in July 2014, sets out the standards and design principles for car parking in residential and non-residential developments. Its five guiding principles were established through the adoption of the Parking Policy Statement in 2013:

1. To maximise the provision of safe and convenient residential parking across the city, appropriate to the characteristics of the location.
2. To ensure that transport provision within Portsmouth is able to cater for future demand and support the vitality and growth of the city
3. To manage car use for trips to and within the city and encourage use of more sustainable transport modes especially for shorter journeys
4. To adopt a city-wide approach to parking which balances price, journey time, quality and convenience across the available parking supply and different targets markets and is financially sustainable
5. To maintain credibility with funding agents and ensure that wider investment in transport provision represent value for money

3.1.4 The PSSPD provides a high level strategy which:

- Prioritises the city centre and harbour parking for short stay shopper and leisure visits (day and evening) and removes the availability of free off and on-street public parking spaces in these locations.
- Prioritises the seafront parking for short-medium stay visits for leisure, tourist and business purposes. This caters for day, short-break, and commuter trips to and from the Isle of Wight.
- Prioritises District Centre (Cosham, North End and Fratton) parking for short-medium stay visits by shoppers, leisure users and business travellers.
- Prioritises on-street parking in residential areas for local residents, where required. This maximises the provision of safe and convenient residential parking across the city, where appropriate.
- Makes Park & Ride the first parking choice for commuters, shoppers and visitors to the city, particularly for medium and long stay parking.

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<http://democracy.portsmouth.gov.uk/documents/s12642/TECS%2028%20Sept%2016%20Parking%20Standards%20SPD.pdf>

- 3.1.5 There is some flexibility in the PSSPD, recognising that developers may wish to provide more or less parking in their schemes. They must only substantiate any deviation from the expected standard with robust evidence.
- 3.1.6 Members considered an extract from the PSSPD which showed the number of parking spaces which different size and types of properties are expected to require: a residential property with one bedroom would have one space; a two or three bedroom property, 1.5 and a property with four or more bedrooms, two spaces. The data was taken from the 2011 census and related to Portsmouth. It was the latest information available. It also shows the expected parking spaces for sheltered accommodation, nursing and rest homes and purpose built student accommodation. Expected visitor parking spaces is 10% of the total number of parking spaces. It also shows expected cycle spaces for all types of properties.
- 3.1.7 The parking standards were designed to encourage sustainable modes of transport whilst recognising that the majority of residents want to own a car. The aim is to provide adequate parking for residents needs where possible in new developments.
- 3.1.8 Parking standards in Portsmouth need to reflect local circumstances, strike the right balance between providing a sufficient number of parking spaces, promoting good design and using land efficiently. The availability of developable land is extremely limited in Portsmouth. A large part of the city is characterised by dense networks of terraced streets built before cars were common.

#### The Vision

- 3.1.9 The city's vision is to make Portsmouth a premier waterfront city with an unrivalled maritime heritage and a great place to live, work and visit. The purpose of the planning system is to contribute to the achievement of sustainable growth. The three dimensions are economic, social and environmental.

#### Planning System

- 3.1.10 The government expects the planning system to encourage solutions which support reductions in greenhouse emissions and reduce congestion.

#### Policies

- 3.1.11 Transport policies have an important role to play in facilitating sustainable development which should be focused around centres and public transport hubs. Within the city, the focus should be about promoting cycling, walking and the use of public transport.
- 3.1.12 The city's character lends itself well to modes of transport other than the car.
- 3.1.13 There is now almost the same number of cars as households in the city and a mismatch between the desire to own a car and the ability to park.
- 3.1.14 Portsmouth will continue to grow. It is important to improve access to sustainable modes of transport, address highway capacity issues in key locations and consider future demand for parking. All these aspects are essential to support sustainable growth within the city.

- 3.1.15 The level of parking at journey destinations is limited in order to encourage other modes of transport. Parking provision within the city centre is expected to be significantly lower than other areas in the city.
- 3.1.16 The council wants to support development in the city and recognises that a rigid set of standards will not achieve this. Each application is considered on its own merits. The availability of parking within the surrounding area and proximity to town centres, bus routes and railway stations is evidence for reduced onsite parking. Other considerations include: the size of the development and characteristics of the site; the expected profile of the residents; the availability of mitigation and heritage issues.
- 3.1.17 Journey destinations have the greatest influence on modes of transport. Developers need to demonstrate how users of the site will be encouraged to travel by sustainable modes. The PSSPD does not set a standard, so developers have to establish a standard based on the development specifics. Each application must show evidence of the standard that has been applied.
- 3.1.18 Vehicle technology is improving. In ten years' time there may be no more diesel cars on the road as investment in public realm opportunities increases and more people walk and cycle.
- 3.1.19 The Cabinet Member for Traffic & Transportation<sup>4</sup> explained that the council's policy for more development must be reconciled with the needs of the city.

**b) The management of supply and demand for parking, both on and off street.**  
Background/ Demand

- 3.2.1 The Assistant Director and the Director, TEBS explained that Portsmouth has a population of 211,800. There are competing demands on the network and a shortage of both off and on-street residential parking at a number of locations across the city.
- 3.2.2 Portsmouth has a constrained network which cannot be simply expanded in response to the increasing volume of traffic. It is important to promote and invest in alternatives to driving. There is no single solution to this issue. All options need to be considered as part of the wider strategy.
- 3.2.3 The Parking Operations Manager explained that streets were built at a time when car ownership was extremely low and the later high demand for street parking could not be anticipated. The number of cars registered to Portsmouth addresses continues to increase but kerb space remains largely the same. From 2007 and 2017, there was an average increase of 19%. The PO6 area saw the biggest rise 31% and PO3 the lowest 5%.
- 3.2.4 The Cabinet Member for Traffic & Transportation<sup>5</sup> explained that as shown in the survey results on page 24, residents feel that they should be entitled to two parking permits. It is important that residents realise that there is insufficient parking spaces for two vehicles per household.

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<sup>4</sup> As at 3 November 2017

<sup>5</sup> The Cabinet Member for Traffic & Transportation as at 22 June 2018.

- 3.2.5 At a recent meeting with First Bus the need for more buses and the possibility of extending some routes was discussed. It is important that the number of vehicles in the city be reduced and the bus service improved to pick up the slack. Some residents do not have a bus stop near their homes or going to the destinations that they want to go to.
- 3.2.6 Schools have indicated that they would be reluctant to open up their carparks to general parking in the evenings and weekends because of potential fuel leaks and vandalism. Milton Cross School has shown some good initiative in opening up their carpark on match days.
- 3.2.7 Commercial vehicle owners do not want to have to walk or take the bus in order to collect their vehicle from a designated car park.
- 3.2.8 The General Manager, Uber explained that demand tends to peak during the Summer months, particularly at weekends and when large events are being held. There is a high number of people parking their cars in the city and not moving them for most of the day. This overwhelms existing parking services, both on and off street in areas such as Gunwharf Quays and Commercial Road.
- 3.2.9 Friends of Old Portsmouth Association noted that the increasing demand for parking in that ward was due to a number of factors including recent developments, reduced parking spaces, multiple car ownership, residents not using garages/ car ports, cars being too big to fit onto off-road parking space and lack of parking rules' enforcement. They also stated that the provision of free parking encourages driving in the city.

#### University Students

- 3.2.10 The Director of General Estates & Campus Services, University of Portsmouth explained that:
- 3.2.11 Staff are encouraged to use alternative modes of transport. The review of the university's Travel Plan was due to be completed in May 2017. Students were asked a number of questions regarding their travel arrangements. The panel was invited to contribute their views as to what type of questions might be asked.
- 3.2.12 The Director did not know whether it would be possible to build a database of student car details. Part of the agreement with the university signed by students who live in halls of residence discourages them from bringing their cars. There have been no recorded breaches of this element.
- 3.2.13 The university car parks are pay and display which is enforced by the council. They are open to the public from 5pm to 8am on week days and all day at the weekends at a charge of £2 per day. A limited number of visitors' parking is provided. The Langstone Campus has approximately 60 parking spaces which as well as being used by students, are made available for community and sports events.

The Assistant Director, TEBS explained that:

- 3.2.14 Historically halls of residences were regarded as individual postal address. A few years ago this was changed and now individual rooms are classed as having

individual addresses and therefore the tenants can apply for RPZ permits. This does not fit with the shared agenda of the council and the university to reduce the number of cars in the city. A consultation will shortly be launched on a proposal to amend the wording on a Traffic Regulation Order to change the eligibility criteria to exclude students in halls of residence from being eligible for permits.

3.2.15 In university-operated halls of residence, the students' tenancy agreement includes a clause prohibiting them from bringing cars to the city. This proposed change would reinforce the university's policy and would also support the wider agenda to improve air quality.

3.2.16 The council has worked with the university to ensure that students are aware of their opportunity to respond to this consultation. The 14 students living in halls of residence who already have permits would not be affected by any change.

3.2.17 A new Park & Ride 2 bus service has been introduced to better serve university staff and students. It is also used by other customers including council staff.

#### Future Demand

3.2.18 The Director and the Assistant Director, TEBS explained that there will be a significant increase in future demand for travel. By 2026 traffic is predicted to grow by 16% during the morning peak; 27% during the afternoon peak and 23% during the weekend peak hours. This is due to a combination of housing and employment-related trips that will be attracted and generated by the proposed development sites in the city. These figures were the result of the modelling undertaken as part of the Portsmouth Western Corridor Transport Strategy<sup>6</sup>.

3.2.19 The 2010 Portsmouth Western Corridor (PWC) Study, sets out the preferred strategy for Portsmouth up until 2027. It provides the transport evidence in support of the Portsmouth Core Strategy. A new multi-modal model for the Western Corridor was developed in parallel with this study, to provide the modelling evidence for this transport strategy and Major Scheme Business Cases. Analysis of problems and issues was undertaken to form the basis for developing strategies for intervention as part of the PWC Strategy and provides the baseline for the appraisal. The particular impetus for the study comes from the need to make decisions with respect to a number of proposed major developments within the corridor, which have the potential to significantly impact upon the level and pattern of trip-making to, from and within the corridor.

3.2.20 The draft PWC final report presents the modelling and appraisal of the packages, and the preferred strategy for the Portsmouth Western Corridor.

3.2.21 The afternoon peak usually includes trips for reasons other than solely commuting (e.g. retail and leisure) whereas the morning peak is more limited to inbound commuting.

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<sup>6</sup> <https://www.portsmouth.gov.uk/ext/documents-external/pln-western-corridor-study.pdf>

<b>2011 census data - Portsmouth</b>							
<b>ORIGIN</b>	<b>Total</b>	<b>Car</b>	<b>Walk</b>	<b>Cycle</b>	<b>Bus</b>	<b>Rail</b>	<b>Other</b>
All trips	80,382	58.2%	18.5%	8.3%	8.4%	3.8%	2.8%
Internal trips	52,520	48.1%	26.5%	10.9%	10.2%	1.3%	3%
External trips	27,852	77.2%	3.4%	3.3%	5.1%	8.5%	2.5%
<b>DESTINATION</b>	<b>Number</b>	<b>Car</b>	<b>Walk</b>	<b>Cycle</b>	<b>Bus</b>	<b>Rail</b>	<b>Other</b>
All trips	93,792	50.5%	15.4%	8.3%	7.9%	3.1%	3.7%
Internal trips	52,520	48.1%	25.5%	10.9%	10.2%	1.3%	3%
External trips	41,272	76.4%	3.5%	4.9%	5.1%	5.4%	4.5%

3.2.22 The table above shows the total number of trips with Portsmouth as an origin and destination from 2011 Census data. It breaks the data down to show those travelling within the Portsmouth boundary (52,520) and those arriving from elsewhere (41,272) and leaving the city (27,852). The trips are also split into percentage mode use.

3.2.23 The level of self-containment within Portsmouth (i.e. the number of journeys commencing and finishing within the city) is currently estimated to be 65%.

3.2.24 There is excessive demand for parking at Gunwharf Quays and certain city centre car parks, particularly at weekends, which leads to localised and occasionally wide spread congestion.

3.2.25 The Managing Director, Stagecoach South explained that the predicted traffic levels would place an intolerable strain on the infrastructure. Given the nature of the city, it cannot accommodate unrestricted access by car.

3.2.26 Friends of Old Portsmouth Association expressed concern that Portsmouth has the third worst air quality in the region and had been named by World Health Organisation for breaching air pollution safety levels. There are too many cars on a small island. Primacy of motor traffic discourages active sustainable travel. Portsmouth also has high obesity levels, cycle accident rates and a poor child pedestrian safety record.

### Travel to Work

3.2.27 The 2011 census data for usual method of travel to work, 16-74 year olds in employment.

	<b>Percentage Mode Use</b>
Work Mainly at or From Home	3%
Underground, Metro, Light Rail, Tram	0%
Train	4%
Bus, Minibus or Coach	7%
Taxi	1%
Motorcycle, Scooter or Moped	1%
Driving a Car or Van	52%
Passenger in a Car or Van	6%
Bicycle	7%
On Foot	17%
Other Method of Travel to Work	1%

### Council Car Parks

3.2.28 Commercial Road North and Rodney Road car parks were transferred back to the property directorate and the latter is under a 12 year lease with a car dealership.

3.2.29 Nancy Road car park was taken back by the property directorate and is now leased to Victory Business Centre during the day, but available for use by permit holders in the parking zone GA Fratton overnight and at weekends.

3.2.30 The Cabinet Member for Traffic & Transportation<sup>7</sup> explained that the only car park that the council had sold in the last five years was in Greetham Street. This was done to enable development. The Stanhope Road car park adjacent to the former Zurich House was managed but not owned by the council.

3.2.31 The Manager, Citywide Taxis suggested that the existing parking facilities could be used more efficiently. He thought that some council owned car parks for permit-holders only are two-thirds empty.

### Programme of Improvement

3.2.32 The Director of TEBS explained that every year his team submits bids for funding both internally and externally to maintain programmes of improvement that are included in the Local Transport Plan. The current agreed programme of work would continue during the course of this scrutiny review.

### Residents' Views

3.2.33 The Director of TEBS explained that a recent Marketing and Opinion Research International survey was undertaken in 2016 on behalf of the council asking residents' opinions on a number of highway issues. From the 1,000 responses

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<sup>7</sup> As on 3 November 2016

received, 440 residents took the trouble to provide additional comments and 160 of those offered their views on parking issues:

#### *Concerns*

- Difficulty finding a parking space near home.
- Dustbins put in the road to reserve parking.
- Disabled owners parking near their reserved spot to reserve a parking space for another car
- Parking on pavements.
- Businesses using residential streets and some leaving cars parked for months.
- Parking at the junctions blocking access and visibility.
- Visitors to events, commercial drivers and workers from nearby businesses parking in residential roads.
- Untaxed and abandoned cars.
- Too many trees in some roads taking up potential parking spaces.
- The bus service is too expensive and becomes hourly after 8pm.
- Perceived lack of enforcement regarding illegal parking at bus stops and double yellow lines.
- Blue badge holders parking on double yellow lines causing an obstruction.

#### *Proposed Solutions.*

- Rewards to households with only one car.
- Residents-only parking zones.
- Encourage cycling by reviewing the cycle lanes and providing more bicycle racks.
- Fewer yellow lines.
- Ban commercial vehicles from parking in residential roads.
- Stop building flats that do not have adequate parking.
- Build more off-road parking everywhere.
- Remove parking restrictions between 7pm and 8am.
- Provide free allocated parking bays.
- Private school pupils be dropped off at the Park & Ride and dedicated school buses take them to school.

3.2.34 The panel also heard the views of a number of members of the public and councillors during this review:

- Within the LA parking zone,<sup>8</sup> the parking meter areas could be changed as follows: three would be all residents' parking, three would have permit parking only and all would operate between 9 and 5pm.
- Allow free overnight on-street parking and along the seafront.
- Only issue RPZ parking permits to households that pay council tax.
- Require residents with driveways or garages who live in RPZs to pay for parking permits.
- Make the first residents parking permit free, a small charge be levied for the second and a much higher charge levied for the third.

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<sup>8</sup> LA - North Southsea parking zone <https://www.portsmouth.gov.uk/ext/parking-travel-and-roads/parking/residents-parking-zones>

- Consider holding a referendum on the introduction of a city-wide RPZ possibly with differing enforcement times in different areas based on local needs.
- Ban overnight parking of commercial vehicles in residential roads and remove caravans that are kept on residential roads permanently.
- Allow local commercial vehicle owners to park for free on the seafront overnight.
- Sell permits for commercial vehicles to park in RPZs.
- Extend the Park & Ride service and allow registered residents to park in the car park.
- Drastic measures are required as the roads cannot cope with the current amount of traffic. In Paulsgrove, dangerous and illegal parking have been a problem for over ten years but there are not enough Parking Attendants to deal with this.
- The council should install clear maps directing people on how to get from Portsmouth & Southsea & Railway Station to the seafront on foot. More fingerposts are required along this route and between other key destinations in the city.
- The benefits of cycling or travelling by taxi should be publicised and some of the roads' budget be spent on safer cycling measures. Residents do not realise that it is cheaper to use taxis regularly than to purchase and run a car.
- Lobby the government for more frequent and cheaper train travel.
- Build a multi-storey car park on existing council car parks where possible.
- Appoint a Cabinet Member for Parking.
- Increase the level of enforcement of the 20mph speed restrictions.
- Allow residents who live just outside an RPZ to apply for permits in the adjacent RPZ to minimise the impact of displacement parking.
- Reduce the number of student vehicles in the city.
- Compel developers to create more off-street parking provision when designing blocks of flats.
- Subsidise some bus routes, improve links and incentivise car sharing to improve air quality.

3.2.35 A public survey was carried out between June 2017 and July 2017 about parking issues in the city and proposed solutions. The responses were developed to focus questions for a workshop that was held in July 2017. The main concerns raised included parking permits, commercial vehicles and parking in relation to sustainable transport.

3.2.36 A further survey was carried out to elicit residents' views on these particular issues and ran from 27 December until 22 January. Almost 3,000 responses were received. This volume of responses ensures a 99% confidence level with a margin of error of 2.4%.

3.2.37 Here is a summary of the results:

The survey gained responses from all six outward postcodes (PO1-PO6), although the majority of responses were from residents in PO2 and PO4 areas.

3.2.38 Two-person households were the most responsive (40% of responses), one-person households were considerably lower than expected when compared to a Portsmouth household distribution estimate produced by the Office of National Statistics.

3.2.39 Most residents who interacted with the survey responded that they have one vehicle per household (49% of respondents) or two vehicles per household (39%), only 3%

responded that they do not own a vehicle. This high level analysis shows that parking demand in Portsmouth outweighs parking supply.

3.2.40 An overwhelming majority (82% of respondents) view parking as problematic whereas 16% of respondents do not view parking as a concern in Portsmouth.

3.2.41 The general attitude to parking in Portsmouth does not vary by area. The majority of residents in all six outward postcode zones think parking is a problem in the city. However, these majorities do range from 68% in PO1 to over 90% in PO2.

3.2.42 When asked to identify specific areas and streets which are most impacted by parking congestion, respondents highlighted the following: North End (the roads leading off Chichester Road, Powerscourt Road and Laburnum Grove), Southsea (the roads leading off Fawcett Road, Francis Avenue and Albert Road), Copnor (the roads leading off Stubbington Avenue and Mayfield Road), Fratton (the roads leading off Fratton Road).

3.2.43 When asked to identify the cause of parking congestion across the city, the responses included: commercial vehicles parking on residential streets, poor parking, large spaces being left between cars, too many cars for on-street parking capacity, too many students/ HMOs in the area, neighbouring roads having parking restrictions/ permits which puts pressure in neighbouring areas and people ignoring already existing parking restrictions.

3.2.44 The attitude to parking varied slightly by residency inside or outside a parking zone area although clear majorities in both show that residents view parking as a problem. 85% of respondents living outside a permit area view parking as problematic, compared to 72% of residents inside parking zones.

3.2.45 41% of respondents think parking zones have improved parking congestion, 41% think they have not improved parking congestion and 18% remain unsure.

#### Residential Disabled Bays

3.2.46 The Director of Transport, Environment & Business Support explained that these are installed in response to residents' requests outside or close to where they live, if the following criteria are met:

- The resident is a Blue Badge holder.
- The vehicle is registered/ kept at the applicant's address.
- There is no usable off-street parking.

3.2.47 There is a £51 fee applicable prior to a bay being installed which is waived if the applicant is in receipt of Housing Benefit or Council Tax Support. The bay can be used by any Blue Badge holder. There are approximately 1,800 residential disabled bays in the city and 150 disabled bays in public areas (figures correct as of 2018).

#### On Street: Pay and Display

3.2.48 The Director of TEBS explained that the Highway Authority has full ownership and discretion over the use of on street pay and display parking. There are 3,285 on street parking bays (figure correct as of 2018). Prime Parking is available at three locations across the city and facilitates short term parking at highly desirable places.

#### On Street Parking Provision: Limited Wait

3.2.49 The Assistant Director of TEBS explained that there are currently 755 limited wait spaces within the city. These allow free waiting for a prescribed amount of time (as per the Traffic Regulation Order) and are usually used to support local businesses and shops, enabling a quick turnover of vehicles (e.g. on Milton Road).

3.2.50 There are 32 part-time and 82 full-time spaces designated for loading in the city.

#### On Street: Resident Parking Zones (RPZ)

3.2.51 There are 10,239 parking spaces within the 33 RPZs in the city. The RPZs currently cover 19% of the city's streets. (Figures correct as of 2018)

#### On Street - General

3.2.52 The Cabinet Member for Traffic & Transportation<sup>9</sup> explained that the demand for street parking by the increasing number of vehicles in the city exceeded the kerb space available. He considered it would be useful if part of the review looked at city-wide strategy which would mean that resources would be freed from dealing with individual areas. A city-wide approach would not mean that the same measures would be implemented in every street. It is important to consider the potential impact of any decision on the rest of the city.

3.2.53 The Assistant Director, TEBS explained that the possibility of increasing use of off-street parking had been explored with big shops and schools but there had been a degree of reluctance to participate.

3.2.54 Portsmouth used to be very self-contained and people both lived and worked in the city. This is no longer the case. People from Fareham East tend to work in Portsmouth and those from Fareham West in Southampton.

#### Influencing Choices

3.2.55 The Assistant Director and the Director of TEBS explained that there is infrastructure in place for cycling and walking. People are also encouraged to use the buses and car share. Sustainable travel is promoted in the PSSPD, by means of mandated workplace travel plans and permits for new developments.

3.2.56 The Acting Chair, Portsmouth Cycle Forum explained that it is essential that there is a modal shift towards active and sustainable travel in the city. This would have significant health benefits. The roads should be made safer for cyclists and the benefits of cycling promoted. Some echelon parking (spaces at an angle which is not parallel or perpendicular to a kerb line) is dangerous when it allows motorists to reverse out onto the road despite not being able to see oncoming traffic and the rears of some cars protrude. Some cycle lanes that are positioned next to parking spaces without a buffer zone are also dangerous.

3.2.57 The Assistant Director and the Director TEBS asked the panel to note that the council is promoting less busy, safer cycling routes. Over the last two years, the council had provided many initiatives to encourage cycling including helping people to buy and maintain their bicycles.

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<sup>9</sup> As at November 2016.

3.2.58 The Portsmouth Friends of the Earth (PFOE) Coordinator explained that as part of their campaign to make the city more walkable, local people had expressed the following views:

- Traffic is seen as a barrier to walking.
- The parking systems need to be reviewed.
- Free parking in the city should be ended.
- The bus service needs improving.
- Citywide permits should be introduced.
- A Park and Stride scheme should be introduced.
- A car pool parking scheme should be introduced.

3.2.59 She explained that fewer cars on the roads would lead to more reliable public transport and more people walking, which would be better for the economy and people's health and wellbeing.

3.2.60 Pavements are generally narrow and used by pedestrians (some with walking sticks or pushchairs), people in mobility scooters, joggers etc. In order to accommodate cyclists as well as pedestrians, the pavements would need to be widened. Shared pavements can work well when all users show respect and consideration for each other. Cyclists should use their bells to warn people that they are approaching from behind.

3.2.61 PFOE had talked to the Cabinet Member for Traffic and Transportation<sup>10</sup> and officers about creating a network of walking routes between key areas including transport hubs, city centres, high street and neighbourhood streets. There could also be a flagship route.

3.2.62 The Park & Stride scheme started with schools asking parents not to drop off their children outside the school gates and could be expanded to encourage everyone to park a little further from their destination and enjoy a short walk.

#### Parking Provision in the City Centre and Harbour Area

3.2.63 The Assistant Director of TEBS explained that the levels of parking provision within the city centre and the Portsmouth Harbour area are more aligned with out of town shopping areas and are significantly higher than those in West Quay and are comparable to Blue Water shopping centres.

3.2.64 In the city centre there are slightly fewer than 7,000 off street spaces which is 54 spaces/ 1,000m<sup>2</sup> retail space. In the harbour area there are 77 spaces/ 1,000m<sup>2</sup> retail space. The council is responsible for 26% of parking spaces in the city centre.

3.2.65 There is excessive demand for parking in specific city centre/ harbour car parks (e.g. Gunwharf Quays) and underutilisation of others (e.g. Isambard Brunel Multi Storey Carpark).

3.2.66 Isambard Brunel Road multi-storey car park is under-utilised at the weekend whereas there are often queues for the car park at Gunwharf Quays. It is not intuitive to head to Isambard Brunel multi storey car park when your destination is Gunwharf Quays.

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<sup>10</sup> As on 20 March 2017

Although feedback from the public suggests that many did not realise that there were nearby car parks, it may be that they prefer to be as close as possible. The occupancy rates for Gunwharf Quays car park are commercially sensitive and therefore not available for this review.

3.2.67 There is a high use of public off street car parks by commuters.

3.2.68 There is significant private non-residential parking at key employers within the Western Corridor, e.g. the Naval Base.

#### Provision at the Seafront

3.2.69 There are approximately 1,200 off street spaces and significant on-street parking. These have a key role to play in supporting the visitor and tourist economy, as well as the Isle of Wight commuter traffic. The spaces are well used at weekends and during seasonal peaks. There is competition with free visitor parking provision within nearby RPZs.

#### Provision in District Centres

3.2.70 There are 140 off-street parking spaces in Cosham, North End and Fratton, as well as uncontrolled and paid on-street spaces. These are designed to provide cost effective and convenient short term parking for shoppers, leisure users and business travellers to support the vitality and viability of district centres. There is a differential pricing structure, and 'free to park periods' to help support these centres.

3.2.71 The Southsea shopping centre is classified as a district centre. There are several initiatives in the centres to encourage visitors including free parking after 15:00 hours in North End (Stubbington Avenue) and Southsea (Ashby Place) and also Wednesday evenings in Southsea (Ashby Place).

#### Residential Streets.

3.2.72 The significant pressure for parking on residential streets includes:

- The high density of housing stock
- Limited availability of off street parking
- Restricted highway capacity
- Residents parking commercial vehicles outside their homes overnight.
- Commercial vehicles being parked in residential streets overnight.
- Residential households having two or more cars. In 1971 there were 30,000 cars for 68,000 households and in 2011 it had risen to 80,000 for 83,000 households.
- The increasing trend of housing stock being converted to houses of multiple occupancy.

3.2.73 The Managing Director of Stagecoach explained that the high turnover, short term parking in district centres tends to produce localised congestion.

3.2.74 The General Manager, Uber explained that there is insufficient off-street parking at residential properties in the city centre.

#### Parking Enforcement

3.2.75 The Assistant Director and the Director of TEBS explained that the Enforcement team comprises 33 full time and 4 part time Civil Enforcement Officers (CEOs)

(equating to 35.55 full time equivalent as at May 2018) and works in accordance with the Department for Transport's Traffic Management Act 2004 Parking Policy and the council's Parking Enforcement Guidelines Service Priorities which are:

- Road safety
- Keeping arterial routes clear
- Revenue protection
- Continuous improvement of parking provisions for residents and visitors to the city of Portsmouth

3.2.76 The Parking Operations Manager explained that according to police data (STATS19)<sup>11</sup>, crossing the road between parked cars is one of the biggest environmental factors contributing to traffic accidents involving child pedestrians.

3.2.77 The surplus income gained from car parks alleviates the burden on the tax payer.

3.2.78 Many complaints received by the Parking Service are about illegal parking at bus stops, near ATMs and convenience shops.

3.2.79 Two cameras were introduced in January 2017 to deal with illegal parking on zig-zag markings outside schools. CEOs are particularly subject to abuse and assaults when carrying out their duties outside schools.

#### Park & Ride Service

3.2.80 The Assistant Director TEBS explained that the Park & Ride Service was opened in April 2014 at Junction One of the M275 and takes passengers to the city centre and the Hard. It has 660 parking spaces. The buses run every 15 minutes and the journey to town takes 8 minutes. It is open 06:30 –20:00 Monday to Friday, 07.30-20:00 Saturdays and 08:30-18:45 Sundays.

3.2.81 The objectives 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 at Gunwharf Quays and associated congestion in the city centre and harbour area, particularly on Saturdays;
- Provide public transport benefits to 'walk-in' local residents
- Be cost effective and financially sustainable for the council.

3.2.82 The Assistant Director and the Director of TEBS further explained that:

3.2.83 Turn up and pay customers pay £4 per day per car for a driver and four passengers. The latest flexi pass offers means that up to 50 uses can be purchased which works out at £2 per use. The trips must be taken within a year. The intention is to encourage repeat use of the service.

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<sup>11</sup> <https://data.gov.uk/dataset/cb7ae6f0-4be6-4935-9277-47e5ce24a11f/road-safety-data>

- 3.2.84 Discussions are ongoing with Gunwharf Quays about the possibility of them promoting the service to their customers to save them the frustration of queuing and looking for a parking space.
- 3.2.85 The intention is to increase the number of spaces at the Park & Ride by decking the car park as demand increases. The International Port's multi-storey car park is used as an overflow when demand exceeds capacity at the Park & Ride site. This has been used during key event days e.g. festival of Christmas and Black Friday 2015.
- 3.2.86 To ensure service reliability, there is only a short section where the bus uses a normal traffic lane.
- 3.2.87 The General Manager, First Group stated that it is recognised that Park & Ride would only work if buses are given priority and the journeys are quick, frequent and reliable.
- 3.2.88 The Director of General Estates & Campus Services, University of Portsmouth explained that all staff are encouraged to use alternative modes of transport including the park and ride service. However, some staff find that it closes before they finish work.

Park & Ride: Current usage trends

	<b>Average Use (vehicles)</b>
Weekday (excluding holidays) April 2014 to present	195
Saturday (all year) April 2014 to present	528
Sunday (all year) April 2014 to present	295
School holiday weekdays April 2014 to present	377
Bank holidays April 2014 to present	566
Busiest University Open day 2015 (3 Oct)	879
Victorian Festival of Christmas 2015 (Sunday)	835
Great South Run 2015	705

- 3.2.89 The Manager of Citywide Taxis suggested that the use of Park & Ride could be expanded and that the 600 places could be used at night for private or commercial vehicles.
- 3.2.90 The Managing Director of Stagecoach explained that Park & Ride in context can provide a very effective solution.
- 3.2.91 The Director of TEBS explained that:

Southsea Common

- 3.2.92 Many visitors to the seafront park in nearby RPZs because the first three hours are free.
- 3.2.93 The Culture & City Development Events Team used the common for special events parking for three days in 2016: two for the Great South Run and the other for Beach Buggin' (a Volkswagen event). The common may be used for overflow parking for a maximum of 17 days per calendar.

### Dockyard

3.2.94 Discussions have been carried out with the dockyard regarding sustainable transport as part of the Local Sustainable Transport Fund. There will be further discussions following the recent successful bid for funding for the Connected City Bid.

### Fratton Park Area.

3.2.95 There are some RPZs around the football stadium. Portsmouth Football Club operated a Park & Ride service for supporters in the past. No similar arrangements are in place at the moment.

3.2.96 Portsmouth Football Club Traffic Management Plan is managed and maintained by the council's Network Management team. The Traffic Regulation Order signage for additional match day restrictions is put in place at around 07:15 on Saturdays when there is a match.

3.2.97 The Cabinet Member for Traffic & Transportation<sup>12</sup> explained that the parking controls that are in place around Fratton Park on match days are initiated by the police who will use the plan to allow them to better manage the area during matches that are classed as being 'high risk'.

### Public Transport

3.2.98 The council subsidises some bus routes and fulfils its statutory duty to issue concessionary fares.

3.2.99 The Transport Planning Manager explained that Portsmouth City Council, along with Hampshire County Council and local bus operators are developing a South East Hampshire Rapid Transit (SEHRT) system. It is envisioned to be a high specification, sub regional public transport network designed to provide a viable alternative to the private car and remove the transport barriers to economic growth and development of key sites.

3.2.100 The network will focus on four key corridors into Portsmouth from Fareham, Waterlooville, Havant and Gosport. A number of phases have already been delivered successfully across the South Hampshire region, including: Eclipse Busway Bus Rapid Transit (BRT), Star Quality Corridor, Portsmouth Park & Ride, Portsmouth Hard Interchange and Solent Go.

3.2.101 Portsmouth City Council recently submitted a joint bid with Hampshire County Council to the Department for Transport's Transforming Cities Fund, to advance the SEHRT network and construct the future phases of the network.

3.2.102 The Managing Director, Stagecoach South explained that:

3.2.103 The solution to parking problems is to make the public transport network more attractive.

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<sup>12</sup> As at November 2016

- 3.2.104 In the city, Stagecoach buses run every 10 minutes. Free-flowing traffic leads to reliable journey times, more customers and better prices. In order to achieve that there needs to be fewer private vehicles on the roads. Enforcement of parking regulations is essential in maintaining clear roads. He suggested that perhaps arrangements could be made for the council to view the CCTV footage taken from the front of the bus.
- 3.2.105 Journey times have increased by 10% in the last decade in many cities. In Portsmouth over the last 25 years there has been a 31% increase on a number of their routes and a 20% increase over the last decade on the 21 service. This has meant that more buses have been introduced to maintain the same level of service.
- 3.2.106 Studies have shown that every £1 invested into giving buses priority results in a £7 benefit to the economy. There has been considerable investment in the fleet over recent years.
- 3.2.107 The company works very closely with the council and values their relationship.
- 3.2.108 The priority that is given to traffic going in and out of Gunwharf Quays has a detrimental impact on the buses.
- 3.2.109 The differing uses of land need to be balanced and alternative sustainable transport options needs investment.
- 3.2.110 The Managing Director and General Manager First Group explained that:
- 3.2.111 Bus drivers regularly encounter inconsiderate parking which can be a serious safety issue.
- 3.2.112 There is a downward cycle with increased traffic levels leading to more congestion, less reliable bus services and more private car use. Overall, the buses' average speed is 11.2mph. In Portsmouth it is about 9mph.
- 3.2.113 Last year approximately £0.5m was invested in First Group's bus network in Portsmouth. In addition to this, in the last three years they have invested in 100 new buses, the refurbishment of others, new lighting, audio and visual announcements and free wifi. Mobile, multi area and group tickets have also been introduced recently. This investment helps to make the bus attractive to try and entice people from their cars.
- 3.2.114 The company is very focused on minimising the impact of exhaust emissions. Their driver performance monitoring scheme gives drivers real-time feedback on their driving including braking frequency and time spent idling. The engines of many new buses turn off after two to three minutes in traffic. They are also looking into the use of electronic or gas vehicles which are used in some cities. The average fleet vehicle is 5.2 years old. The government guidelines advise a maximum age of 8 years.
- 3.2.115 One bus can take between 30 and 37 passengers.

- 3.2.116 Providing additional parking was the solution. It is important to look at traffic solutions that meet everyone's needs including cyclists and pedestrians.
- 3.2.117 It would be a good idea to transfer responsibility for the bus service to the local authority as the council has many competing demands on funds. Maintaining buses in the private sector helps drive innovation as can be seen on the BRT between Fareham and Gosport.
- 3.2.118 Approximately 50% of their fleet is stored overnight in the depot in Fareham because there is insufficient space in their depot in Portsmouth. They would like to move to an alternative site in the city if one could be identified.
- 3.2.119 There is competition between First and Stagecoach South e.g. the route from the city to Cosham via North End.
- 3.2.120 Taking the bus works out cheaper than travelling by taxi if a customer is making more than one journey in a day. A day pass costs £4.20 and from the city centre to Gunwharf Quays costs £1.
- 3.2.121 The perception is that having bus lanes would increase congestion but this is not the case.
- 3.2.122 On Gladys Avenue, North End the bus route was in place for some time before parking places were introduced.
- 3.2.123 Double decker buses are the same width as single ones: 2.55m.
- 3.2.124 After the peak times, there are periods when the buses are operating at half capacity. It would not be economically viable to purchase smaller buses for use during the quieter times.
- 3.2.125 The General Manager of Uber noted that with a vibrant private hire and technology sector there is the ability and incentive for innovative urban mobility services to be built and trialled.
- 3.2.126 The Assistant and the Director of TEBS explained that council minibuses are hired out to schools and are not registered for public transport.
- 3.2.127 In the UK 3.5m people travel to work by bus. 20% of BRT passengers travelling from Fareham to Gosport used to make that journey by car. Before the BRT was introduced there were approximately 1million journeys to Gosport per year; now there are estimated to be 2 million.
- 3.2.128 The Transport Planning Manager explained that Hampshire County Council quote that the BRT's Eclipse route 1 and Eclipse route 2 combined carry over 65% more passengers than the two services they replaced, the 82 & 86. The Eclipse services are now carrying over 2 million passenger journeys per annum.
- 3.2.129 The mode shift figures (of up to 20%) are derived from around 2,000 passenger interviews undertaken on the buses before and after Eclipse started. One of the

questions asked was about how passengers used to travel before Eclipse began. Approximately 20% said that they drove, and therefore there is approximately a 20% mode shift. A further question was asked about whether people had access to a car for their journey and circa 20% said they could have travelled by car but chose the bus instead.

**c) Parking permits.**

Residents' Parking Zones.

3.3.1 The Assistant and the Director TEBS explained that The 36 zones cover 21% of residential roads and 12,839 residents' permits have been issued for 14,361 spaces. The first permit costs £30, the second £100, the third and subsequent permits £590. Third permits are only issued where there is space. There are eight zones where more permits have been issued than there are spaces. Over the next few years, the zones will be reviewed to ensure they operate in the most effective and efficient manner.

3.3.2 Zones are effective where parking issues are caused by external influences (non-residents) such as:

- Close proximity to a ferry port, other transport hub or hospital
- The high number of tourists, shoppers and other visitors
- Commuters (leaving vehicles whilst using nearby railways, bus exchanges etc.)
- Local employees (travelling to the area by private vehicle)
- Use of residential streets by vehicles associated with businesses (garage repairs, car sales etc.)

**d) Parking of commercial vehicles in residential streets.**

3.4.1 The Cabinet Member for Traffic & Transportation<sup>13</sup> explained that the parking of commercial type vehicles in residential areas continues to be an issue.

3.4.2 In a letter to the panel, Portsmouth Water explained that four members of staff take their vehicles home overnight; three of which are car sized and one slightly longer. Those employees who park on city roads are on call in case of emergencies, such as dealing with burst water mains. They can normally control bursts and minimise consequential damage to properties from flood water within 40 minutes of the burst occurring. If they did not park at their homes, response times would increase by approximately 90 minutes with consequential impact on people and property. He feels that for this small group of workers it would be best to continue with on street parking. They regularly remind their staff to park carefully and with due consideration to neighbours and other road users.

3.4.3 The General Manager, Mountjoy explained that it provides a reactive building and maintenance service for 8,000 buildings and this includes an out of hours' emergency service.

3.4.4 160 engineers work on Portsea Island and fewer than 10% live on the island. Approximately 16 company vehicles are left overnight in the city. Staff provide the tools and use their vans to commute to work. In the last two years, there have been two out-of-hours' complaints about parking.

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<sup>13</sup> As at November 2016

3.4.5 Often drivers are not able to park outside or near to the properties that they are visiting and sometimes must carry their tools a considerable distance.

3.4.6 A review of the size of all the vehicles has been carried out and all are now the appropriate size and so require the least possible space when parking. Some of the fleet vehicles are hybrid.

3.4.7 The General Manager attends the quarterly meetings that the council holds with contractors.

3.4.8 All drivers are required to complete the Blue Lamp driving course. There are speed restrictions for all vehicles and on-board tracking.

3.4.9 The Business Manager, Colas and the Managing Director of Ensign explained that Colas provides a 24/7 service for Portsmouth. Call outs are attended within one hour.

3.4.10 In response to a letter from the Leader of the Council in 2016, Colas increased the number of vehicles that are kept in the depot overnight.

3.4.11 Winter maintenance vehicles have to be collected from the depot.

3.4.12 There are between 130 and 140 Colas vehicles. Approximately 27 vehicles are taken home by staff most evenings. Staff who drive the caged vehicles start at either 5, 6 or 7am. They collect other staff on their way to work:

- The Block Sweep team's four vehicles each pick-up 5 other members of staff.
- The Tidy Team each picks up two.
- The C Team each picks up two.
- The Dog Bin Team picks up one.

3.4.13 If the council asked for the number of vehicles that are taken home to be further reduced, the operational efficiency would be affected because people would have to travel to the yard before they start their shift. They would not be able to absorb the costs of doing this.

3.4.14 The Chair of Lime Grove Community Forum, Paulsgrove explained that commercial vehicles being parked in residential streets are a problem in her area.

3.4.15 The Assistant Director, Transport, Environment and Business Support, and the Parking Team Manager explained that residents in a RPZ can only get a permit for a commercial vehicle registered to a company, if it is the only vehicle at the property or if it is demonstrated that it is required for emergency call outs.

**e) To investigate how effectively other local authorities deal with parking issues.**

3.5.1 The Managing Director and General Manager First Group explained that in some other cities, there are no bus laybys; buses simply stop in the road to collect and drop off passengers.

## **London**

- 3.5.2 The General Manager, Uber explained that in London Uber had launched UberPOOL, a service that lets riders share a vehicle with another passenger to get from A to B.
- 3.5.3 The Managing Director and General Manger First Group explained that the introduction of the congestion charge in London helped fund improvements to the transport system.
- 3.5.4 The Joint Acting Head of Parking and Network Operations at Brighton & Hove City Council added that most London boroughs have no waiting lists.

## **Brighton**

- 3.5.5 The Director of TEBS explained that Brighton & Hove City Council maintains a waiting list for Resident Parking Zone permits for most of the city.
- 3.5.6 The Joint Acting Head of Parking and Network Operations at Brighton & Hove City Council provided the following information:

### Residential Parking Zones

- 3.5.7 Half the city of Brighton is controlled by RPZs. Permits are issued for 110% of the spaces available and are only for vehicles up to 2.25m height and 6m long. There is a maximum of one permit per person and initially one per household. Once all households have a permit, applications for a second one are considered. Permits cost £135. There is a 50% discount for cars that have low emissions.
- 3.5.8 Waiting lists were introduced in Brighton in 2001. Five of the nineteen zones have waiting lists. It is hoped that this will be reduced to three soon by improving alternative modes of transport, the creation of car-free developments where residents would not be entitled to any parking permits and increasing the capacity of the city car clubs.
- 3.5.9 The smallest RPZ comprises approximately 300 households and the largest has 8,000 households. There is a higher turn around in larger areas. On average, three RPZs are created each year.

### Public Transport.

- 3.5.10 Brighton has the highest bus use outside London. Free passes are issued to the elderly and people with disabilities and can be used from 09:30.

### A Typical Street

- 3.5.11 Parking bays are continuous and do not have individually marked bays as these were not enforceable and most people park sensibly. One side of the road is for permit holders only; the other side is for both permit holders and people using pay & display. At one end of the street there is a parking area for motorbikes and at the other end one for bicycles.
- 3.5.12 The council reviews fees and charges every year based on occupancy rates. The aim is to maintain 85-90% occupancy in all streets so that the casual parker can find a space when needed. Some streets are 100% full. In these cases, it is recommended that the charges be increased to encourage a higher turnover of spaces which is better for traders.

3.5.13 The council is currently considering raising the price of permits when there is a long waiting list.

#### Outside Shops

3.5.14 Overall there are ten times as many shared bays as exclusive pay and display bays.

#### Echelon Parking

3.5.15 There is echelon parking on one side of many wide roads, into which drivers reverse and on the other side there is parallel parking.

#### Off Street Parking

3.5.16 Directing drivers to off street parking is a challenge. There are websites and apps which help you plan your journey.

3.5.17 A customer is required to submit applications to Colas to request a Vehicle Crossover and the associated Road Markings. The applications seek to identify the following:

#### Vehicle Crossover

- Ownership of the property (if the applicant is not the owner of the property, written permission is required from the owner before works can be considered);
- Location. Planning permission is required if the crossing opens onto a Classified Road;
- Type of vehicle using the access i.e. light (cars, vans etc..) or heavy duty (HGV);
- Any obstructions or obvious obstacles (street furniture, utility covers, trees);

#### Road markings

- Does the property have an existing purpose built pavement vehicle access? If not the application will be rejected.
- If an existing vehicle access exists is there a clear space to park a vehicle on your property? If not the application will be rejected.
- Are there existing double yellow lines at the proposed location? If not the application will be rejected.

This information is used by Colas to assess the initial application. A site visit will be conducted to review the request and a decision will be made based on this inspection after considering the following factors:

- Available Space
- Safety issues
- Gradient of footway/carriageway
- Street Trees
- Proximity to a Bus Stop
- Proximity to Controlled Crossing and School Zig-Zags
- Proximity to Controlled Crossings
- Presence of Grass Verges
- Presence of a garage
- Residents Parking Zones
- Street Furniture
- Existing vehicle crossovers

3.5.18 With regard to vehicles parking on the pavement the council can enforce where there are formal parking restrictions marked with signs and lines. The parking restrictions cover the carriageway and the footway. If there are no formal parking restrictions the police can take action if they consider the vehicle is causing an obstruction.

3.5.19 The government is looking at possible changes to legislation regarding parking on pavements. One option being considered is delegating power to local authorities to enforce the banning of parking on pavements. It is important to consider whether the roads would be obstructed if vehicles were moved off the pavements.

#### Electric Charging Points

3.5.20 There are charging points in every council car park and have been recently upgraded to 3-pin. These points are not in individual bays.

#### Students.

3.5.21 The council is working with the university to dissuade students from bringing cars with them. Their car must be registered at their house in Brighton to be eligible to apply for a parking permit.

#### Displacement

3.5.22 The council has been successful in preventing displacement of parking problems when a parking zone is introduced. When a majority of residents in an area request a parking zone, the potential impact on the wider area is considered. Residents in these neighbouring areas are offered a full scheme or a light touch scheme. In the latter, there is a mixed use of permit holders and people who use the pay & display meters all day except for 2 hours a day when it is for permit holders only. The times vary according to the area. The light touch schemes have become more and more popular, particularly in areas where there are fewer parking issues. The enforcement costs are the same as in a permit only full scheme.

#### Variable Message Signs

3.5.23 These are situated in the city centre and are based on historical data.

#### Online Parking Information.

3.5.24 Real time information is provided on parking availability

#### Car Parks.

3.5.25 Number plates are read automatically as the cars enter the car parks. If there is no record that a parking charge has been paid, a CEO would be dispatched to investigate.

#### Pay by Phone.

3.5.26 This was introduced in 2013 and as at March 2017 accounts for 50% of all transactions. The CEO checks that a parking charge has been paid using their hand held machine. Drivers can also pay by card, mobile and other methods. The aim is to reduce the number of payment machines that accept cash from 800 to 150.

#### Park & Ride

3.5.27 There is no Park & Ride service.

**f) To identify and evaluate possible long-term solutions.**

3.6.1 The suggestions that were proposed by witnesses during the course of the review are set out below:

3.6.2 Park & Ride.

- Extend the opening hours later in the evening.
- Open up a second service on the other side of the city.
- Permit usage by commercial vehicles overnight.
- Introduce a Park & Rail scheme with a car park at the station outside of the city.

3.6.3 Residential Parking Permits

- Limit permits to one per household for new developments.
- Introduce city-wide permits.

3.6.4 Require contractors to provide overnight parking for their vehicles.

3.6.5 Car parks

- Find more space for car parks.
- Permit parking from 7pm to 7am on weekdays on council land that is not being used.
- Ask schools to open up their car parks to the public from 7pm to 7am.
- Use the common for parking.
- Review the entire city's road space to ensure it is being used efficiently to permit as much parking as possible, with safety being the priority.

3.6.6 Permit the bus companies to use the council's minibuses.

3.6.7 Sustainable travel

- Promote sustainable travel.
- Make the alternatives to car travel more attractive.
- Implement a walking strategy.
- Investigate a tram network running along the main thoroughfares.
- Improve cycle routes.

3.6.8 Remove free parking on residential roads.

3.6.9 Introduce a Workplace Parking Levy.

3.6.10 Explore how local taxi and private hire can complement public transport on the outskirts of the city.

3.6.11 Situate dedicated pick-up and drop-off points at outlying bus stations to make 'first and last mile' connections easier.

3.6.12 Subsidise taxi and private hire operators to and from stations or Park & Ride sites.

3.6.13 Offer personalised budgets for door-to door transport, allowing people with disabilities or access needs to take advantage of innovative new services to travel easily and affordably around their city.

#### **4. Conclusions**

Based on the evidence and views it has received during the review process, the panel noted that:

1. The council wishes to maximise the provision of safe and convenient residential parking across the city, appropriate to the characteristics of the location.
2. Each area has its own parking needs and so parking solutions should be tailored according to these needs and take into consideration displacement parking.
3. Parking is a significant concern for many residents.
4. The number of parking spaces properties are expected to require as set out in the PSSPD are unrealistically low.
5. A high number of cars are owned by residents and this is expected to continue to rise.
6. The constrained road network is already showing signs of great stress in terms of volume of traffic. It cannot be expanded in response to increased demand.
7. If public transport was cheaper and more reliable, car ownership might decrease and air quality improve.
8. Some council-owned car parks in which permit holders can park have unused capacity.
9. The city needs to be attractive to visitors, some of whom will bring their cars.
10. The reported high numbers of commercial vehicles parked in residential areas overnight and students' cars remaining unmoved for months may be disproportionate to the actual situation.
11. Introducing a city-wide RPZ would be very challenging to achieve. Residents would need to be consulted.
12. When assessing new off-street vehicle cross-over applications, it is important that the wider impact on the road and the neighbourhood be taken into consideration.

#### **Recommendations**

- 1. This report be used to inform the redevelopment of the Local Transport Plan and Parking Supplementary Planning Document and Portsmouth Local Plan.**
- 2. The council do more to promote sustainable transport.**
- 3. The current piecemeal approach to RPZs be reconsidered with a view to introducing a city-wide strategy or alternatively remove all parking zones.**

**Arrange meetings with:**

4. **Businesses that have large fleets to explore ways to reduce the number of their vehicles that are parked overnight on residential roads and the outcome be reported to the Cabinet Member for Traffic & Transportation.**
5. **The bus companies to improve access to bus services and particularly regarding extending the bus route to pick up passengers from the Hayling Island ferry.**

**The council to work with:**

6. **Large companies/ supermarkets to discuss how the council could assist them to open up their carparks overnight to either residents or commercial vehicles and the outcome be reported to the Cabinet Member for Traffic & Transportation.**
7. **The University of Portsmouth to discuss a) them doing more to discourage students from bringing their cars, b) opening up their carparks to the public and c) making their Travel Plans more sustainable and the outcome be reported to the Cabinet Member for Traffic & Transportation.**

**Review**

8. **The council-owned carparks with a view to improving usage. This would cover signage, distance from shops, pedestrian access, safety etc.**

**Investigate**

9. **The introduction of car clubs.**
10. **The introduction of weight and dimensional restrictions for vehicles in residential areas.**
11. **The possible removal of limited-waiting areas in some areas.**
12. **The viability of a) extending the route, the opening hours and the capacity of the Park & Ride service and b) introducing a Park & Ride East and a Park & Ride Rail.**
13. **The introduction of a demand-responsive transport service.**
14. **The introduction of varying residents' parking permits charges for electric and hybrid vehicles where these are the first vehicle.**
15. **The off-street vehicle cross-over applications policy be reviewed so that the wider impact can be taken into consideration.**

## 8. Recommendations and Budget and Policy Implications

The following table highlights the budgetary and policy implications of the recommendations being presented by the panel:

Recommendation	Action By	Budget & Policy Framework	Resource Implications
1. This report be used to inform the redevelopment of the Local Transport Plan and Parking Supplementary Planning Document and Portsmouth Local Plan.	The Assistant Director of City Development, Regeneration  The Assistant Director of Transport, Regeneration	Within the existing policy framework.	None
2 The council do more to promote sustainable transport.	The Assistant Director of Transport, Regeneration	Within the existing policy framework.	None
3 The current piecemeal approach to RPZs be reconsidered with a view to introducing a city-wide strategy or alternatively remove all parking zones	Transport Planning Manager	Review of parking strategy through the LTP redevelopment	None
<u>Arrange meetings with:</u>			
4 Businesses that have large fleets to explore ways to reduce the number of their vehicles that are parked overnight on residential roads and the outcome be reported to the Cabinet Member for Traffic & Transportation.	Safer Travel Manager	Within the existing policy framework.	None

<b>Recommendation</b>	<b>Action By</b>	<b>Budget &amp; Policy Framework</b>	<b>Resource Implications</b>
5 The bus companies to improve access to bus services and particularly regarding extending the bus route to pick up passengers from the Hayling Island ferry.	Transport Planning Manager	Within the existing policy framework, and LTP Implementation Plan - access for people.	None
<u>The council to work with:</u>			
6 Large companies/ supermarkets to discuss how the council could assist them to open up their carparks overnight to either residents or commercial vehicles and the outcome be reported to the Cabinet Member for Traffic & Transportation.	Parking Manager	Review of parking strategy through the LTP redevelopment	None
7 The University of Portsmouth to discuss a) them doing more to discourage students from bringing their cars, b) opening up their carparks to the public and c) making their Travel Plans more sustainable and the outcome be reported to the Cabinet Member for Traffic & Transportation.	Transport Planning Manager	Within the existing policy and budget framework	None
<u>Review</u>			
8 The council-owned carparks with a view to improving usage. This would cover signage, distance from shops, pedestrian access, safety etc.	Parking Manager	Review of parking strategy through the LTP redevelopment	None
<u>Investigate</u>			
9 The introduction of car clubs.	Transport Planning Manager	A review of car clubs will be undertaken through the LTP redevelopment	

<b>Recommendation</b>	<b>Action By</b>	<b>Budget &amp; Policy Framework</b>	<b>Resource Implications</b>
10 The introduction of weight and dimensional restrictions for vehicles in residential areas.	Traffic & Network Manager	Within the existing policy framework.	None
11 The possible removal of limited-waiting areas in some areas.	Parking Manager	Within the existing policy framework.	None
12 The viability of a) extending the route, the opening hours and the capacity of the Park & Ride service and b) introducing a Park & Ride East and a Park & Ride Rail.	Transport Planning Manager	A policy review of Park & Ride in Portsmouth needs to be undertaken, along with budget implications	None
13 The introduction of a demand-responsive transport service.	Transport Planning Manager	A policy review of demand-responsive transport is to be undertaken, along with budget implications	Yes - if a demand-responsive transport service is progressed with
14 The introduction of varying residents' parking permits charges for electric and hybrid vehicles where these are the first vehicle.	Transport Planning Manager	A policy review of residents' parking permit charges will be required, along with a budget review	None
15 The off-street vehicle cross-over applications policy be reviewed so that the wider impact can be taken into consideration.	Safer Travel Manager	There is no capital budget required for this work because under Section 184 of the Highways Act 1980 all costs related to dropped kerbs are the financial responsibility of the property owner applying.	None

## 9. Legal Comments

- 9.1 The city council is the local transport authority (LTA) and is also both the local highway and traffic authorities (LHA) for the city of Portsmouth. It also has civic parking enforcement powers within its Special Enforcement Area. The city of Portsmouth, excluding trunk roads, has been designated as a SEA under the Road Traffic (Permitted Parking Area and Special Parking Area (City of Portsmouth) Order 1990, and paragraph 3(5), Schedule 10 of the Traffic Management Act 2004.
- 9.2 Under the Transport Act 2000 (as amended by the Local Transport Act 2008) each LTA must develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within its area. The LTA is required to take into account any central government policy and any guidance issued by the Secretary of State with respect to the mitigation of, or adaption to, climate change or with respect to the protection or improvement of the environment.
- 9.3 Each LTA must prepare a document containing such policies together with a plan for their implementation. In considering this duty authorities should bear in mind that patterns of transport use are not necessarily restricted by local authority boundaries.
- 9.4 Furthermore it is also the duty of a LHA to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:
- (a) securing the expeditious movement of traffic on the authority's road network; and
  - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.
- 9.5 LHAs have a duty to take account of the needs of all road users, take action to minimise, prevent or deal with congestion problems, and consider the implications of decisions for both their network and those of others.
- 9.6 Traffic regulation orders can be made for a number of reasons, including avoiding danger to persons or other traffic using the road or for preventing the likelihood of such danger arising, for preventing damage to the road or any building on or near the road, for facilitating the passage on the road of traffic (including pedestrians) or preserving or improving the amenities of the area through which the road runs.
- 9.7 Under sections 32 to 35 of the Road Traffic Regulation Act 1984 LHAs may provide off-street parking places and may by order make provisions as to the conditions on which it may be used, and any charges which are to apply, including the provision of Pay & Display facilities, and the times and days on which such restrictions and/or charges are to apply.

- 9.8 A LHA can by order under section 45 of the Road Traffic Regulation 1984 designate parking places on the highway for vehicles, or vehicles of any specified class, in the order, and may charge for such parking as prescribed under s.46. Such orders may designate a parking place for use only by such person or vehicles or such person or vehicles of a class specified in the order or for a specific period or time by all persons or persons or vehicles of a particular class.
- 9.9 In determining what places can be so designated the council is required to consider both the interests of traffic and those of the owners and occupiers of adjoining property and in particular shall have regard to:
- (a) The need for maintaining the free flow of traffic
  - (b) The need for maintaining reasonable access to premises and
  - (c) The extent to which off-street parking accommodation is available in the neighbourhood
- 9.10 Guidelines issued by the government provide that the setting of charges for parking on-street or off-street in designated areas is a matter for the authority. It states that authorities should review charges periodically and take account of their effectiveness in meeting policy objectives. The Secretary of State recommends that authorities set charges at levels which are consistent with the aims of the authority's transport strategy.

## **10. Finance Comments**

- 10.1 It is unlikely that all the recommendations within this report can be funded from existing cash limits. The recommendations cover both Capital and Revenue initiatives.
- 10.2 A detailed financial appraisal as to the initial cost, ongoing revenue commitment and the source of funding will need to be carried out for each recommendation. Currently the report has insufficient information in order for an appraisal to be carried out at this time.

## **11. Equality Impact Assessment.**

- 11.1 A preliminary equality impact (EIA) assessment was completed.
- 11.2 A full EIA is not required as no specific information regarding protected characteristics was gathered and the scrutiny panel's role is to make recommendations to the Cabinet. If the Cabinet decides to implement the recommendations, individual preliminary EIAs would be carried out.

**Formal Meetings Held by the Panel**

<b>DATE</b>	<b>WITNESSES</b>	<b>DOCUMENTS RECEIVED</b>
<b>28 September 2016</b>	<p>Pam Turton, Assistant Director of Transport, Environment &amp; Business Support.</p> <p>Alan Cufley, Director of Transport, Environment &amp; Business Support.</p>	<p>Scoping document for the review.</p> <p>Presentation covering the parking strategy, on &amp; off street parking, park &amp; ride and enforcement.</p> <p>Extract from the Parking Standards Supplementary Planning Document showing the number of parking spaces different size and type of properties are expected to require.</p>
<b>3 November 2016</b>	<p>Councillor Jim Fleming, Cabinet Member for Traffic &amp; Transportation.</p> <p>Claire Upton-Brown, Assistant Director of Culture &amp; City Development.</p>	<p>Further information that had been requested:</p> <ul style="list-style-type: none"> <li>• 2015 Portsmouth population figures.</li> <li>• Park &amp; Ride financial breakdown.</li> <li>• Southsea Common usage as a carpark.</li> <li>• Journeys within Portsmouth.</li> <li>• Expected increase in traffic figures.</li> <li>• Parking controls in place during match days in the Fratton Park area.</li> <li>• Gunwharf Quays parking occupancy rates.</li> <li>• The number of RPZs where space allows for third permits.</li> <li>• Travel to work methods.</li> <li>• The number of council car parks sold in the last 5 years.</li> </ul>
<b>8 December 2016</b>	<p>Edward Hodgson, Managing Director, Stagecoach South</p> <p>Marc Reddy, Managing Director, First Group</p> <p>Dervla McKay, General Manager, First Group</p> <p>Tony Jefferson, Manager, Citywide</p> <p>Viv Young, representing the hackney carriage trade.</p>	

<b>DATE</b>	<b>WITNESSES</b>	<b>DOCUMENTS RECEIVED</b>
<b>16 January 2017</b>	<p>Fred Jones, General Manager, Uber.</p> <p>Michael Robinson, Parking Operations Manager.</p> <p>Paul Deluchi, General Manager, Mountjoy Ltd.</p> <p>Tanya Hayes, Director of Maintenance, Mountjoy Ltd.</p>	<p>Uber submission.</p> <p>Supplementary information from Mr Davenport regarding some London parking schemes.</p> <p>Information from David Baynes.</p>
<b>13 February 2017</b>	<p>Fiona Bell, Director of Estates &amp; Campus Services, University of Portsmouth</p> <p>Ian Saunders, Acting Chair, Portsmouth Cycle Forum</p> <p>Ray Muscat, Business Unit Manager, Colas</p> <p>Eric Brangier, Ensign Managing Director</p> <p>Bruce Hall, General Manager, Aqua</p>	<p>Friends of Old Portsmouth presentation.</p> <p>Letter from Portsmouth Water.</p> <p>Car ownership in Portsmouth from 2007 - 2017.</p> <p>Information from David Lycett, Portsmouth resident.</p> <p>A City to Share cycling strategy from Portsmouth Cycle Forum.</p>
<b>20 March 2017</b>	<p>Rachel Hudson, Co-ordinator for Portsmouth Friends of the Earth</p> <p>Paul Nicholls, Joint Acting Head of Parking and Network Operations at Brighton &amp; Hove City Council</p> <p>Charles Burns, Secretary Portsmouth &amp; S East Hampshire, Federation of Small Businesses</p>	<p>Further information requested:</p> <ul style="list-style-type: none"> <li>• Marking individual bays in residential streets.</li> <li>• Echelon parking.</li> <li>• ANPR.</li> <li>• Zig-zag lines outside schools.</li> <li>• The council's fleet and fleet services.</li> <li>• Diesel Charge in Westminster - Portsmouth News article.</li> <li>• PFOE discussion paper: Towards a Walking Strategy for Portsmouth.</li> <li>• PFOE report: Walking in Portsmouth.</li> <li>• Federation of Small Businesses' website page.</li> </ul>
<b>12 June - 15 July 2017</b>	<p>A residents' survey was conducted.</p>	

<b>DATE</b>	<b>WITNESSES</b>	<b>DOCUMENTS RECEIVED</b>
<b>25 July 2017</b>	A focus group was held.	
<b>20 September 2017</b>	Karen Nash and Steve Bonner, Portsmouth Pensioners  Pam Turton, Assistant Director of Transport, Environment & Business Support	National Highways and Transport MORI Poll responses  Report: Results from the Focus Group.
<b>27 December 2017 -  22 January 2018</b>	A residents' survey was conducted.	
<b>22 June 2018</b>	Councillor Lynne Stagg, Cabinet Member for Traffic & Transportation  Lee Todd, Communications Manager  Mark Thewlis, Market Research Officer  Pam Turton, Assistant Director of Transport, Environment & Business Support	Analysis of the survey responses.
<b>22 January 2019</b>	Pam Turton, Assistant Director of Transport, Environment & Business Support	Further information requested by the panel at the previous meeting.
<b>8 February 2019</b>	None	The panel signed off the report.